Maraenui Urban Renewal Plan (MURP) Review Report

Prepared for: Napier City Council on behalf of the Maraenui Urban Renewal Plan Sponsor Group
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This report was prepared by Liz Lambert
Executive Summary

The Maraenui Urban Renewal Plan (MURP) is a collaborative interagency plan to help support the people of Maraenui to make positive changes within their community. It is a plan of action and was developed and implemented by seven Government agencies working together in 2005.

Review of Objectives:

Objective 1: To establish a safe, secure and functional shopping centre and its immediate surroundings.

Review Opinion: Significant progress but not completed

- Upgrading of derelict shops, encouragement of desired shop occupants, safety initiatives, an Economic Development Strategy, and minor upgrades to the surrounding area have all been completed. Significant changes have been made, but an upgrade of the whole area including the reserve and public spaces are seen as needing to be a priority for Napier City Council.

Objective 2: To establish a One Stop Agency Shop

Review Opinion: Achieved in part

- The Maraenui Information Centre was opened in 2005 and continues to provide a good service. However not all agencies are currently represented at the Information Centre. It has been identified that Housing New Zealand Corporation (HNZC) may no longer be able to take the leadership role in providing this service.

Objective 3: To establish a whanau health support centre

Review Opinion: Not achieved but successful initiatives occurring

- A physical whanau health support centre has not been established in Maraenui. However there are successful health promotion and prevention initiatives running in the community. The health forum provides a good opportunity to support health providers in the area.
- The medical centre continues to provide services

Objective 4: To establish a comprehensive community safety plan

Review Opinion: Significant progress but ongoing

- Family violence, safety and youth have all been addressed as priority areas. A number of safety plans, audits and initiatives have been put together but there is a need to unite all the work for Maraenui. A significant increase in police presence is having a notable change in Maraenui.
Objective 5: To establish a housing upgrade plan

Review Opinion: Achieved

- Upgrades to the HNZC homes including insulation of every home and exterior painting of 85% of HNZC homes has occurred. The multistorey HNZC homes remain a community concern. There is a need to now look at what are the next priorities regarding housing.

Objective 6: To establish a credible and transparent NGO representative of the community

Review Opinion: Achieved but not sustained

- Maraenui Urban Renewal Trust (MURT) was established in 2005 and although it started off well is no longer functioning as was intended due to a mixture of reasons.

To date, MURP has achieved significant changes including the Maraenui Information Centre, the EIT campus, the occupied shops, and the increased community police presence. Particular strengths of the Plan also include the working relationship of the sponsor group, key agencies being involved since the scoping stage, different key agencies taking a lead role for each objective that reflects their core business, a dedicated Project Manager, a ‘relationship manager’, and a formal Memorandum of Commitment.

Some of the lessons than can be learnt from MURP include the allocation of responsibilities between MURP and a community Trust (MURT), dealing with potential conflicts of interest within MURT, trying to avoid or reduce the effects of political interference, competition over funding and a feeling of being excluded by other non government organisations. MURT did not complete the third year of the Te Puni Kokiri project which was focused on empowering a community based forum to work directly with the agencies and funders to establish longer term sustainability. The plan also 'ran out' with key activities and performance indicators identified in MURP having completion dates before 2008.

There is a strong commitment from the Sponsor Group to continue working collaboratively for the betterment of Maraenui. A list of recommendations is given at the end of the report and includes the development of a Maraenui Urban Renewal Plan (MURP) Action Plan 2011. The Plan should be based on the collaboration of Sponsor Group members and include broad consultation with the community of Maraenui and associated organisations to ensure it reflects community needs accurately and community buy-in is further fostered.
Introduction

The Maraenui Urban Renewal Plan (MURP) is the 2007 recipient of the Community Development Te Puna Oranga Award for collaboration and partnerships. It is a collaborative interagency plan to help support the people of Maraenui to make positive changes within their community with the vision:

‘A safe, healthy and vibrant Maraenui’.

A number of significant achievements have occurred over the years, which should be celebrated. More recently though, MURP has been perceived to stagnate and to not maintain the momentum it once had. It was therefore identified that MURP would benefit from a formal review including an evaluation of what MURP has achieved to date and recommendations for moving forward.

This report assesses MURP in two ways; firstly, by evaluating if the objectives of the Plan have been met, and secondly; evaluating the overall holistic strengths and weaknesses of the Plan. This report then continues to identify current strengths and issues, risks and finally looks at where to from here.

The main body of this report looks at the objectives holistically and does not go into particular detail on if and how key activities were achieved. This is because MURP has been a living evolving document and not a series of check boxes. It was identified as a proposed process and the performance indicators identified relevant initial actions that led to completing the key activities in the Plan. Saying this, it would be remiss of this review to not consider if each of the key activities identified in MURP have been achieved as they contribute to the objectives, therefore such consideration is provided in Appendix A for reference and to support the findings of the review.

Background

Maraenui emerged from the bed of the Ahuriri inner harbour as silt and sediment collected and formed the land. The suburb developed in the 1950’s in response to employment opportunities and demand for housing. Maraenui had a thriving community, and the shopping centre was built in the 1960’s. However the closure of major industries including the Hawke’s Bay’s major freezing works, saw the economic and social decline of the area.

Maraenui is a suburb of Napier with a population of approximately 3,500 people, 6% of Napier’s total population. Maraenui rates 10 in the New Zealand deprivation index which indicates the most deprived 10% of areas in New Zealand. The following is the related demographic profile of Maraenui:

- Ethnicity is; 55% Maori, 41% European, 12.5% Pacific peoples and 2% Asian compared to; 18% Maori, 72% European, 2.5% Pacific peoples and 2.5 % Asian for Napier, and; 15% Maori, 68% European, 7% Pacific peoples and 9 % Asian nationally.
50% of people aged 15 years and over have no formal qualifications, compared to 29.5% for Napier and 25% nationally.

Median income is $15,400 compared to $22,700 for Napier and $24,400 nationally.

There are 1,060 occupied dwellings.

32% of the population are under 15 years of age, compared to 21% for Napier and 21.5% nationally.

45% of families are single parent families, compared to 21% for Napier and 18% nationally.

*Source: Quick stats, Census 2006 data*

For 2009/2010 Maraenui has the fourth highest level of total crime for suburbs in Napier. It had the highest number of violent offences in 2009 /2010 for all Napier suburbs, 57 per 1,000 people. This is an increase from the year before of 43 per 1,000. Theft from cars is however very low for 2009/2010, fifth lowest of the 21 Napier suburbs.

*Source: Police*

Unemployment rate is 13%, compared to 7% for all of Napier. At the end of November 2010 there were 637 people on benefits (DPB, SB and UB) an increase of 118 from the end of November 2009. Over one third (34%) of all unemployed in Maraenui are aged 18-24 years old

*Source: WINZ*

48% of all 852 rental dwellings are HNZ homes

*Source: HNZC*

It's notable that Maraenui is a strong hold for the Mongrel Mob. It has a diversity of people, it enjoys a young population which is culturally diverse and has many talented and passionate people both living and working in the community. William Colenso College 2010 head girl was from Maraenui.

**Maraenui Urban Renewal Plan (MURP)**

MURP is a coordinated multi-agency approach that aims to support the Maraenui community to address the challenges they face. MURP is a plan of action and was developed between the Ministry of Social Development (MSD), Napier City Council (NCC), New Zealand Police, Housing New Zealand Corporation (HNZC), Te Puni Kokiri (TPK), Hawke’s Bay District Health Board (HBDHB) and the Ministry of Justice Crime Prevention Unit (CPU) in 2005. These are known as the Sponsor Group and include senior management from each agency that sign the group's Memorandum of Commitment every two years. The current Sponsor Group also includes Accident Compensation Corporation (ACC), New Zealand Fire Service and Health Hawkes Bay (HHB). The CPU seed funded the project and once it was established withdrew from active participation on the Sponsor Group. Child Youth and Families Services (CYFS) were also a member while they were a stand alone agency they have since merged into MSD and are no longer individual members of the Sponsor Group.
In 2004 the Napier Safer Community Council (NSCC) identified Maraenui as a candidate for a Safer Streets project. The CPU who the NSCC reported to, saw this as an opportunity to try something new. A group of agencies then began to work together and develop shared strategic goals and to share resources to achieve community outcomes in Maraenui. This was the first time seven separate government agencies had worked collaboratively together.


Although initiated through the NSCC and CPU, the idea of urban renewal in Maraenui is far broader than safety and crime prevention. Urban renewal also includes health, economic well-being, community pride, educational achievements and it aims to engage residents in determining and being part of making their community how they want it to be.

MURP is by design, a straightforward plan, with a deliberately limited number of measurable objectives that the people of Maraenui are able to see.

MURP sets its vision as: 'A safe, healthy and connected Maraenui'.

The vision is supported by the following objectives (with lead agencies noted in brackets);

1. To establish a safe, secure and functional shopping centre and its immediate surroundings (NCC)
2. To establish a One Stop Agency Shop (HNZC)
3. To establish a whanau health support centre (HBDHB)
4. To establish a comprehensive community safety plan (NCC)
5. To establish a housing upgrade plan (HNZC)
6. To establish a credible and transparent Non-Government Organisation (NGO) representative of the community (MURP Project Manager).

The objectives are supported by key activities, performance indicators, stakeholder participation, measured outputs, anticipated outcomes and completion dates.

The objectives were reviewed in 2009 and became;

1. To establish a safe, secure and functional shopping centre and its immediate surroundings
2. To support agencies and organisations working from the Maraenui Information Centre
3. To address the health issues in Maraenui by supporting health providers
4. To establish a comprehensive community safety plan
5. To support a housing upgrade plan
6. To support credible and transparent NGO representative of the Community
7. To foster youth potential in Maraenui
Methodology

This review is based on the study of background documents, interviews of key individuals involved with MURP and the Maraenui community and site visits to the neighbourhood. Interviews include; the members of the Sponsor Group (Police, NZ Fire Service, HNZC, NCC, MSD, HBDHB, HHB, TPK); relevant NCC staff (current and former); MURT; Roopu A Iwi Trust; Maraenui Community Council Trust; Napier Pilot City Trust; Te Kupenga Hauora Ahuriri; Maraenui Community Constables (past and present); Maraenui shopping centre tenants (Four Square, TJ Bakery); Eastern Institute of Technology (EIT); Maraenui Bilingual Primary School principal; William Colenso College principal, Maraenui Medical Centre, Pukemokimoki Marae, the former MURP Project Manager, and other members of the community, all carried out between December 2010 and January 2011.

The above interview list was intended to help provide a broad review of MURP. There may be some agencies or groups that undertake positive work in Maraenui that have not been included; this was not done purposefully to exclude anyone. The review is to act as a starting point for further work in the Maraenui community and more extensive consultation will occur at that stage.
Evaluation of Objectives

Objective 1: To establish a safe, secure and functional shopping centre and its immediate surroundings.

Overall Review Opinion: Significant progress but not completed

Purchasing of shops
NCC purchased the five previously derelict vacant shops in the Maraenui shopping centre. These shops have been revamped to attract businesses and key services and then three were on sold, two to EIT and one to Te Roopu A Iwi Trust. The remaining two shops have been leased to Learning Innovations and TJ Bakery. Care was taken when on-selling or leasing shops, so that the use would be of benefit to the community and offer some variety in the shopping centre. Targeting specific retailers was part of the Retail strategy.

Although business cases have been developed and presented it has not been possible to attract a major supermarket or bank to the shopping centre. These were the two key businesses identified in the “Business Development of Maraenui Shopping Centre Proposal” based on a survey by the MURP Project Manager of which businesses the local community would support. In terms of providing groceries, there is the positive of the Four Square that has recently opened which is tidy, bright and well stocked. Although it is not able to fulfil all the functions of a full service supermarket, it is beneficial for the community to have convenience groceries in the local neighbourhood. The joint voice of the collaborating agencies were also able to help retain the Westpac automated money telling machine and have it repositioned into a safer location that is not accessible once the dairy is closed for the night.

There are a total of nineteen shops at the Maraenui Shopping Centre. Currently twelve are occupied by retail businesses, five by services and support organisations (such as the Police Station and Information Centre) and five are currently vacant.

The aforementioned survey identified that the people of Maraenui wanted to see a vege/fruit/market gardeners, bakery, butcher, hairdressers and WINZ service in the shopping centre. A WINZ Integrated Family Service Coordinator is due to soon be based at the Information Centre and a local baker has been supported to establish a bakery. Approaches have been made to the other business types, though none of these businesses are yet confident that they would be viable to be in a shop full time.

Even with these significant and commendable changes the Maraenui shopping centre is still not perceived by all as a shopping centre, but rather a general take as a social services hub. It lacks the thriving activity around its shops that would give it vitality and the ability to attract more people and business. The relocation of the market out of the shopping centre is seen by...
many locals as a loss. While the market is thriving in its new location, perhaps there is a need to find ways to capitalise on this for the Maraenui Shopping Centre.

**Maraenui Economic Development Strategy**

The Maraenui Economic Development Strategy 2007-17 has been developed by Sean Bevin, an experienced local economist. This is a very insightful and useful strategy with some relevant actions. This informed the Business Development of the Maraenui Shopping Centre proposal developed by MURT. However, awareness of the Economic Development Strategy and consequent implementation of the Strategy has not been high. This maybe because the Strategy was not well distributed to key agencies and was seen as the responsibility of MURT to implement. The Sponsor Group however should still be aware of and involved with the implementation of this Strategy.

The Maraenui Economic Development Strategy recommends youth focused initiatives, a cultural ethnic focus for development, educational qualifications and skill enhancement, provision of economic development leadership and support, positive area profiling and marketing, tourism linkages and an Economic Development Facilitator for Maraenui. These are all still relevant and should be supported and not be lost.

The Strategy mentions the idea of a Maori / Pacific Creative Enterprise Development – business (including tourism) marketing requirements, development of ongoing linkages to the marae, and links to the local market day. It also speaks of a unique community theme, this has been explored through the research of the area’s history and a concept and model developed. This however seems to have lost its momentum and stopped. This coincides with the official hand over of the management of MURP to MURT. In hindsight more support of MURT to carry out the implementation of MURP may have been needed, perhaps more of a partnership rather than a handover.

**Upgrade to surrounding area**

Informal CPTED assessments have been completed which have led to some upgrades including; lighting, gardens, fresh paint on the playground, the Civic Pride mural, car-park and repairs to the skate bowl. However these upgrades can feel like a losing battle to some, for example the gardens have been replanted a number of times. The NCC nursery department said they would replant it one more time but ‘this was the last chance, if they went missing, that was it, no more plants’, unfortunately the plants went missing within days. A similar situation has occurred with the public toilets which now remain locked at all times.

Many people appreciate the great positive changes that have occurred at the Shopping Centre however the general perception of the locals, visitors and people who work in Maraenui is that it is still rundown and looks uncared for. The playground is still seen as old, although very well used. The gardens are run down, paving is dirty and cracked, and a number of the people of Maraenui note the more substantial upgrades in Taradale and Ahuriri.

It should be noted that this is not just an infrastructure issue though, and it would be particularly helpful for the community to take greater ownership of the appearance and feel of the shopping centre. The community can be proud, take ownership and look after their community hub. Community ownership may help cut down on graffiti, loitering teenagers and vandalism. The Retailers Association appear to be an active
group that can really have an impact on the look and feel of the shopping centre and surrounding area. Details such as leaving lights on overnight can make a difference though some businesses choose to turn them off to save power and money.

A design was prepared to redevelop the shopping centre, however to date it has not been successful in being implemented. There is a need for a holistic plan for this area, including the shops, reserves, public space and amenities, that should incorporate CPTED and urban design principals. It is important to see the Maraenui upgrade is in the Long Term Plan (LTP) and continued political support is necessary to make this happen.

It has been noted during this evaluation that there is disappointment that improvements have not been happening faster and that Ahuriri underwent an upgrade before Maraenui. EIT entered into a verbal agreement with NCC with the hope that the area would be significantly upgraded. They continue to advocate for this in order for the community and the NCC to reap maximum benefit from having an educational institution within the shopping centre. At the moment it is isolated, which makes things more difficult. An upgrade of the whole area including the reserve and public spaces are seen as needing to be a priority for NCC.

**Safety at the Shopping Centre**
CPTED audits have led to a number of initiatives and the increased presence of police is helping to improve the perception of safety at the shopping centre. This is an ongoing challenge which needs to keep being addressed to attract people to the shopping centre.

The shopping centre needs to be welcoming and perceived as safe to become thriving. This needs to be fostered as a community responsibility. It would be very helpful if a number of the people in Maraenui helped to make visitors welcome. It's noted that if you are not local to the place you may not feel very welcome, that you may feel vulnerable or unsafe.

**Objective 2: To establish a One Stop Agency Shop**

**Overall Review Opinion:** *Achieved in part*

**Maraenui Information Centre**
The Maraenui Information Centre officially opened in August 2005 and was an instant success. HNZC reported 600 people through the door in the first month of opening. After 12 months HNZC reported a 70% decrease in tenant debt in the area. After six years HNZC in Maraenui are maintaining this rent debt at these low levels.

The Information Centre is a smart welcoming building that the people of Maraenui make good use of. It was the first visual change that the people could see. HNZC should be commended for their ability to get things implemented.

The use of locals on reception has helped give the community ownership of it. Three volunteer community staff worked on the reception desk and underwent training. One volunteer went on to full time employment at HNZC. Although resident capacity
building was not a direct objective or key activities of MURP the extra thought and care that has gone into implementation has had additional benefits for the community.

The Information Centre has no additional security and no major incidents have occurred. The Annual lease brings some uncertainty but does not appear to be a major issue. Potential risks to this objective is the possible changes in how HNZC deliver their services, with a move touted towards being more mobile as opposed to having a community office. This may mean HNZC will not be in a position to continue their leadership role. This raises the question, who could take on this role? Or what is the best use of this centre?

**Agency representation**

There has consistently been a mix of agencies in the Information Centre including; HNZC, Health, EIT, Correspondence School, Truancy, Adult Literacy and Numeracy (still there and have been since day one), HB Law Centre, IRD, MSD, Bay Wide Credit union and MURP project manager. Currently however there is only HNZC, Truancy, and Adult Literacy and Numeracy, and there is a meeting room which is used by local groups.

Not all agencies are located in the Information Centre due to technical difficulty or staff perceptions of the area, also for some matters you still need to go into the head office. Although customers can still get advice about services that are not present, and have phone calls made for them or arrange appointments, it is still not considered by all as a true ‘one stop' agency shop yet.

**Objective 3: To establish a whanau health support centre**

**Overall Review Opinion**: Not achieved but successful initiatives occurring

**Whanau Health Support Centre**

A physical whanau health support centre (or Whanau Ora centre) has not been achieved although attempts have been made. The HBDHB rented 3 Longfellow Ave for a minimal fee to MURT. Mental Health Addiction Services and Gambling Addictive Services were provided with the vision that this would become the Whanau Health Support Centre. This however was not sustainable as it was not well used; research into why this was the case has not be prepared, but it is thought it was not well known to the community that the services were there. These services are still provided in the community within peoples homes or if this is not workable, people can attend clinics in Wellesley Road.

The sustainability of a health centre at 3 Longfellow Ave may also be attributed to the fact that Te Kupenga Hauora Ahuriri, the Maori health provider in the area did not want to be based at 3 Longfellow Avenue at that time. Te Kupenga Hauora Ahuriri chose not to put their energy into the project at that time as they did not feel an inclusive approach had been taken. They did offer to assist in helping facilitate full community engagement but were not taken up on the offer.

A health survey of 249 local people was carried out in 2007 and it identified that the services they would like to see in a Whanau Ora centre were; dentist, alcohol and drug counselling, midwives services, Maori rongoa and sexual health. They identified a free
dentist as the biggest health need. Although there are dental programmes in the schools nothing has yet been done to address oral health in the adult population.

As mentioned above alcohol and gambling addiction counselling services were provided at the MURT house, 3 Longfellow Avenue but were not well used by the community. Midwives are located at the Maraenui Medical Centre however women in Maraenui are still not using them as much as would be expected.

Positive and successful initiatives of note include that: the Maraenui Medical Centre provides free nurse clinics to clients; investment has been made in Maraenui to reduce barriers to access healthcare such as transport to primary health providers; a nurse clinic and community screening for breast cancer has been provided, and; there are public health focused fun days. The Maraenui Medical Centre however finds it hard to retain doctors and one of the doctors has recently left meaning they are not able to take on more clients at present. This leads to the question of, is enough being done in Maraenui? Or is a physically located centre that looks at empowering the family as a whole, rather than focusing on individual whanua members needed? Health issues remain high in Maraenui and need continued targeting. Further investigation is needed into how to best address health issues in Maraenui.

Te Kupenga Hauora Ahuriri will soon be undertaking a community assessment of health needs in the community particularly in relation to the Whanua Ora concept. This could be a good opportunity for MURP to make an approach to work together.

Health promotion and preventative initiatives
Substantial health promotion and preventative initiatives have been piloted and remain running with the core of this being referred from the Maraenui Medical centre. These include:

Maraenui on the Move (HHB):
- Gym, pool and school based activities
- Basic cooking classes
- Group Green prescription
- Health lifestyle coach with an hauora provider (maori health provider)
- Community gardens
- Nurse lead healthy lifestyle clinics from Maraenui Medical Centre
- Smokefree projects
- Maraenui Waterwise Day
- Funding for four Pacific Island community sport coaches
- Schools receive equipment for a breakfast club, shade cloth for play areas and funding for the development of five raised vegetable gardens.

Healthy Population Project (HBDHB):
- Maraenui families vaccinated at free clinics
- Maraenui children seen by Public Health Nurses in schools and at home
• Fruits in Schools project
• Year seven vaccinations in the schools
• A self referral clinic established at William Colenso College.

There have been good examples of MURP fostering interagency programmes such as 'smokefree homes' run in conjunction with HNZC and winner of an asthma prevention award. An evaluation of this project by EIT, to find out if people have remained smoke free, will be available in March.

Kahungunu Hikoi Whenua, which is Hawke's Bay's version of the Healthy Eating – Healthy Action (HEHA) program, has potential to add value to future actions of MURP. This program has provided two years of funding for the community gardens at Pukemokimoki Marae and The Nui Trust cooking classes.

Health Forum
It was identified that health providers were working in isolation and didn’t know what each other were doing. The health forums have proved to be a good support for health providers in the area and could become even more effective.

Objective 4: To establish a comprehensive community safety plan

Overall Review Opinion: Significant progress but ongoing

Increase of Police in Maraenui
The greatest success of this objective has to be the improved profile of the Police and increase from one Community Constable to one Community Sergeant, three Community Constables and one Iwi Liaison Officer. MURP was key to supporting the need for more Police in Maraenui. Everyone consulted with speaks very highly of the Police and the positive impact they are having on the community.

Having community constables with dedicated roles is helping to address such issues as family violence, youth, and traffic safety, and is making a difference. Each member of the Maraenui Community Policing unit is taking the time to make themselves known and accepted by the community, from the primary schools (were they probably know every kid by sight) to recidivist offending families. This personal relationship with the community is critical to their success in a community with high crime rates. Reported crime has increased to 57%, which may demonstrate that attitudes towards crime and accessibility to police are changing.

The Community Constables finish at 3pm each day. This is when school is also finishing for the day and having their visual presence of police at this time maybe of value.

Te Whanau Whakamana Project (Street by Street) is another interagency programme that is proving very successful. It has been run in Kelvin Road and Lister Crescent. It is focused at the street level and getting to know the people and any issues there may be. This is nurturing street leaders.
Safety Plan
A number of plans, audits and initiatives have been prepared that address enhancing safer neighbourhoods, streets and public. These include: CPTED audits, Family Violence Plan, Operation BLISS, Ka Hao te Rangitahi focused on Maori at risk youth, Neighbourhood Accessibility Plan, Maori Wardens, Community Patrols, community events, The NZ Fire Service – Te Kotahitanga (safety advisors visit each home), Maraenui Community Policing Strategy, Campus cops, Maori Community Leadership Model - Rangatahi Plan, Social Justice Plan, Educational Plan, an Economic Development Plan, and on a Napier wide scale the NCC Crime Prevention Plan.

What appears lacking is a strategy, plan or forum that links everyone that is working on community safety initiatives within Maraenui so they can add value and support. There also does not appear to be a plan or initiatives for all youth, not just those at risk. The Maraenui Community Policing Strategy speaks about Participation, Priorities, Partnership, Protection and a vision of ‘working together to achieve a safe and connected community’. Perhaps this could be used as a base for a comprehensive safety plan alongside the work of the Safer Napier Committee which includes members of the MURP Sponsor group.

Objective 5: To establish a housing upgrade plan

Overall Review Opinion: Achieved

A housing upgrade plan for HNZC homes was developed and implemented. Some of the highlights for this have been; every HNZ home in Maraenui has been insulated, all HNZC homes have had the exterior painted; old solid wooden fencing has been replaced with CPTED recommended pool fencing, and; tenants have received training in how to ‘operate your home’. Garden competitions have also been run to increase the tenants pride in the appearance of their homes.

The multi-story HNZC homes are still seen and mentioned by most people consulted with as eyesores and unsafe. Unfortunately with the change of Government, plans to demolish these homes were stopped but they remain an issue for the community. New housing was identified as an anticipated outcome of MURP however as the multi-storey homes were not demolished this did not happen. The current Government is preparing a five year plan to address local housing issues and the multi-story homes should be reviewed in this.

It is considered that now a successful housing upgrade has been achieved, it is now time to re-set priorities to keep momentum. What could be done to further improve living conditions in Maraenui? The upgrade and insulation of privately owned homes could be explored.

Gang presence and intimidation remains an issue in Maraenui. Especially Fitzroy Avenue where the impact of the pad house has meant that HNZC cannot fill the adjacent homes with anyone but gang affiliated families, which has a ripple on effect. Percy Avenue, Spiller Avenue and Longfellow Avenue are also notorious for having strong gang presence. Other issues include; the rubbish left by HNZC tenants when they move on, damage to vacant properties, locals using vacant properties for parties and rubbish dumps, lack of pride in homes and gardens, and trips and falls.
Objective 6: To establish a credible and transparent NGO representative of the community

Overall Review Opinion: Achieved but not sustained

The Maraenui Urban Renewal Trust (MURT) was established in June 2005. Well respected people in the community were chosen to be on MURT and this Trust has been responsible for some good projects and MURP milestone achievements such as the health survey, Health Forum, cooking classes, researching the history of the area and concepts for gateways and a shopping centre upgrade. MURT held regular community hui’s helping to keep the community informed. Along with the community hui, community surveys and word of mouth, the community through MURT, inform the sponsor group of communities needs, wants and current issues and opportunities.

TPK capacity building helped to build capacity within MURT and has been a successful model for community leadership and community development that has been implemented in other parts of the country. The project was staged over three years;

Year one: Stocktake of services and activities within the Maraenui community and a needs assessment of what the community wanted.
Year two: Development of small pilot projects focussed on meeting community needs and the establishment of community based forums for health, housing, justice, rangatahi and education.
Year three: Empowering the forums to work directly with the government agencies and funders to get longer term sustainability.

It was always envisaged by TPK that MURT was an intermediate step and had a finite life until the community forums were established and self sustaining. The project funding was on a reducing scale aligned to the reducing nature of the outcomes being achieved and it was always envisaged that other agencies would look to support each of the forums. MURT opted not to deliver the third year and the project ended after two years.

Although MURT was established with well respected people from the community the way in which it was formed (MURT trustees were appointed not voted in) and managed it has left many people feeling excluded and hurt. The relationship between MURT and other NGOs got off to a bad start with the comment in a MURP document that still stands on the NCC website;

“In 2004 there were 43 different trusts established in the area and of these only six were effective. Although there was a lot of passion, there was very little capacity and a lot of negative infighting. They themselves had become a barrier to the outcomes they were seeking to achieve”

To people working in Maraenui for many years, many on a voluntary basis this was a disappointing and hurtful analysis. This was then exacerbated by the way MURT operated in isolation, having closed meetings, not disclosing minutes, or sharing of information with other trusts and community groups. This was perceived by many as
being secretive and many feel there was a lack of accountability to the community on what they were doing.

The ability for an NGO to lead other NGOs was a big expectation. Competition over funding and a feeling of being excluded as described above by other NGOs was strong and has lead to some destructive behaviour, negative media and undermining of MURT. These observations are still fresh in some and need to be addressed. There are opinions that what was lacking most in MURP was legitimate community engagement. There is also a lot of political tension regarding Maraenui. A united front by NCC Councillors for Maraenui would be helpful.

Although it was always made clear that MURT would take over the leadership role, the handover was miscommunicated, leaving many thinking someone else was managing the project. Perhaps the handover occurred too soon or should have been more of a partnership than a handover. MURT was left feeling like they had been abandoned - “we didn’t know if the Sponsor Group wanted us to continue”.

In hindsight it would have been beneficial for a NCC councillor or a member of the MURP Sponsor Group to be on the MURT Board as a requirement of the trust deed. This would have ensured the continued connection and support of NCC and the MURP Sponsor Group. It would also provide some accountability of MURT to others and the continuation of a strong working relationship.

There is some tension in the community over the process of appointing the Trust Manager. Added to this was the politics of MURT hiring a city councillor. Although in principle this should not have been an issue it did create some issues with declaring conflicts of interest and animosity in the community. The negative press and political tension meant Council needed to take a step back from the trust. It has been noted by agency members that the first MURP Project Manager was particularly effective at his job and was going to be a hard act to follow.

MURT took on the responsibility for commissioning the shopping centre upgrade as well as the implementation of the economic development strategy. These actions would better sit as a responsibility of NCC with MURT and similar NGO’s supporting implementation and leading other grass roots initiatives. It is recommended the shopping centre upgrade and implementation of the economic development strategy is lead by NCC.

MURT is no longer operating as MURT and has evolved into The Nui Trust (TNT). The Nui Trust which is still made up predominantly of the same people is still about the
betterment of Maraenui but also provides book keeping services for non government / not for profit groups. They are still dedicated to Maraenui and many of the projects still wait in the wings until resources and community drive are present.

As MURT is no longer functioning to the level intended this leads to the question - what is the best way to address the agency community interface and support and work with NGOs in Maraenui? It is not recommended that a new trust be formed, however there is a strong overall support and passion for improvements to be made in Maraenui by everyone spoken too. Perhaps a MOC for NGOs and community groups to work together for the good of the community may help bring this divided community together. Regular contact, perhaps twice yearly, with the Sponsor Group may help facilitate the interaction between MURP (a top down approach) and the community (bottom up approach). Face to face contact usually helps to enable mutual understanding, good working relationships and outcomes. Consideration for how the community can interact with the Sponsor Group should be made.
Changes in Maraenui Since 2004

Please note not all changes in Maraenui are necessarily a direct outcome of MURP. Community development would have occurred in this area without MURP but it is considered that it has been a catalyst for the majority of positive changes.

Key positive initiatives include:

- January 2008 increase from one Police Community Constable to four plus an Iwi Liaison Officer
- Maraenui Information Centre
- 74% of all shops at the Maraenui Shopping Centre are currently occupied
- Pukemokimoki Marae (opened October 2007)
- EIT services delivered within Maraenui
- CCTV cameras at shopping centre
- Campus Cops
- Maraenui Police Touch Tournament
- Community Events; Community Safety Day, summer concerts, Waterwise day (16th May 2009), Nui Time – festival hosted by City Rock Church
- Maraenui Retailers Association established
- NZ Fire Service – Te Kotahitanga (fire safety ambassadors visited every home and installed smoke alarms)
- Child Youth and Family Services (CYFS) – two additional youth justice coordinators
- Pool fencing installed in HNZC homes
- HNZC homes Insulated
- Cooking classes
- Breakfast club in schools, jogging groups (Maraenui on the Move)
- Civic pride mural on planters and end of shops
- Bus shelter replaced
- MURT house opened (2007)
- Community Garden – was at MURT house now at marae
- Fruit in Schools programme
- Junior Neighbourhood Watch
- Waka Ama
- Health Forums
- Maraenui on the Move (250 people participate)
- Touch rugby coaches training for Pacific people (150 participate)
- Public health nurses in Maraenui
- Dental programme in schools
- Te Whanua Whakamana / Street by Street (Police lead community engagement)
- Learning Innovations offering literacy and ESOL programmes
- History of area produced and a model of how the shopping centre could look created.

Negative changes however include:

- Mongrel Mob purchased house for their ‘pad’ / headquarters
- Permanent locking of public toilets due to vandalism
Evaluation of MURP as a Whole

Strengths of MURP

There have been a lot of significant changes made in Maraenui due to MURP. Each agency that is part of MURP has a success story, such as, Maraenui Information Centre, five shops upgraded and now occupied in the shopping centre, five new community police officers, the fire ambassador program and Maraenui on the Move. The EIT campus is also a great asset to the community which although not an identified objective of MURP it is still a direct outcome of MURP.

Another strength is the Sponsor Group and the strong working relationships between the agencies that have formed. The face to face contact of sponsor group at least four times a year has helped them achieve a common goal, overcome obstacles, celebrate successes, see synergies with others projects and keep each other accountable. It is impressive to see that after six years all the initial agencies are still around the table with the same passion for Urban Renewal in Maraenui.

The relationships formed by the Sponsor Group and the success of working collaboratively have lead to other collaborative projects between the agencies. For example MSD, HNZC and DHB worked with high need families in Napier (sixteen families in Maraenui) assessing their housing, income and health needs and then the three agencies worked together with the families to provide better integrated services for these families.

Key agencies were involved in the project from the very beginning, they worked together to develop a common vision and goal for Maraenui. Each agency brought its own knowledge, experience and resources to the table to enhance the overall outcome of MURP. Site visits to other areas of New Zealand with similar demographics that had successful programmes was very beneficial for the Sponsor Group.

There was a dedicated MURP Project Manager to lead action for the first three years of the project. He was a very dynamic and capable man that injected a lot of energy into the group. Also there is a committed and passionate ‘relationship manager’ in Council (the Safer Community Coordinator) who helps facilitate the relationship and collaboration of the government agencies. This has been a pivotal role and helped hold the group and project together. The close relationship and support of the NCC Community Development Team and commitment from the agencies on a long term basis is a strength. This commitment of all the agencies to Maraenui and MURP is not based on the success of short term outcomes as it is understood that a lot of the change will have long time frames.

There is a collective commitment from key government agencies in the form of formal Memorandums of Commitment (MOC) (formerly Memorandums of Understanding). The MOC has ensured an ongoing commitment from senior management to collectively govern the initial implementation of MURP. The principals of the MOC are; integrity, dominion, confidentiality, availability, vision and non-exclusion. The MOC has been used to make progress within the agencies’ own organisations and securing significant funding. It has also provided a collective voice which has resulted in the automated money telling machine was not removed, and a bottle store did not go into the
shopping centre. CYFS and Police have both used the MOC to gain additional staff in Maraenui.

Each objective in MURP has lead agencies. Leadership is taken on individual objectives by the agencies whose core business and expertise most closely follows with what the objective is trying to achieve. The plan therefore reflects what agencies do best, it is not one agency trying to be everything to everyone.

Weaknesses of MURP

MURT was set up to eventually put control of MURP into the communities’ hands. An official handover was completed but miscommunication and different expectations led to everyone thinking someone else was leading and has meant a loss of momentum to the project.

The establishment of the new trust (MURT) was seen as a ‘top down’ approach, and the assumption that the existing groups or individuals were not capable to achieve MURP objectives was hurtful to people currently working in the community. This led to negative feeling and perhaps more could have been achieved had those working within the community on a voluntary basis been more effectively engaged.

Care should be taken to make sure that the people on the ground doing the work are also given credit for the great successes of MURP. This is something that perhaps has not been actively praised and has left some groups feeling like MURP has taken credit for their work.

People being of the impression that they were not being valued and included in MURP, political interference, jealously and competition over funding have all been destructive forces. Political tension made it difficult for Council to have an integral role in supporting MURT initiatives and projects stagnated, demonstrating the critical need of the Sponsor Group facilitator role undertaken by NCC.

The negative publicity of MURT and political tension made other Sponsor Groups members cautious about being involved, the HHB considered not being part of MURP as they were worried they would be ‘tarnished with the same brush’. During consultation however this has not been the case and people spoken with were supportive and appreciative of what had been achieved by the agencies.

The negative environment was a considerable energy drain and Sponsor Group members lost some of their momentum. A change of Government at this time also meant a reduction of resources available and changes in government policies meant some agencies could not be as involved as they had been in the past.

MURT did not complete the third year of TPK contract. This was the implementation year and consequently there are projects and plans that are not implemented. It was the year to empower the community based forums for health, housing, justice, rangatahi and education to work directly with the community agencies and funders to put control of MURP into the communities’ hands and make it sustainable long term. As MURT opted not to complete the third year of the TPK project they had to diversify to be able to stay financially viable which took their focus away from MURP.
MURP seems to have lost momentum in the last couple of years. Planning for ‘what next’ could have happened earlier. The Plan identified performance indicators for initial actions that lead to the completion of key activity all with completion dates ranging from 2005 -2007. This would coincide with the perceived drop in momentum and is when new targets needed to be formally set. The plan was formally handed over to MURT when the plan was almost three quarters finished. It may have helped if the Sponsor Group had been involved in planning for the second phase of implementation.

Risks

EIT spoke last year to the Mayor and Chief Executive about its own funding issues and the risks to viability of its regional centres. At this stage EIT remains strategically committed but their regional centre activity is under review.

Negative publicity about MURT and tension between NGOs has potential to distract time and energy away from achieving MURP’s vision. Also there is confusion between MURP and MURT within the community. MURT has now changed its name to The Nui Trust (TNT) and this may help rectify some of the confusion between the entity and the plan in the future.

MURP has been very successful and has gained a strong foundation to work from. A change in name could lose some of the momentum accumulated, however when dealing with community organisation some care may be needed and re-branding this area (in conjunction with setting new key activities) could be investigated.

A focused plan on Maraenui has the risk of becoming disconnected with the wider community and in particular the Safer Napier Committee. This needs to be acknowledged so that it is avoided. Awareness and connections with other projects and plans for all agencies needs to be maintained. Such plans would include the The Napier South Crime Reduction Plan.

It also needs to be acknowledged that Maraenui is a very politically charged community, with long standing disconnects and competition for resources. The political tension and infighting of some NGOs can be a hindrance to progress so this needs to be acknowledged and where possible resolved.

Moving forward

There is a strong commitment from the Sponsor Group to continue working collaboratively for the betterment of Maraenui. To quote a member of the Sponsor Group “It is not finished yet”. Urban renewal in Maraenui is a long term project and needs long term commitment.

MURP has been very successful in the most part and it would be wise to build on this foundation. During consultation it was stated “it is the little things, lots of little things, which make the big difference in the end – incremental steps”. It is also the people and
the relationships and trust that have been formed both within the Sponsor Group and with the community.

It is timely to look at what is next for MURP. This needs to be done by the Sponsor Group and the community. A list of recommendations is given at the end of the report and includes the development of a Maraenui Urban Renewal Plan (MURP) Action Plan. The Sponsor Group and other key members of the community also need to explore the interface with community, and how this will occur.

Below is a list of community strengths and issues in Maraenui many of which have not changed with time. No attempt has been made to prioritise them and it is by no means a complete list. It can be used as a starting point in the discussion on where to from here. Further investigation through research, community consultation and surveys could be done.

**Community Strengths:**
- Strong sense of whanau
- Great people passionate about Maraenui in the community
- Pukemokimoki Marae
- Sports Club and other community groups growing in size and capacity
- Success of MURP as a platform to achieve more
- New community leaders through programs such as Whakamana to Whanau (street by street) and Ka Hao te Rangitahi Youth
- Success of residents e.g. Head Girl of William Colenso College
- Young, diverse and vibrant community.

**Community Issues:**
- Youth and parenting
- Shopping centre run down
- Safety
- Health
- Housing standards (particularly the multistorey HNZ homes)
- Gangs
- Employment / income
- Lack of educational achievements
- Locked toilets
- Old swings and skatepark
- Traffic safety – kids not wearing helmets and not being restrained in cars
- Unused pumphouse
- Antisocial behaviour
- Family violence and child abuse
- Violence, drug and alcohol abuse
- Hours of alcohol sales.
Conclusion

MURP has been a valuable tool to work with and for the Maraenui Community and improve the social, economic, cultural and environmental well-being of this community. Good progress has been made in the last six years towards achieving the vision and objectives. Its greatest underpinning strength has been in collaboration and partnerships. Commitment from senior management has seen significant resourcing put into Maraenui and positive change occurring. Changes have occurred, and the people can see them, such as; the Community Constable in each school, the Information Centre, more shops being occupied, community events and, fruit in schools.

MURP has achieved more than just the six objectives. Although education, employment and community pride were not objectives, benefits have also been made in these areas. The thought and coordinated approach of agencies has meant that more than the relatively isolated objectives have been achieved. The regular meetings have allowed ideas and projects to grow where MOC agencies were able to add value, a critical eye and different viewpoints.

MURP was and is an aspiring plan; it aimed high and to the credit of those involved things have happened. Now it is time to think big again and plan for the next stage in Urban Renewal in Maraenui, the hands-on input of the Sponsor group agencies is key for progress to occur.

Recommendations

1. That a Maraenui Urban Renewal Plan (MURP) Action Plan be developed that is based on the initial MURP plan and collaboration of Sponsor Group members. Broad consultation with the community of Maraenui and associated organisations needs to occur so that community needs are adequately reflected, and community buy-in is further fostered.

2. That Napier City Council take the lead role in developing an urban design plan for Maraenui shopping centre and surrounding area. The plan should include crime prevention through environmental design (CPTED), injury prevention through environmental design (IPTED), and other good urban design principles. The history, gateways and model work already prepared as part of MURP may be incorporated.

3. That the Maraenui Economic Development Strategy is used to help guide economic development in Maraenui. It is recommended that Napier City Council takes a lead role in reviewing and implementing the corresponding Maraenui Urban Renewal Plan Economic Action Plan.

4. That further investigation is made on how to best address health issues in Maraenui, and how best to support health providers. It is recommended that the HBDHB and HHB take a lead role in this and fostering a healthy and well Maraenui.
5 That it is important to continue to have key government agencies present in the community, these should be actively encouraged, supported and sought to collaborate with. For example the information centre provides a good base for agencies in the community.

6 Investigate the most effective way to link all groups and agencies that are working on community safety initiatives in Maraenui. The use of the Maraenui Policing Unit as a base could be a starting point.

7 Investigate what further steps can be taken to improve living conditions in Maraenui and build on the good work of the previous initiatives. Including HNZC as well as privately owned homes.

8 That fostering community pride, identity and ownership is included in the Maraenui Urban Renewal Plan (MURP) Action Plan.

9 That the inclusion of fostering youth potential be considered. There is support for this from the schools, shop tenancies, Maori social service providers, DHB, the Police, and NCC staff.

10 That the collaboration of all NGOs, community groups and individuals working towards the betterment of Maraenui is encouraged and actively facilitated. The strengthening of the interface and / or working in partnership with these groups and the Sponsor Group should also be encouraged.

11 That the political tensions where possible should be addressed and resolved. Positive publicity should be a result of MURP, working and building relationships with all groups in Maraenui should help encourage this.

12 That the Sponsor Group should continue to oversee the implementation of MURP. The Sponsor Group should continue to meet regularly, and continue to incorporate senior management signing the Memorandum of Commitment. It should be considered whether more agencies are needed or could be useful on the Sponsor Group, such as education.

13 The current facilitator role undertaken by NCC to support the Sponsor Group should remain. Having a key contact person to manage the relationship and collaboration of the government agencies helps this group function effectively.

14 Ambition, passion and innovative thinking should continue to be encouraged when setting actions. When MURP was first set up it was a great example of
thinking big, and making a difference. The plan should enthuse those who work with it, and the people of Maraenui, and should avoid becoming just a tick box exercise.

15 That links to wider Napier projects be maintained and nurtured. Maraenui is the focus of MURP, and its connections with the rest of Napier are important to the way it continues to work and evolve.

16 Investigate the impact of any negative social aspects associated with the gang presence in Maraenui, and if it’s beneficial, consider what actions could be pursued.

17 MURP has lead to many significant achievements. This work should be used as a foundation for further work but care should be taken initially with branding when dealing with NGOs and community groups as negative attitudes towards MURT/MURP are still apparent in the community.
## Appendix A: Summary of MURP Key Activities

### Objective 1: To establish a safe, secure and functional shopping centre and its immediate surroundings.

<table>
<thead>
<tr>
<th>Key Activity</th>
<th>Review comment</th>
</tr>
</thead>
</table>
| 1.1 Develop a Retail Strategy  
*Target specific retailers* | Business Development of the Maraenui Shopping Centre Proposal written with action plan for 2006 completed. |
| 1.2 Develop a CPTED Plan  
*Target all aspects of situational crime* | Not formally written but audit completed and recommendations acted on. |
| 1.3 Implement Retail Strategy  
*Revitalise shopping centre* | ● Incomplete  
● Architectural plans of shopping centre developed and consulted on with community, but not implemented  
● Only one shop not visible occupied. Recently two businesses closed  
● Some employment of local community  
● Some upgrades to shopping centre but still not perceived by locals or visitors as a shopping centre |
| 1.4 Implement CPTED Plan  
*Safer shopping centre* | ● Ongoing  
● Higher presence of Police  
● Numerous safety initiatives run  
● Improved confidence of retailers and shoppers  
● Decrease in crime committed at shopping centre |

### Objective 2: To establish a One Stop Agency Shop

<table>
<thead>
<tr>
<th>Key Activity</th>
<th>Review comment</th>
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</thead>
</table>
| 2.1 Identify interested agencies  
*Scope and number of agencies* | Completed |
| 2.2 Establish agency base  
*Appropriate premise* | Appropriate venue secured and established. |
| 2.3 Co-ordination of shops  
*Appropriate staff* | ● Information centre is open weekdays until 3pm. Reception is run by local volunteers who receive training and job up skilling |
### Objective 3: To establish a whanau health support centre

<table>
<thead>
<tr>
<th>Key Activity</th>
<th>Review comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1 Identify interested agencies</td>
<td>Completed</td>
</tr>
<tr>
<td>Scope and number of agencies</td>
<td></td>
</tr>
</tbody>
</table>
| 3.2 Establish agency base | • Services approached  
  • Needs assessment completed  
  • Gambling and Mental Health and Alcohol Councillor provided at 3 Longfellow Ave |
| Appropriate premise | |
| 3.3 Co-ordination of centre | • Health Forum established  
  • 3 Longfellow operating as a whanau health support centre but not sustainable |
| Appropriate staff | |

### Objective 4: To establish a comprehensive community safety plan

<table>
<thead>
<tr>
<th>Key Activity</th>
<th>Review comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1 Develop a CPTED Plan</td>
<td>Not formally written</td>
</tr>
<tr>
<td>Establish quality and overall presentation of environment</td>
<td></td>
</tr>
</tbody>
</table>
| 4.2 Develop Family Violence Plan | • Iwi family violence strategy written  
  • Family Violence is a dedicated portfolio of one of the Maraenui Community Constables  
  • National information kit available  
  • Increase in reported incidents of Family Violence and decrease in the severity of incidents |
| Define best practices and processes | |
| 4.3 Development of a Youth Plan | • Ka Hao Te Rangatahi, which is now an operating Trust, is implementing programs targeted at Maori youth with a history of violent offending and those at risk of joining gangs  
  • Youth is a dedicated portfolio of one of the Maraenui Community Constables  
  • Reduction in youth offending has been noted |
| Define best practices and processes | |
### Objective 5: To establish a housing upgrade plan

<table>
<thead>
<tr>
<th>Key Activity</th>
<th>Review comment</th>
</tr>
</thead>
</table>
| 5.1 Develop Maranui’s physical environment  
*Enhance local community* | • Completed  
• Identified physical environments and amenities.  
• Ascertained current housing stocks and established links with the community |
| 5.2 Develop targeted needs based tenancy  
*Better living conditions* | • Not completed as currently outside HNZC policy.  
• HNZC representatives are easily accessible, based at the Maraenui Information Centre |
| 5.3 Housing Upgrade Plan  
*Improve standard of living* | • Upgrades done to current HNZC stock.  
• No new housing available |
| 5.4 Housing Allocation  
*Opportunity to occupy upgraded housing* | • Tenants have reported a better quality of living  
• HNZC still do find it hard to tenant some of their Maraenui homes because of the area’s reputation |

### Objective 6: To establish a credible and transparent NGO representative of the community

<table>
<thead>
<tr>
<th>Key Activity</th>
<th>Review comment</th>
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</thead>
</table>
| 6.1 Identify a NGO & trustees  
*Potential community champions* | NGO not identified but new NGO formed with potential local champions appointed |
| 6.2 Restructure NGO  
*To govern and manage plan* | MURT set up to govern and manage plan |
| 6.3 Co-ordination of NGO  
*Appropriate staff* | • Staff requirements identified and employment sorted  
• Some tension in community over the process of appointment and choice of Trust Manager |