

**Social issues in the Renewed Muriwhenua Inquiry
(Wai 45) district 2002 – 2020**

DRAFT

Brittany Whiley

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A report commissioned by the Waitangi Tribunal for the Renewed
Muriwhenua Inquiry (Wai 45)

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About the author

Nō Kōtirana, nō Ingarani, nō Tararā ahau

I whānau mai ahau i Tāmaki Makaurau

Ko Whiley, ko Collis, ko McCrorie, ko Vocasovich ōku whānau

Kei Te Whanagui-a-Tara ahau e noho ana

Kei Te Rōpū Whakamana i te Tiriti o Waitangi ahau e mahi ana

Ko Jan Whiley rāua ko Lee Whiley ōku mātua

Ko Emma Whiley tōku tuakana

Ko Elliot Whiley tōku tungāne

Ko Brittany Whiley tōku ingoa

Tēnā koutou katoa. My name is Brittany Whiley. My ancestors immigrated to Wainuiomata and Horowhenua in the 1840s and 1850s from Scotland, England, Ireland, and former Yugoslavia. I was born in Tāmaki Makaurau, Auckland, and currently live in Te Whanganui-a-Tara, Wellington.

I am a Senior Research Analyst in the Research Services Team in the Waitangi Tribunal Unit. I have worked for Te Rōpū Whakamana i te Tiriti o Waitangi, the Waitangi Tribunal, for three and a half years, previously contributing to research for the Health Services and Outcomes Inquiry (Wai 2575), the North-Eastern Bay of Plenty Inquiry (Wai 1750), and the Inquiry into Remaining Historical Claims (Wai 2800).

I have a Master of Arts (Research) with First Class Honours in Gender Studies, a Bachelor of Arts (Honours) with First Class Honours in Sociology, and a Bachelor of Arts in Sociology and Political Studies, all from the University of Auckland, Waipapa Taumata Rau.

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1 Introduction

This report was commissioned by Presiding Officer Judge Wainwright for Stage One of the Renewed Muriwhenua Inquiry (Wai 45).¹ It outlines key social issues in the anticipated inquiry district² between 2002 and 2020. This includes socioeconomic outcomes and trends during this period, as well as major attempts made by governments to address social issues in the inquiry area. The report focuses on four broad themes identified in the commissioning direction and in Wai 45 statements of claim:

- Economy, employment, and income;
- Health;
- Housing; and
- Education and te reo Māori.

1.1 Background to this report

1.1.1 Background to the social issues research

The Waitangi Tribunal first heard claims in the Muriwhenua district between 1985 and 1987, resulting in the *Mangonui Sewerage Report* (Wai 17) and the *Muriwhenua Fishing Report* (Wai 22) in 1988.³ The Waitangi Tribunal conducted its inquiry into Muriwhenua iwi land claims in the 1990s, resulting in the *Muriwhenua Land Report* (Wai 45) in 1997, which reported on pre-1865 land issues.⁴

In 2002, Waitangi Tribunal panel member, Dr Dame Evelyn Stokes, prepared research on post-1865 Muriwhenua claims, including claims relating to social issues. Her findings were published in *The Muriwhenua Land Claims Post 1865* research report.⁵ Dr Stokes recorded high social 'deprivation', low employment, low income, high rates of income support, low educational outcomes, substandard and overcrowded housing, and low provision of essential services for Māori in the Muriwhenua district. Dr Stokes noted that the 'social situation in the 1990s, when the Tribunal was hearing evidence in the Muriwhenua claims, was the accumulated result of many decades and several generations of social

¹ Judge C M Wainwright, memorandum-directions to commission research into social issues, 5 August 2022 (Wai 45, #2,883).

² The Renewed Muriwhenua Inquiry district had not been defined at the time of writing this report.

³ Waitangi Tribunal, *Report of the Waitangi Tribunal on the Mangonui Sewerage Claim*, (Wellington: Waitangi Tribunal, 1988); Waitangi Tribunal, *Report of the Waitangi Tribunal on the Muriwhenua Fishing Claim*, (Wellington: Waitangi Tribunal, 1988).

⁴ Waitangi Tribunal, *Muriwhenua Land Report* (Wellington: GP Publications, 1997).

⁵ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8).

deprivation among Muriwhenua Maori' and 'was also the cumulative effect of as many decades and generations of government policies'.⁶

The objective of this research, as directed by the Waitangi Tribunal, is to inform the Renewed Muriwhenua Inquiry (Wai 45) panel of 'any material changes of which [it] should be aware in order [to] grasp present-day deprivation and to identify any trends since Dr Stokes did her review.'⁷ This material will contribute to the Waitangi Tribunal's assessment of the claims before it for Stage One of the Renewed Muriwhenua Inquiry, also referred to as the district inquiry phase. Stage Two of the inquiry will be the remedies inquiry stage.

The full commissioning direction is attached to this report as Appendix A.

1.1.2 The Renewed Muriwhenua Inquiry (Wai 45)

The Muriwhenua district is the northern-most point of Aotearoa, New Zealand. Its southern boundary follows the Maungataniwha Range from the Whangape Harbour on the western side to just north of Whangaroa on the eastern side.⁸ The area is also known as Te Hiku o te Ika-a-Māui, or Te Hiku for short, referring to the tail of the fish that Māui caught (Te Ika-a-Māui, the North Island). Muriwhenua iwi include Ngāti Kahu, Te Paatu, Te Rarawa, Ngāi Takoto, Te Aupōuri, and Ngāti Kurī. Kaitiāia is the largest town, which in 2018 was home to 5,871 people.⁹

Since the Waitangi Tribunal reported on the Muriwhenua land claims in 1997, Muriwhenua iwi have engaged in settlement negotiations with the Crown. Ngāti Kuri, Te Aupōuri, Ngāi Takoto, Te Rarawa, and Ngāti Kahu ki Whangaroa have now all settled their historical grievances with the Crown. However, Ngāti Kahu and the Crown did not negotiate a settlement.

Te Rūnanga-ā-Iwi o Ngāti Kahu filed an application with the Waitangi Tribunal in 2007 for resumption of certain lands under sections 8A and 8HB of the Treaty of Waitangi Act 1975.¹⁰ The application was

⁶ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8), p 395.

⁷ Judge C M Wainwright, Assoc. Prof. Tom Roa, Dr Ruakere Hond, and Tania Simpson, memorandum-directions concerning the Tribunal's decisions on the scope of Stage One, 12 February 2021 (Wai 45, #2.821), p14.

⁸ Waitangi Tribunal, *Muriwhenua Land Report*, (Wellington: GP Publications, 1997), p xix.

⁹ Stats NZ, *Tatauranga Aotearoa, 'Far North District Council community profile'*, compiled and presented in atlas.id by .id (informed decisions), available: <https://profile.idnz.co.nz/far-north>, accessed 11 August 2022.

¹⁰ Counsel for Te Runanga a Iwi o Ngati Kahu, memorandum of counsel in support of application for resumption of land, 5 October 2007 (Wai 45, #2.274); Counsel for Te Runanga a Iwi o Ngati Kahu, application for resumption of land pursuant to section 8A and 8HB of the Treaty of Waitangi Act 1975, 5 October 2007 (Wai 45, #2.275); Counsel for Te Runanga a Iwi o Ngati Kahu, memorandum of counsel amending application for resumption of land, 13 November 2007 (Wai 45, #2.277).

initially adjourned by the Waitangi Tribunal to allow ongoing negotiations between some Muriwhenua iwi and the Crown.¹¹ The Waitangi Tribunal undertook a remedies inquiry for Ngāti Kahu in 2012, with Judge Stephen Clark as Presiding Officer, resulting in the *Ngāti Kahu Remedies Report* in 2013.¹²

The Waitangi Tribunal made a series of non-binding recommendations and, following this, the head claimant for Ngāti Kahu iwi and hapū lodged a judicial review with the High Court.¹³ In August 2015 the High Court found the Waitangi Tribunal had made errors of law and returned the claims to the Tribunal for further consideration. The High Court decision was also appealed but was dismissed by the Court of Appeal.¹⁴

In 2017, Judge Clark and the other members of the panel, Joanne Morris, Professor Pou Temara, and Dr Robyn Anderson, recused themselves.¹⁵ The Chairperson of the Waitangi Tribunal appointed a new panel with Judge Carrie Wainwright as the Presiding Officer and Dr Tom Roa and Tania Simpson as the other panel members.¹⁶ The Chairperson appointed Dr Angela Ballara and Dr Ruakere Hond as panel members in 2017 and 2019 respectively.¹⁷ Dr Angela Ballara passed away in 2021.

The boundary for the Renewed Muriwhenua Inquiry (Wai 45) has not been finalised, however, this report anticipates it will broadly correspond with the area set out as the Ngāti Kahu ‘remedies claim area’ identified in the 2013 Waitangi Tribunal *Ngāti Kahu Remedies Report*.¹⁸ This area is shown in the three maps below and is referred to throughout this report as ‘the anticipated inquiry district’.

¹¹ Judge C M Wainwright, memorandum and directions of the Acting Chairperson adjourning sine die an application for remedies by Te Rūnanga-ā-Iwi o Ngāti Kahu, 30 October 2008 (Wai 45, 2.299).

¹² Waitangi Tribunal, *Ngāti Kahu Remedies Report*, (Lower Hutt: Legislation Direct, 2013).

¹³ Judge S R Clarke, decision of the Presiding Officer on recusal application by Ngāti Kahu, 12 May 2017 (Wai 45, #2.566).

¹⁴ Judge S R Clarke, decision of the Presiding Officer on recusal application by Ngāti Kahu, 12 May 2017 (Wai 45, #2.566).

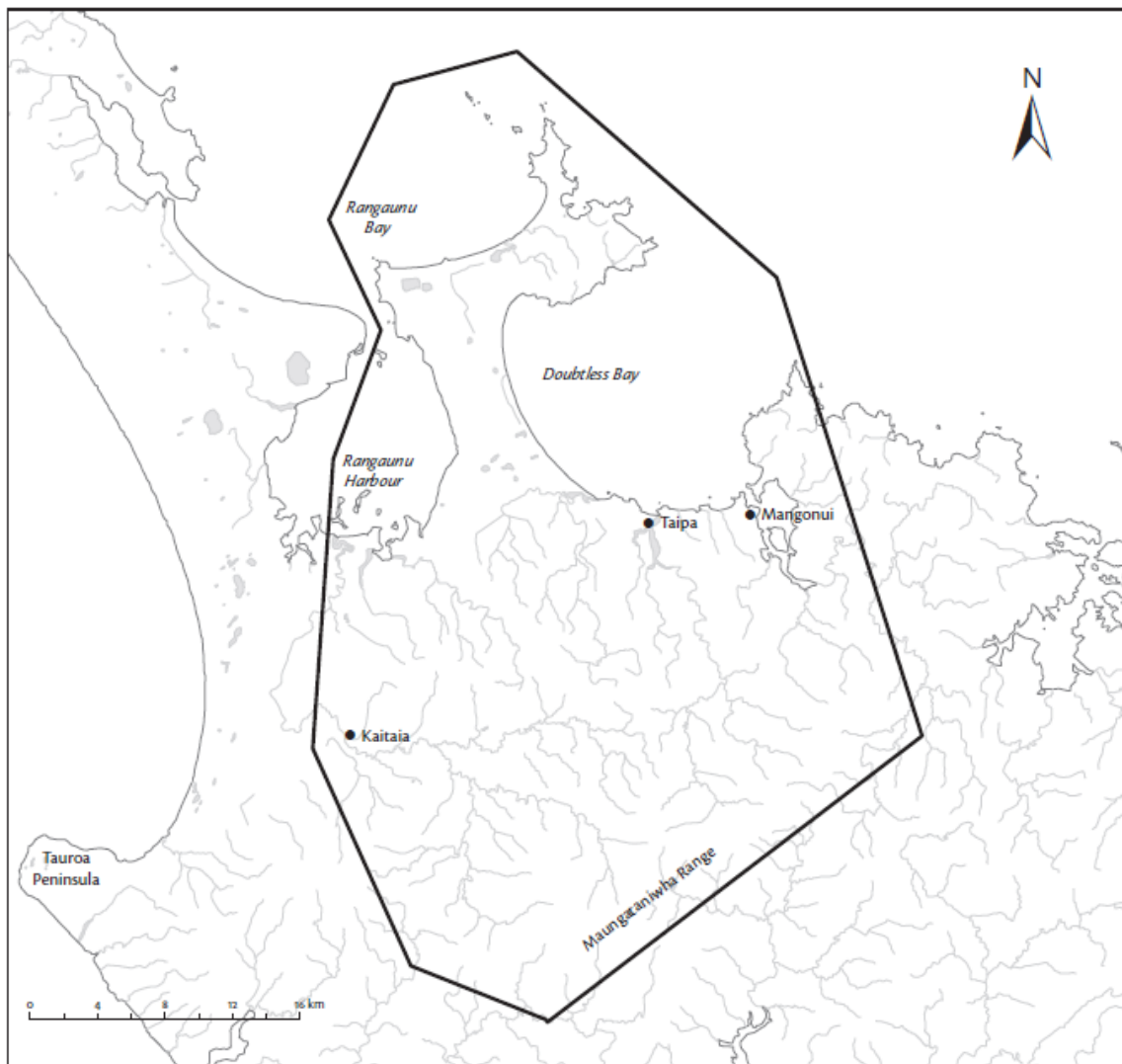
¹⁵ Chief Judge W W Isaac, memorandum-directions of the Chairperson regarding recusal and appointment of Tribunal members, 14 July 2017 (Wai 45, #2.584); Judge S R Clarke, decision of the Presiding Officer on recusal application by Ngāti Kahu, 12 May 2017 (Wai 45, #2.566).

¹⁶ Chief Judge W W Isaac, memorandum-directions of the Chairperson regarding recusal and appointment of Tribunal members, 14 July 2017 (Wai 45, #2.584).

¹⁷ Chief Judge W W Isaac, memorandum-directions of the Chairperson appointing Tribunal member, 25 August 2017 (Wai 45, #2.593); Chief Judge W W Isaac, memorandum-directions of the Chairperson appointing Tribunal member, 25 June 2019 (Wai 45, #2.663).

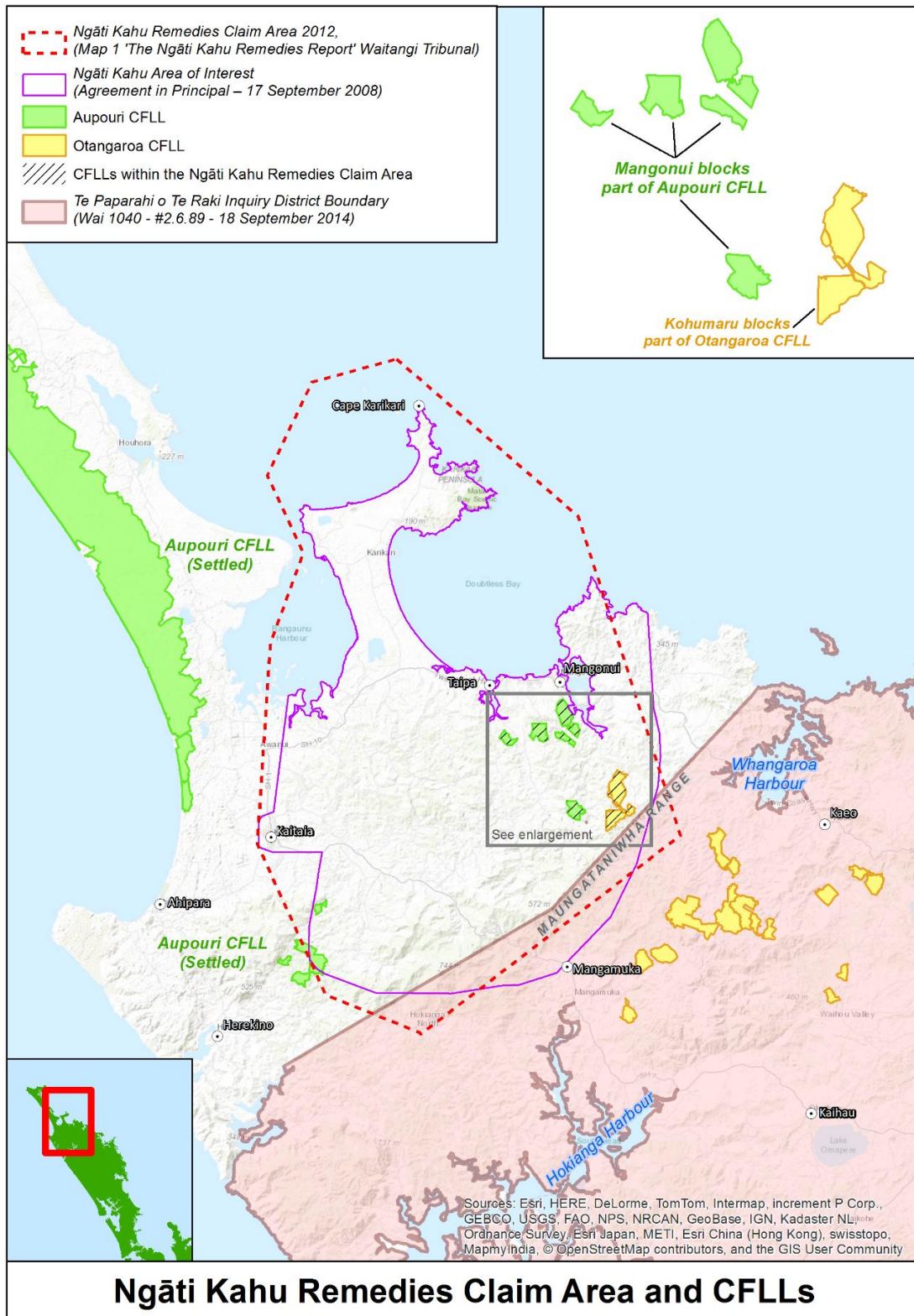
¹⁸ See Waitangi Tribunal, *The Ngāti Kahu Remedies Report (Wai 45)*, (Legislation Direct, 2013)

Figure 1.1: Map of Ngāti Kahu Remedies Inquiry claim area, 2012



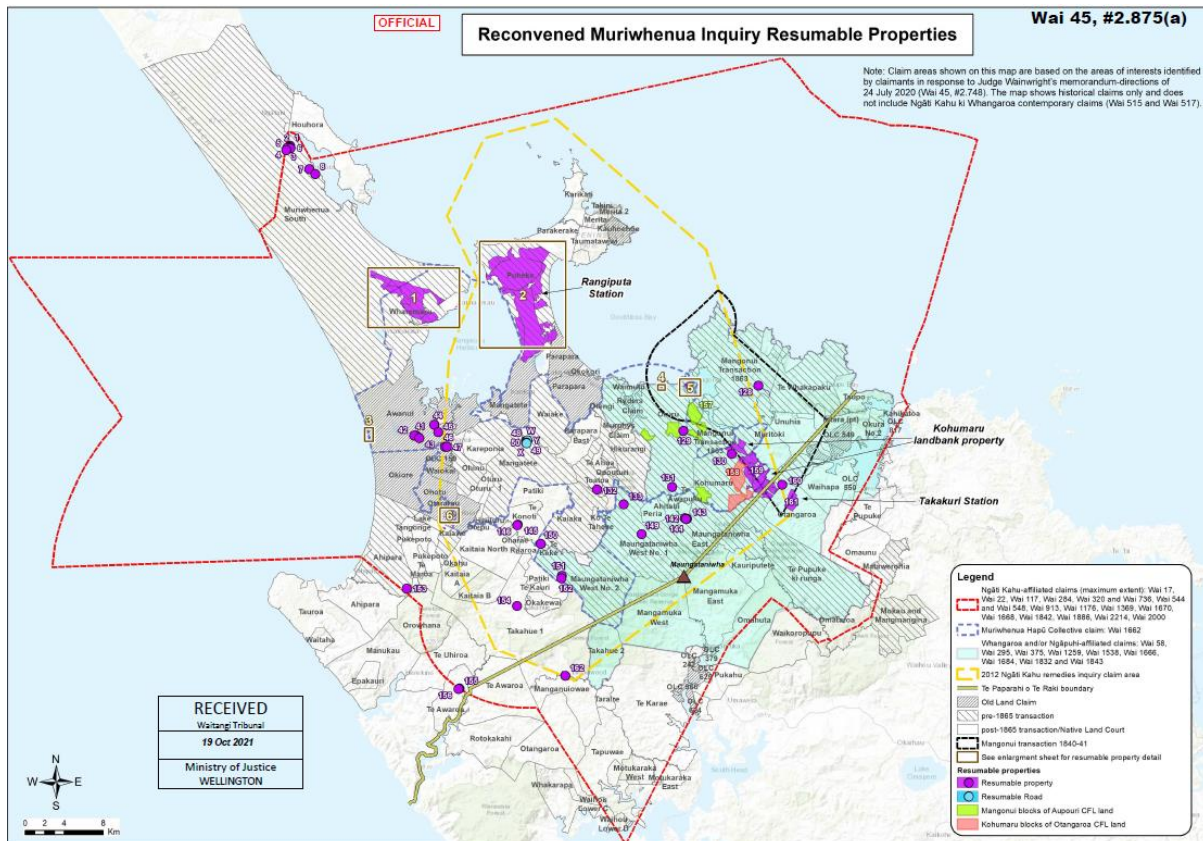
Source: Waitangi Tribunal, *Ngāti Kahu Remedies Report* (Lower Hutt: Legislation Direct, 2013), p xvi.

Figure 1.2: Map of Ngāti Kahu Remedies Inquiry claim area, 2012



Source: Crown Forestry Rental Trust, Ngāti Kahu Remedies Map, CFRT internal, 2017.

Figure 1.3: Map of Ngāti Kahu remedies inquiry claim area, 2012



Source: Crown Law, Te Tari Ture o te Karauna, memorandum of counsel for the Crown, 19 October 2021 (Wai 45, #2.875).

This report endeavours to examine social issues in the area that most closely resembles the Ngāti Kahu remedies claim area. Where targeted sources are not available, it uses information relating to the Far North District and the Northland Region (Te Tai Tokerau). The Far North District is the northernmost territorial authority in Aotearoa, which spans from Te Rerenga Wairua, Cape Reinga in the north to Kaikohe in the south. The Northland Region is the northernmost local government region, which spans from Te Rerenga Wairua, Cape Reinga in the north and borders the Auckland Region in the south. The Northland Region area encompasses the Far North District, the Kaipara District, and the Whangarei District. The Northland Region is referred to as Te Tai Tokerau throughout this report.

1.2 Relevant claim issues

Claimants in the Renewed Muriwhenua Inquiry (Wai 45) primarily argue historical and contemporary Crown Te Tiriti o Waitangi/Treaty of Waitangi breaches have led to marked and persistent social impacts in the inquiry area. Collectively, the claimants assert actions of the Crown have led to severed

connections to their land, community, and culture through colonisation and systematic land alienation, resulting in devastating impacts on health, employment, poverty, education, and housing that persist today.¹⁹ Contemporary claims (concerning post-1992 grievances) allege continuous inaction by the Crown to acknowledge and appropriately respond to the hardship faced by the claimants through legislation, policy, and funding arrangements to promote economic and social development in the inquiry area. Claimants allege the Crown has failed to adequately involve them in policy responses or allow them autonomy to deliver social services.²⁰

Claimants argue the Crown's failure to meet its historical and contemporary Te Tiriti/Treaty obligations have diminished their abilities to create intergenerational wealth and participate in the mainstream economy, pointing, for example, to current low employment rates and low personal incomes in the Northland Region when compared to the national average.²¹ Some claimants allege the Crown has failed to implement effective employment and income policy or address poor treatment of wāhine Māori by state welfare agencies, pointing specifically to a lack of action by the Crown to address racism and unconscious bias in employment, such as through equal employment policies and diversity quotas.²²

Claimants also raise historical and contemporary allegations relating to Crown actions or omissions in the health sector. Broadly, claimants argue an inadequate health system that lacks service accessibility and Māori representation, along with other poor social determinants of health (such as employment and housing), has led to the continued overrepresentation of Muriwhenua Māori in negative health statistics. This includes health indicators such as life expectancy, avoidable mortality, mental illness, addiction, substance abuse, hospitalisation rates, diabetes, chronic pain, and oral health.²³ Claimants assert the Crown has failed to adequately consult Māori in identifying, developing, and delivering

¹⁹ For example, see: amended statement of claim, Wai 1541, #1.1.1(b); statement of claim, Wai 1670, #1.1.1; amended statement of claim, Wai 1673, #1.1.1(d); amended statement of claim, Wai 1681, #1.1.1(e); and amended statement of claim, Wai 1886, #1.1.1(b)

²⁰ For example, see: amended statement of claim, 1176, #1.1(a); amended statement of claim, Wai 1541, #1.1.1(b); amended statement of claim, Wai 1541, #1.1.1(f); amended statement of claim, Wai 1670, #1.1.1(a); amended statement of claim, Wai 1670, #1.1.1(c); amended statement of claim, Wai 1673, #1.1.1(d); amended statement of claim, Wai 1681, #1.1.1(e); amended statement of claim, Wai 1886, #1.1.1(f); and amended statement of claim, Wai 1886, #1.1.1(h).

²¹ See amended statement of claim, Wai 1176, #1.1(a), p 7.

²² For example, see: amended statement of claim, Wai 320, #1.1(b); amended statement of claim, Wai 736, #1.1(b); statement of claim, Wai 1176, #1.1; amended statement of claim, Wai 1670 #1.1.1(a); statement of claim, Wai 1176, #1.1; amended statement of claim, Wai 1176 #1.1(a); amended statement of claim, Wai 1886, #1.1.1(c).

²³ For example, see: amended statement of claim, Wai 1541, #1.1.1(b); amended statement of claim, Wai 1176, #1.1(a); amended statement of claim, Wai 1176, #1.1(b); amended statement of claim, Wai 1670, #1.1.1(a); amended statement of claim, Wai 1670, #1.1.1(c); amended statement of claim, Wai 1681, #1.1.1(e); and amended statement of claim, Wai 1886, #1.1.1(d).

health services, leading to a health sector that is discriminatory and does not reflect the community it serves.²⁴

Grievances related to housing include high levels of homelessness, overcrowding, low homeownership, reliance on state housing, and substandard housing that often lacks basic amenities and fails to value the social, spiritual, cultural, historical, and economic dimensions of Māori living. Claimants allege contemporary housing issues originate from historical land alienation, the fragmentation of interests and resources from the individualisation of land titles, the prohibition against Māori applying for loans, and urbanisation and migration away from ancestral land, as well as contemporary government housing policies developed without engagement with Māori or a sustained commitment to remedying key housing issues. Claimants also allege a lack of transitional housing has led to Māori being overrepresented in homelessness statistics and point more broadly to the loss of generational wealth and general health associated with land and home ownership.²⁵

In terms of education, claimants largely point to the contemporary impacts of historical assimilation policies demonstrated, for example, in New Zealand Certificate of Educational Achievement (NCEA) and New Zealand Qualifications Framework (NZQF) outcomes, lower rates of university graduates, and lower proportions overall of people with recognised qualifications. Claimants point to historical Crown assimilation policies that failed to deliver adequate education for Māori, devalued traditional Māori knowledge and education, nearly eradicated Te Reo Māori (including hapū and iwi dialects), and encouraged Māori students to undertake non-academic study, narrowing future opportunities, including in employment. Claimants argue the Crown has failed to address discrimination in education, provide access to quality education, or lift contemporary education outcomes in the area to at least the national average. Claimants also point to a lack of education opportunities in rural areas, which forces tamariki to move away for secondary and tertiary education.²⁶

²⁴ For example, see: amended statement of claim, Wai 1886, #1.1.1(c); amended statement of claim, Wai 1886, #1.1.1(d); amended statement of claim, Wai 1886, #1.1.1(e); and amended statement of claim, Wai 1886, #1.1.1(h).

²⁵ For example, see: amended statement of claim, Wai 736, #1.1(b); amended statement of claim, Wai 1541, #1.1.1(b); amended statement of claim, Wai 1541 #1.1.1(f); amended statement of claim, Wai 1670 #1.1.1(c); amended statement of claim, Wai 1673 #1.1.1(d); amended statement of claim, Wai 1673 #1.1.1(h); amended statement of claim, Wai 1681 #1.1.1(e); amended statement of claim, Wai 1681 #1.1.1(h); amended statement of claim, Wai 1886 #1.1.1(b); amended statement of claim, Wai 1886 #1.1.1(d); amended statement of claim, Wai 1886 #1.1.1(f). Claimants point to: the 'Aotearoa New Zealand Housing Action Plan 2020' as breaching Te Tiriti o Waitangi, see amended statement of claim, Wai 1541, #1.1.1(d) and amended statement of claim, Wai 1673, #1.1.1(h); the Kainga Whenua Loan Scheme, see amended statement of claim, Wai 1886 #1.1.1(b); the 'Homelessness Action Plan', see amended statement of claim Wai 1886, #1.1.1(f); and the Māori Housing Strategy, see amended statement of claim, Wai 1886, #1.1.1(f).

²⁶ For example, see: amended statement of claim, Wai 320 claim 1.1(b); amended statement of claim, Wai 736 claim 1.1(b); statement of claim, Wai 1176, #1.1; amended statement of claim, Wai 1176, #1.1(a); amended

Claimants raise further allegations that relate to social issues and outcomes, including the disproportionate removal of tamariki Māori from their whānau, the abuse of Māori in state care, high rates of single parenthood and marital breakdown, and the particular impacts of Crown policies on wāhine Māori, including family violence, overrepresentation in the criminal justice system, and overall low outcomes in education, health, housing, employment, and other economic statistics.²⁷ These issues are not addressed in this report as they fall outside of the scope determined by the commissioning direction, and could not be covered within the timeframe given for completing this report. Many of these issues have been, or will likely be, addressed on a national scale in other Waitangi Tribunal inquiries, such as the Oranga Tamariki Urgent Inquiry (Wai 2915), the Mana Wāhine Kaupapa Inquiry (Wai 2700), and the Justice System Kaupapa Inquiry (Wai 3060).

A full list and summary of relevant claims is provided as Appendix B.

1.3 Methodology

1.3.1 The scope of ‘social issues’

As directed in the commissioning direction, this report focuses on social issues in the Renewed Muriwhenua Inquiry (Wai 45) area between 2002-2020.²⁸ ‘Social issues’ is a broad term that can be interpreted in many ways, so the issues covered in this report have been guided by the commissioning direction, the key themes raised in Wai 45 statements of claim, and what could be achieved within the timeframe allocated for this report. While key social issues have been grouped into four broad themes, they are of course interrelated and, at times, difficult to discuss in isolation from each other. Terms like ‘marginalisation’ and ‘deprivation’ are value-laden terms that have potential to imply judgement and/or disempower groups labelled as such, so they have been avoided where possible.

The Waitangi Tribunal has previously reported on various social issues of national significance in kaupapa inquiries, including in the *Report of the Waitangi Tribunal on the Te Reo Maori Claim* (Wai 11) in 1986, *The Report on the Aotearoa Institute Claim Concerning Te Wānanga o Aotearoa* (Wai 1298) in 2005, *Ko Aotearoa Tēnei: A Report into Claims Concerning New Zealand Law and Policy Affecting Māori Culture and Identity* (Wai 262) in 2011, *Hauora: Report on Stage One of the Health*

statement of claim, Wai 1670 #1.1.1(a); statement of claim, Wai 1886, #1.1.1; amended statement of claim, Wai 1886, #1.1.1(c); amended statement of claim, Wai 1886, #1.1.1(d).

²⁷ For example, see: statement of claim, Wai 1176, #1.1; amended statement of claim, Wai 1541, #1.1.1(f); statement of claim, Wai 1670, #1.1.1; amended statement of claim, Wai 1670, #1.1.1(b); amended statement of claim, Wai 1673, #1.1.1(f); amended statement of claim, Wai 1681, #1.1.1(g).

²⁸ Judge C M Wainwright, memorandum-directions to commission research into social issues, 5 August 2022 (Wai 45, #2,883).

Services and Outcomes Kaupapa Inquiry (Wai 2575) in 2019, *He Pāharakeke, he Rito Whakakīkinga Whāruarua: Oranga Tamariki Urgent Inquiry* (Wai 2915) in 2021, and *Haumarū: The COVID-19 Priority Report* (Wai 2575) in 2021. At the time of writing, the Waitangi Tribunal was also inquiring into national claims regarding housing, mana wāhine, and the justice system, through the Housing Policy and Services Kaupapa Inquiry (Wai 2750), the Mana Wāhine Kaupapa Inquiry (Wai 2700), and the Justice System Kaupapa Inquiry (Wai 3060).

For this reason, and as expressed in the commissioning direction, this report focuses on social issues specifically experienced by Māori in the anticipated inquiry district. Because the Waitangi Tribunal has already reported on claims concerning the Government's response to COVID-19, and because the period covered in this report ends in 2020, the impacts of COVID-19 are not covered.

As per the commissioning direction, the report focuses on contemporary social outcomes and does not analyse the connection between these outcomes and historical grievances, including land alienation. It also does not intend to cover the personal experiences of Māori living in the anticipated inquiry district, as this will more appropriately be provided by claimant evidence over the course of the Inquiry. It is likely that details on how the Crown has engaged with Muriwhenua Māori to address social issues over the period will also be addressed through claimant evidence. Claimants may be better placed to describe the extent to which they felt they have been treated and respected as equals to participate in the design and delivery of solutions to social issues.

1.3.2 Sources used in this report

A large part of this report draws from New Zealand Census of Population and Dwellings (the Census) data provided by Stats NZ, Tatauranga Aotearoa, which has been customised to reflect the inquiry area as closely as possible.²⁹

The customised dataset area was determined by identifying the Census geographical units that lay within the anticipated inquiry district (defined above) with geographic information system mapping software, following the methodology adopted for several other recent social and socioeconomic research reports (for example, by T.J. Hearn for the Porirua ki Manawatu Inquiry (Wai 2200, #A219) and Paul Christoffel for the Taihape Inquiry (Wai 2180, #A41)).³⁰ This involved overlaying maps of the

²⁹ Customised Stats NZ data are licensed by Stats NZ for re-use under the Creative Commons Attribution 4.0 International licence.

³⁰ T. J. Hearn, 'The social and economic experience of Porirua ki Manawatu Maori: An analysis and appraisal', commissioned by the Waitangi Tribunal for the Porirua ki Manawatu Inquiry (Wai 2200), August 2019 (Wai 2200,

Ngāti Kahu remedies claim area with maps published by Stats NZ showing the boundaries of different geographical units. The Census provides data at various geographical levels, including:

- Meshblock – the smallest geographical unit that usually contains between 30 and 60 dwellings;
- Statistical Area 1 – aggregations of Meshblock units that usually contain between 100 and 200 residents;
- Statistical Area 2 – aggregations of Statistical Area 1 units that usually contain between 1,000 and 4,000 residents;
- Territorial Authority; and
- Regional Council.³¹

As discussed earlier, the inquiry area used in this report follows the Ngāti Kahu remedies claim area, as defined in the *Ngāti Kahu Remedies Report 2013* (pictured above in **Figures 1.1-1.3**). The area is made up of Statistical area 2, Statistical Area 1, and Meshblock units, which is shown below in **Figure 1.4** and listed in **Table 1.1**. Meshblock boundaries do not fit exactly within the inquiry area, so defining the dataset required a judgement call on whether Meshblock units located on the boundary line would be included or not. Meshblocks were included if half or more of the dwellings lay within the boundary and excluded if fewer than half of the dwellings lay within the boundary.³²

This dataset is referred to throughout the report as ‘the inquiry data area’ (**Figure 1.4**). It is as accurate as possible to the anticipated inquiry district, given the restraints of the Meshblock boundaries and the fact the official inquiry boundary had not been finalised at the time of writing this report. Census geographical units change each Census year, but the 2018 areas have been applied to the 2006 and 2013 Census datasets for consistency over the three years. A total of 23 Census variables were chosen to provide an indication of social outcomes and experiences of Māori living in the inquiry data area.

#A219); Christoffel, Paul, 'Education, health and housing in the Taihape inquiry district, 1880-2013', a report prepared by Paul Christoffel for the Waitangi Tribunal's Taihape district inquiry, March 2016 (Wai 2180, #A41).

³¹ Stats NZ, Tauranga Aotearoa, 'Statistical Area 1 (2018)', Stats NZ DataInfo+ [not dated], available: <https://datainfoplus.stats.govt.nz/item/nz.govt.stats/1431b8b9-2682-4019-9863-e6e1dfe94179>, accessed 27 July 2022; Stats NZ, Tauranga Aotearoa, *Statistical standards for meshblock*, (Wellington: Stats NZ, 2016), available:

<https://www.stats.govt.nz/assets/Uploads/Retirement-of-archive-website-project-files/Methods/Statistical-standard-for-meshblock/stats-stnd-meshblock.pdf>, accessed 27 July 2022.

³² Meshblocks were viewed using satellite images on ArcGIS mapping software.

Figure 1.4: Map of 'inquiry data area'

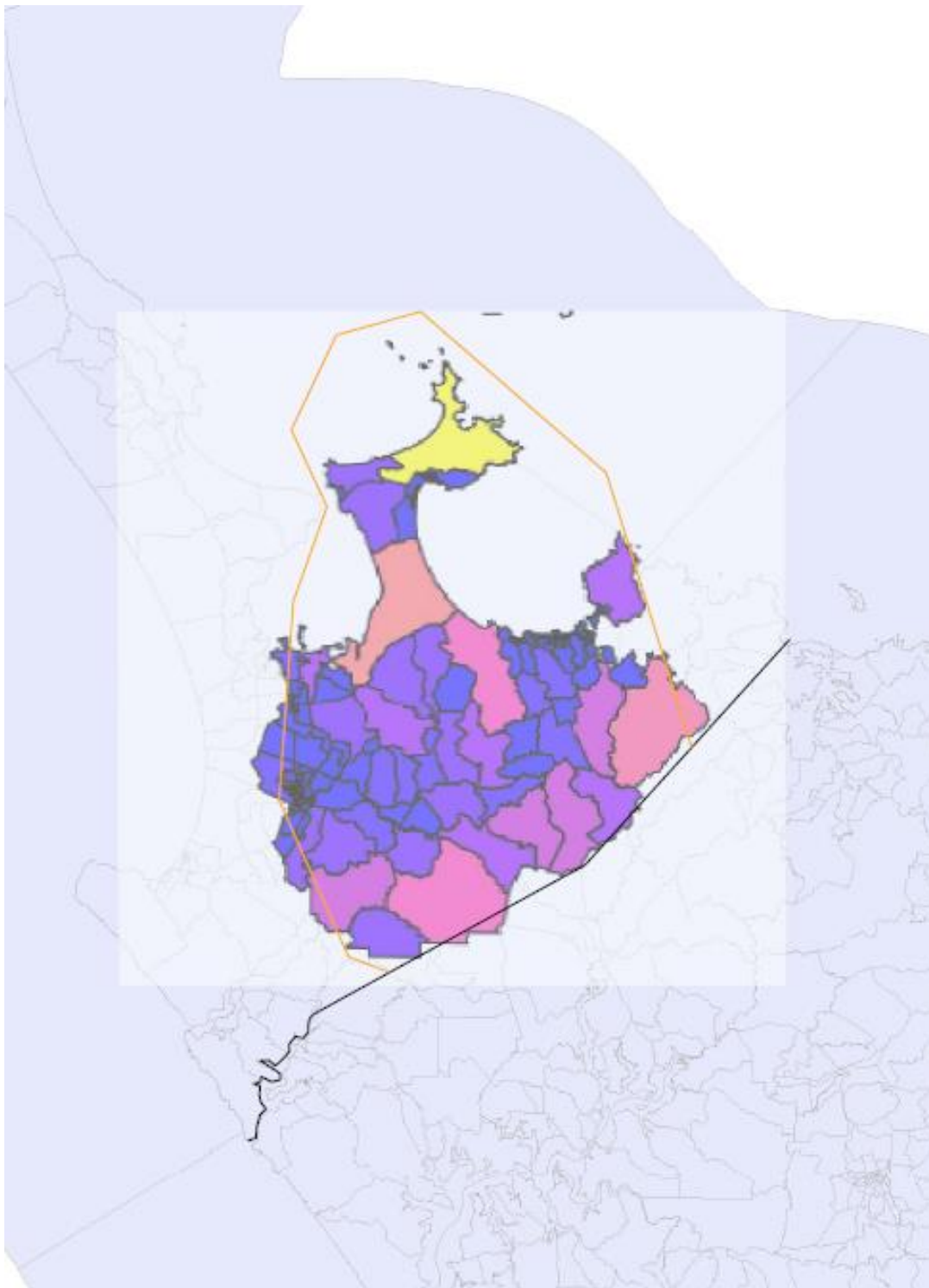


Table 1.1: Statistical Area 2, Statistical Area 1, and Meshblock geographical units that make up the inquiry data area

Statistical Area 2		
SA2 100400 Karikari Peninsula	SA2 101000 Oruru-Parapara	SA2 101100 Taumarumaru

Statistical Area 1		
<p><i>SA2 100200 Rangaunu Harbour:</i></p> <ul style="list-style-type: none"> • SA1 7000025 • SA1 7000026 • SA1 7000027 • SA1 7000030 • SA1 7000031 	<p><i>SA2 100700 Kaitaia East:</i></p> <ul style="list-style-type: none"> • SA1 7000095 • SA1 7000096 • SA1 7000097 • SA1 7000098 • SA1 7000099 • SA1 7000100 • SA1 7000101 • SA1 7000102 • SA1 7000103 • SA1 7000104 • SA1 7000113 • SA1 7000114 • SA1 7000115 	<p><i>SA2 100800 Kaitaia West:</i></p> <ul style="list-style-type: none"> • SA1 7000086 • SA1 7000087 • SA1 7000088 • SA1 7000089 • SA1 7000090 • SA1 7000091 • SA1 7000092 • SA1 7000093 • SA1 7000094 • SA1 7000105 • SA1 7000106 • SA1 7000107 • SA1 7000108 • SA1 7000109 • SA1 7000110 • SA1 7000111 • SA1 7000112 • SA1 7000116
<p><i>SA2 100900 Rangitahi:</i></p> <ul style="list-style-type: none"> • SA1 7000117 • SA1 7000119 • SA1 7000120 • SA1 7000121 • SA1 7000123 	<p><i>SA2 101200 Herekino-Takahue:</i></p> <ul style="list-style-type: none"> • SA1 7000154 	<p><i>SA2 101300 Peria:</i></p> <ul style="list-style-type: none"> • SA1 7000122 • SA1 7000124 • SA1 7000125 • SA1 7000126 • SA1 7000127

		<ul style="list-style-type: none"> SA1 7000128
<i>SA2 101400 Taemaro-Oruaiti:</i> <ul style="list-style-type: none"> SA1 7000040 SA1 7000041 		

Meshblock		
<i>SA2 100200 Rangaunu Harbour</i> <i>SA1 7000029:</i> <ul style="list-style-type: none"> MB 0007500 MB 0012400 <i>SA1 7000024:</i> <ul style="list-style-type: none"> MB 0007400 MB 0012601 <i>SA1 7000028:</i> <ul style="list-style-type: none"> MB 0007700 MB 0007801 	<i>SA2 100700 Kaitaia East</i> <i>SA1 7000084:</i> <ul style="list-style-type: none"> MB 0008302 MB 0012902 	<i>SA2 101200 Herekino-Takahue</i> <i>SA1 7000153:</i> <ul style="list-style-type: none"> MB 0006600 MB 0007000 <i>SA1 7000155:</i> <ul style="list-style-type: none"> MB 0006900
<i>SA2 101400 Taemaro-Oruaiti</i> <i>SA1 7000042:</i> <ul style="list-style-type: none"> MB 0004700 MB 4008384 MB 4008385 	<i>SA2 100800 Kaitaia West</i> <i>SA1 7000085:</i> <ul style="list-style-type: none"> MB 0012903 	<i>SA2 100500 Tangonge</i> <i>SA1 7000080:</i> <ul style="list-style-type: none"> MB 0008301 <i>SA1 7000082:</i> <ul style="list-style-type: none"> MB 4009101

<p>SA1 7000043:</p> <ul style="list-style-type: none"> • MB 4011293 		<p>SA1 7000079:</p> <ul style="list-style-type: none"> • MB 0008200 <p>SA1 7000083:</p> <ul style="list-style-type: none"> • MB 4009100
<p>SA2 100900 Rangitahi</p> <p>SA1 700118:</p> <ul style="list-style-type: none"> • MB 0009200 • MB 0009300 		

The Census dataset provides data for 'Māori' and 'non-Māori' in the inquiry data area and across the whole of Aotearoa. Individuals can identify as more than one ethnicity in the New Zealand Census, so the 'Māori' ethnic group used in this report is defined as everyone who identified themselves as Māori in the Census, including those who identified as 'Māori' and any other ethnic group or groups. 'Non-Māori' are defined as everyone who identified as any ethnicity or ethnicities other than 'Māori'. Individuals are also asked whether they are 'of Māori descent' in a different Census question, which produces slightly different numbers to those who identify as of 'Māori ethnicity'. The Māori ethnicity indicator was chosen for this dataset to capture everyone who identifies, wholly or partly, as being of Māori ethnicity. Measuring differences between 'Māori' and 'non-Māori' will always have limitations because 'Māori' and 'non-Māori' are not distinct groups.

Due to changes in the 2018 Census methodology, response rates were much lower than expected (88 percent), with the Māori and Pasifika population being most affected.³³ To address the undercount, Stats NZ has combined data collected from the 2018 Census with administrative data, data from earlier Census years, and other information to create the full 2018 Census dataset. According to Stats NZ, this

³³ 2018 Census External Data Quality Panel, *Final report of the 2018 Census External Data Quality Panel*, (Wellington: Stats NZ, Tatauranga Aotearoa, 2020), available: <https://www.stats.govt.nz/reports/final-report-of-the-2018-census-external-data-quality-panel>, accessed 28 July 2022, p 11.

has improved the quality of the data to the extent it now meets its quality standards.³⁴ The Gisborne Region required the greatest use of administrative data, followed second by the Northland Region.³⁵ More generally, people who live in lower socioeconomic areas (such as the Far North) are less likely to be counted in the Census.³⁶

With this further data included, Stats NZ estimates 1.4 percent of the population of Aotearoa, or 69,000 people, have not been counted, compared to 2.4 percent of the population in 2013.³⁷ Stats NZ estimates 4.0 percent of the Māori population have not been counted in the 2018 Census dataset.³⁸

Stats NZ has assigned a quality rating to each variable in the 2013 and 2018 Census.³⁹ The variables used in this report have quality ratings varying from 'very poor' to 'very high', which are listed below in **Table 1.2**. In 2018, the variables relating to individual home ownership and te reo Māori were rated as 'poor'. Iwi affiliation was rated as 'very poor'.⁴⁰ Data quality can also vary at smaller geographical levels, when applying it to subpopulations, and when cross-tabulating data with other variables, as is done in this report. Stats NZ was satisfied with the quality of the dataset provided for this report and its comparability to the 2006 and 2013 Census years, but provided the advice that trends observed over 2018 and other Census years 'should be interpreted with care'.⁴¹

The 2018 Census dataset has been assessed by an independent panel of experts, which found Stats NZ's incorporation of additional data sources had improved the overall quality of the 2018 Census dataset. The panel assigned its own quality ratings to some variables, which are also included in **Table 1.2** below. Again, the datasets for the variables used in this report have quality ratings ranging from

³⁴ Derived from customised Census data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

³⁵ 2018 Census External Data Quality Panel, '2018 Census External Data Quality Panel: Data sources for key 2018 Census individual variables', Stats NZ, available: <https://www.stats.govt.nz/reports/2018-census-external-data-quality-panel-data-sources-for-key-2018-census-individual-variables>, accessed 2 August 2022.

³⁶ Derived from customised Census data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

³⁷ Stats NZ, Tauranga Aotearoa, 'Overview of data quality ratings, interim coverage and response rates, and data sources for 2018 Census', Stats NZ, 17 July 2019, available: <https://www.stats.govt.nz/reports/overview-of-data-quality-ratings-interim-coverage-and-response-rates-and-data-sources-for-2018-census/>, accessed 28 July 2022.

³⁸ Stats NZ, Tauranga Aotearoa, 'Overview of data quality ratings, interim coverage and response rates, and data sources for 2018 Census', Stats NZ, 17 July 2019, available: <https://www.stats.govt.nz/reports/overview-of-data-quality-ratings-interim-coverage-and-response-rates-and-data-sources-for-2018-census/>, accessed 28 July 2022.

³⁹ Derived from customised Census data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

⁴⁰ Stats NZ, Tauranga Aotearoa, '2018 Census information by variable and quality (published)', Stats NZ DataInfo+, available: <https://datainfoplus.stats.govt.nz/item/nz.govt.stats/2ae40a5d-64c8-4704-9829-45f802d78c6c/114>, accessed 2 August 2022.

⁴¹ Derived from customised Census data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

‘very poor’ to ‘very high’. In 2018, highest qualification and highest secondary school qualification data was rated as ‘moderate-poor’, languages spoken (te reo Māori) and work and labour force status data was rated as ‘poor’, and iwi affiliation data was rated as ‘very poor’. The panel has cautioned variables rated as ‘poor’ or ‘very poor’ have the potential to mislead.⁴²

Table 1.2: List of Census variables used and data quality ratings⁴³

Variable	Stats NZ data quality rating for 2013 Census	Stats NZ data quality rating for 2018 Census	EDCP data quality rating for 2018 Census
Age	Very high quality	Very high quality	Very high quality
Census usually resident count	High	Very high quality	Very high quality
Ethnicity	High quality	High quality	Moderate quality
Housing quality (access to basic amenities)	N/A	Moderate quality	Moderate quality
Individual home ownership	High quality (rating to equivalent variable, tenure holder)	Poor quality	N/A
Iwi	Moderate quality	Very poor quality	Very poor quality
Language spoken	High quality (te reo Māori data not)	High quality (te reo Māori data rated poor quality⁴⁴)	Poor to very high quality, depending on the language (te reo

⁴² 2018 Census External Data Quality Panel, *Final report of the 2018 Census External Data Quality Panel*, (Wellington: Stats NZ, Tatauranga Aotearoa, 2020), available: <https://www.stats.govt.nz/reports/final-report-of-the-2018-census-external-data-quality-panel>, accessed 28 July 2022.

⁴³ Census 2006 variables were not assigned quality ratings.

⁴⁴ Te reo Māori data is estimated to be of poor quality due to the significant undercounting of Māori in the 2018 Census, and the 2018 Census External Data Quality Panel recommended that it not be used for time-series analysis with earlier Census data. The Panel was due to publish a report specifically assessing the quality of te reo Māori data in 2020, however, Stats NZ were unable to locate the report. See: 2018 Census External Data Quality Panel, *Final report of the 2018 Census External Data Quality Panel*, (Wellington: Stats NZ, Tatauranga Aotearoa, 2020), available: <https://www.stats.govt.nz/reports/final-report-of-the-2018-census-external-data-quality-panel>, accessed 28 July 2022.

Variable	Stats NZ data quality rating for 2013 Census	Stats NZ data quality rating for 2018 Census	EDCP data quality rating for 2018 Census
	independently assessed)		Māori data rated poor quality)
Qualifications (highest qualification)	Moderate quality	Moderate quality	Moderate to poor quality
Qualifications (highest secondary school qualification)	High quality	Moderate quality	Moderate to poor quality
Sex	Very high quality	Very high quality	Very high quality
Sources of personal income	High quality	High quality	High quality
Total personal income	Moderate quality	High quality	High quality
Usual residence address	High quality	High quality	High quality
Weekly rent paid by household	Moderate quality	Moderate quality	N/A
Work and labour force status	High quality	High quality	Poor quality

Sources: Stats NZ, Tauranga Aotearoa, '2013 Census information by variable and quality (published)', Stats NZ DataInfo+, available: <https://datainfoplus.stats.govt.nz/item/nz.govt.stats/37575539-9e14-4dc7-a485-8c6c1e1614cd/>, accessed 2 August 2022; Stats NZ, Tauranga Aotearoa, '2018 Census information by variable and quality (published)', Stats NZ DataInfo+, available: <https://datainfoplus.stats.govt.nz/item/nz.govt.stats/2ae40a5d-64c8-4704-9829-45f802d78c6c/114>, accessed 2 August 2022; 2018 Census External Data Quality Panel, *Final report of the 2018 Census External Data Quality Panel*, (Wellington: Stats NZ, Tauranga Aotearoa, 2020), available: <https://www.stats.govt.nz/reports/final-report-of-the-2018-census-external-data-quality-panel>, accessed 28 July 2022.

Some further limitations of the dataset used in this report include the fact it only measures across three Census years (2006, 2013, and 2018). The Census is undertaken every five years, however, the Census planned for 2011 was delayed until 2013 due to the Christchurch earthquake on 22 February 2011. The next Census is planned for 2023, meaning at the time of writing, the 2018 Census remains

the most recent Census dataset available. Having only three years to compare makes it difficult to determine whether data is representative of a longer-term trend. Figures provided by Stats NZ are also randomly rounded up or down to multiples of three to protect confidentiality, so very small figures will be less accurate.⁴⁵

The Ministry of Social Development, Te Manatū Whakahiato Ora, also provided a customised dataset for this report. Further data was sourced from existing published sources, including those published by the Ministry of Health, Manatū Hauora, and the Ministry of Education, Te Tahu o Te Mātauranga. These agencies were unable to provide information for the inquiry data area at the Meshblock level, so data for the Far North District or Te Tai Tokerau has been used instead.

One challenge in preparing this report has been that most data and information comes from government sources. This has required being aware of potential biases in the sources and supplementing information with non-government sources where possible.

As provided in the commissioning direction, the report also covers major attempts made by the Crown to address social issues in the anticipated inquiry district, including the extent to which the Crown has engaged with Muriwhenua Māori on these issues and whether these attempts have led to material changes. It is not possible, within the scope or timeframe given for this report, to discuss every Crown policy or initiative that may have impacted social issues in the inquiry area, particularly those of national significance. As stated in the commission direction, this report provides an overview of major initiatives implemented to address social issues in the inquiry area, most of which have targeted Te Tai Tokerau, Northland. These provide examples of what the Crown is doing to address social issues and is not a comprehensive list. National policies and strategies are not included unless the anticipated inquiry district (or the Far North District or Te Tai Tokerau) has been treated differently to the rest of the country. National policies and strategies concerning social issues have been, and will be, addressed in Tribunal kaupapa inquiries.

The report draws on central and local government publications, academic literature, Hansard reports (Parliamentary debates), newspaper articles, and some unpublished government records provided by: the Far North District Council, Te Kaunihera o Tai Tokerau ki te Raki; the Northland Regional Council, Te Kaunihera ā rohe o Te Taitokerau; Far North Holdings Limited; Stats NZ, Tatauranga Aotearoa; Te Taura Whiri i te reo Māori; the Ministry of Education, Te Tāhuhu o te Mātauranga; and the Ministry of Social Development, Te Manatū Whakahiato Ora.

⁴⁵ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Existing evidence filed on the Waitangi Tribunal's Record of Inquiry for this inquiry and others was also consulted, although very little of it covered social issues experienced by Māori in the inquiry area between 2002 and 2020.

Further information was also provided by some Wai 45 claimants before, during, and after the research hui held in Taipā on 28 October 2022.

1.4 Report structure

This report is structured according to the four broad themes identified in the commissioning direction and in Wai 45 statements of claim. Each chapter outlines key social issues relating to the broad theme, identifying key outcomes, trends, and any material changes in outcomes over the report period (2002-2020). To the extent possible, chapters also provide an overview of major attempts made by the Crown to address social issues in the anticipated inquiry district in this period, including the extent to which the Crown has engaged with Muriwhenua Māori on these issues and whether these attempts have led to material changes.

The following section provides a demographic overview of the inquiry data area for context, including information on its population size, ethnic makeup, iwi affiliation, age structure, and rurality of dwellings.

Chapter 2 examines issues relating to the economy, employment, and income in the inquiry data area. It analyses Census data on employment, income, government income support, and the New Zealand Index of Deprivation. Figures show Māori living in the inquiry data area experience higher unemployment, lower incomes, receive higher rates of government income support, and experience higher levels of socioeconomic hardship (as measured by the New Zealand Index of Deprivation) when compared to non-Māori in the inquiry data area, the national Māori population, and the national non-Māori population. The chapter also provides an overview of work the Crown has undertaken to address economic issues in Te Hiku, the Far North District, and Te Tai Tokerau, such as regional economic plans and funds, programmes to support Māori into employment and training, and a partnership with Te Hiku iwi known as *Te Hiku Social Development and Wellbeing Accord*.

Chapter 3 examines issues relating to health and health services in the anticipated inquiry district. It analyses data on life expectancy, cigarette smoking rates, activity limitations, and rheumatic fever. Figures show Māori living in the inquiry data area experience a much lower life expectancy and higher regular smoking rates compared to non-Māori in the inquiry data area, the national Māori population, and the national non-Māori population. Māori living in the inquiry data area also have a higher rate of

physical or mental activity limitations across each age group compared to non-Māori in the inquiry data area and across Aotearoa, and have a higher rate of activity limitations than the national Māori population among those aged 25 years and over. Māori in Te Tai Tokerau also experience disproportionately high rates of acute rheumatic fever. The chapter then analyses national and regional Crown investments to address health issues in Te Tai Tokerau managed by the Ministry of Health, Manatū Hauora, the Northland District Health Board, Te Poari Hauora ā Rohe o Te Tai Tokerau, Te Tai Tokerau Primary Health Organisations, including Mahitahi Hauora, and Te Puni Kōkiri, the Ministry of Māori Development. This includes the Māori Provider Development Scheme, the Māori Health Innovation Fund, Te Ao Auhatanga, and programmes to address suicide, rheumatic fever, and heart disease. The chapter also covers Whānau Ora in Te Tai Tokerau. Whānau Ora aims to facilitate whānau wellbeing, including across health, education, housing, cultural capacity, employment, and income, but is included in this chapter for ease of reading.

Chapter 4 examines issues relating to education and the health of te reo Māori. It analyses Census data on New Zealand Qualifications Framework (NZQF) outcomes and reported abilities to speak te reo Māori. Figures show Māori living in the inquiry data area achieve lower NZQF outcomes when compared to non-Māori in the inquiry data area, the national Māori population, and the national non-Māori population. Census data also indicates the ability to speak te reo Māori is declining among Māori in the inquiry data area. The chapter also examines data published by the Ministry of Education, Te Tāhuhu o te Mātauranga, on enrolment in Māori-medium education in the Far North District, including in kōhanga reo and Māori-medium secondary school. Figures show kōhanga reo enrolments are decreasing in the Far North District, but enrolments in Māori-medium school (primary and secondary) are increasing. The chapter then examines Crown programmes and other funding aimed at lifting education and te reo Māori outcomes in Te Tai Tokerau, including several short-lived programmes working with iwi and other Māori organisations at the community level.

Chapter 5 examines issues relating to housing. It analyses Census data on the cost of rental housing, household crowding, and access to basic amenities, and data on the demand for state housing in the Far North District as indicated by the number of applicants on the Ministry of Social Development's Housing Register. In comparison to non-Māori, Māori living in the inquiry data area are spending higher proportions of their income on rent, are less likely to own their home, are more likely to live in overcrowded homes, and have access to fewer basic amenities in their homes (such as safe drinking water and electricity). Māori in the Far North District also comprise a much higher proportion of those waiting for state housing. The chapter covers Crown programmes and other funding to improve housing outcomes in Te Tai Tokerau led by Te Puni Kōkiri and the Ministry of Housing and Urban Development, Te Tūāpapa Kura Kāinga, including funding to assist hapū, iwi, and/or communities to

address housing needs and increase home ownership. The chapter provides a case study of He Korowai Trust, a non-government organisation based in Kaitia working towards improving housing outcomes in the Far North District. He Korowai Trust has been successful in accessing government funds but has also faced various barriers to providing housing solutions in the area.

The final chapter provides conclusions on social issues in the anticipated inquiry district based on the trends and Crown investments identified in the previous chapters. Overall, Māori in the anticipated inquiry district continue to experience lower social outcomes across most variables examined in this report when compared to non-Māori in the area, the national Māori population, and the national non-Māori population. For some indicators, outcomes have actually worsened over the period analysed, particularly for those relating to economic and housing outcomes. On the one hand, there has been consistent acknowledgement by the Crown of the need to address these issues. However, Crown investments over the period present a disjointed and complex web of interrelating programmes and funding sources, some of which lose momentum and disappear without robust evaluation or record of what happened to them. This has made tracking Crown investments a challenge, let alone understanding their impacts and the extent to which the Crown has engaged with Māori on the issues.

1.5 Demographic overview of the inquiry area

In her 2002 report, Dr Stokes recorded a high proportion of Māori in the Far North District (44.7 percent in the 2001 Census). Dr Stokes also quoted a community profile for the Kaitia Social Welfare District in 1990, covering Muriwhenua, Whangaroa, and North Hokianga, which recorded a Māori population of 41 percent, the highest growth rate in Aotearoa, and high proportions of young and elderly families.⁴⁶

1.5.1 Population and ethnicity

More recent Census data shows Māori still make up a high proportion of residents in the Far North District, at 39.6 percent in 2006, 39.7 percent in 2013, and 48.3 percent in 2018.⁴⁷

The proportion of Māori within the inquiry data area is slightly higher, at 40.9 percent in 2006, 41.1 percent in 2013, and 51.8 percent in 2018 (compared to 14.0 percent, 14.1 percent, and 16.5 percent

⁴⁶ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8), pp 393-395.

⁴⁷ Stats NZ, 'Tauranga Aotearoa, 'Far North District'', Stats NZ [not dated], available: <https://www.stats.govt.nz/tools/2018-census-place-summaries/far-north-district>, accessed 19 April 2022.

respectively for the whole of Aotearoa). The Māori population count within the inquiry data area increased by 48 percent between 2006 and 2018, compared to 17 percent for all ethnicities in the inquiry data area, 37 percent for the Māori population of Aotearoa, and 17 percent for the entire Aotearoa population.⁴⁸

The inquiry data area has lower proportions of European, Pacific, Asian, and Middle Eastern/Latin American/African people compared to Aotearoa as a whole. Its ethnic makeup for 2018 is shown in **Table 1.3** and **Figure 1.5** below. Individuals can identify with more than one ethnicity/ethnic group so proportions will total more than 100 percent.

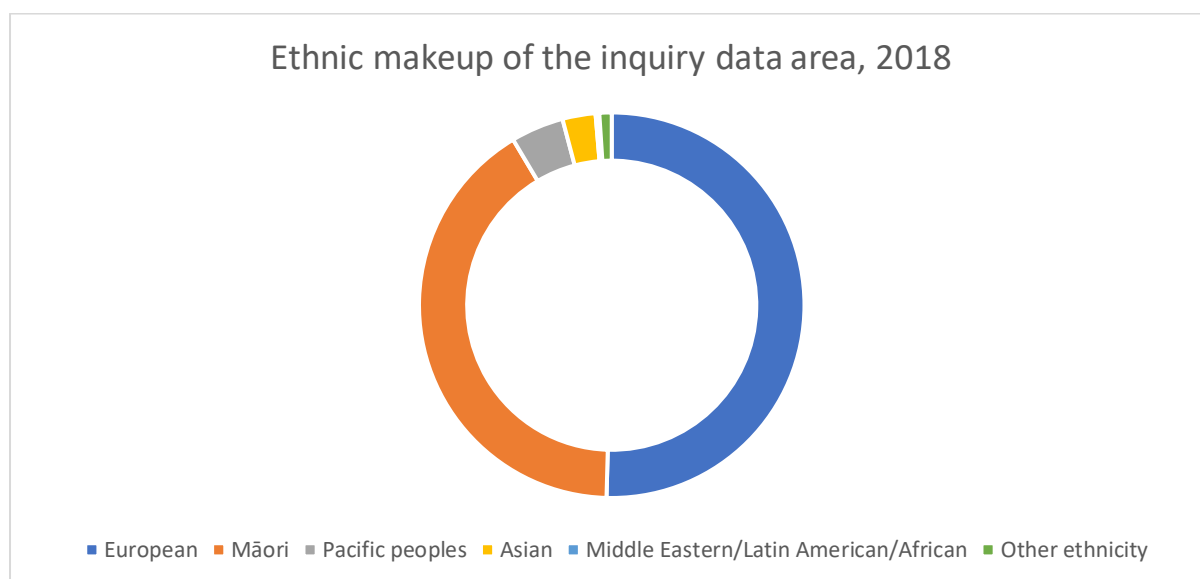
Table 1.3: Ethnic makeup of inquiry data area and Aotearoa, Census 2018

	Inquiry data area	Aotearoa
European	63.7%	70.2%
Māori	51.8%	16.5%
Pacific peoples	5.6%	8.1%
Asian	3.5%	15.1%
Middle Eastern/Latin American/African	0.4%	1.5%
Other ethnicity	1.3%	1.2%

Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁴⁸ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 1.5: Ethnic makeup of the inquiry data area, 2018



Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Between 2006 and 2018, the overall inquiry data area population increased from 12,690 to 14,847 people (an increase of 17 percent). However, the national population also increased at a similar rate over this period, meaning the inquiry data area’s proportion of the national population remained steady, at 0.3 percent (see **Table 1.4** below).⁴⁹

Table 1.4: Inquiry data area population, Census 2006, 2013, and 2018

	Inquiry data area population (number)	Inquiry data area population (percentage of Aotearoa population)
2006	12,690	0.3%
2013	12,684	0.3%
2018	14,847	0.3%

Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁴⁹ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

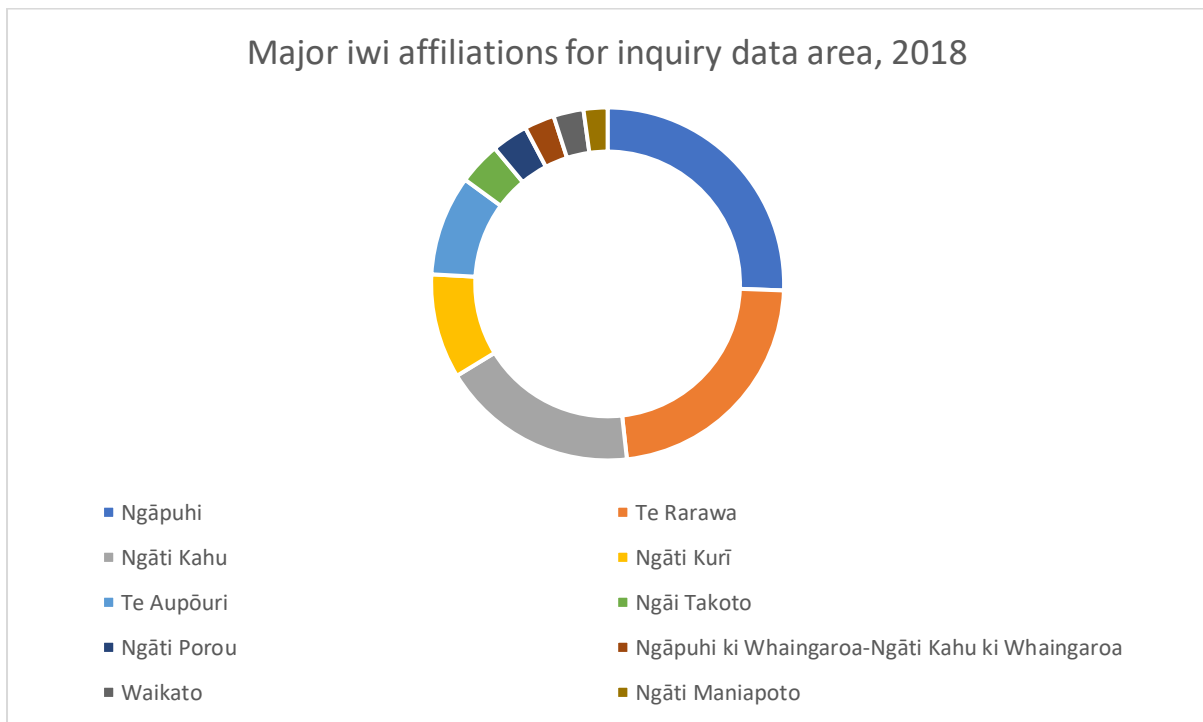
1.5.2 Iwi affiliation

Stats NZ provides data on iwi affiliation, as recorded in the Census, for individuals who identify as of Māori descent. It does not collect data on hapū affiliation. The 2018 Census iwi affiliation variable was given a data quality rating of 'very poor', so figures are likely to be indicative only. Iwi affiliation data for the 2013 Census (rated 'moderate' quality) and 2006 Census (not rated) are provided in Appendix C. The key differences observed in the data are that the proportion of people who affiliated with Te Rarawa, Ngāi Takoto, and Ngāpuhi ki Whaingaroa-Ngāti Kahu ki Whaingaroa has increased between 2006 and 2018, while the proportion of people who affiliated with Ngāpuhi, Ngāti Kahu, and Te Aupōuri decreased (see Appendix C).

In 2018, the highest proportion of Māori in the inquiry data area identified as Ngāpuhi (31.5 percent), followed by Te Rarawa (27.9 percent), Ngāti Kahu (22.2 percent), Ngāti Kurī (11.8 percent), Te Aupōuri (11.3 percent), Ngāi Takoto (4.8 percent), Ngāti Porou (4.1 percent), Ngāpuhi ki Whaingaroa-Ngāti Kahu ki Whaingaroa (3.4 percent), Waikato (3.4 percent), and Ngāti Maniapoto (2.7 percent). 55.8 percent identified as affiliating with Te Hiku iwi. 9.5 percent did not know their iwi affiliation.⁵⁰ **Figure 1.6** below shows the major iwi affiliations as recorded in the 2018 Census. Individuals can affiliate with more than one iwi so proportions will total more than 100 percent. Figures for all major iwi affiliations for the years 2006, 2013, and 2018 are provided in tables in Appendix C.

⁵⁰ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 1.6: Major iwi affiliations for inquiry data area, 2018



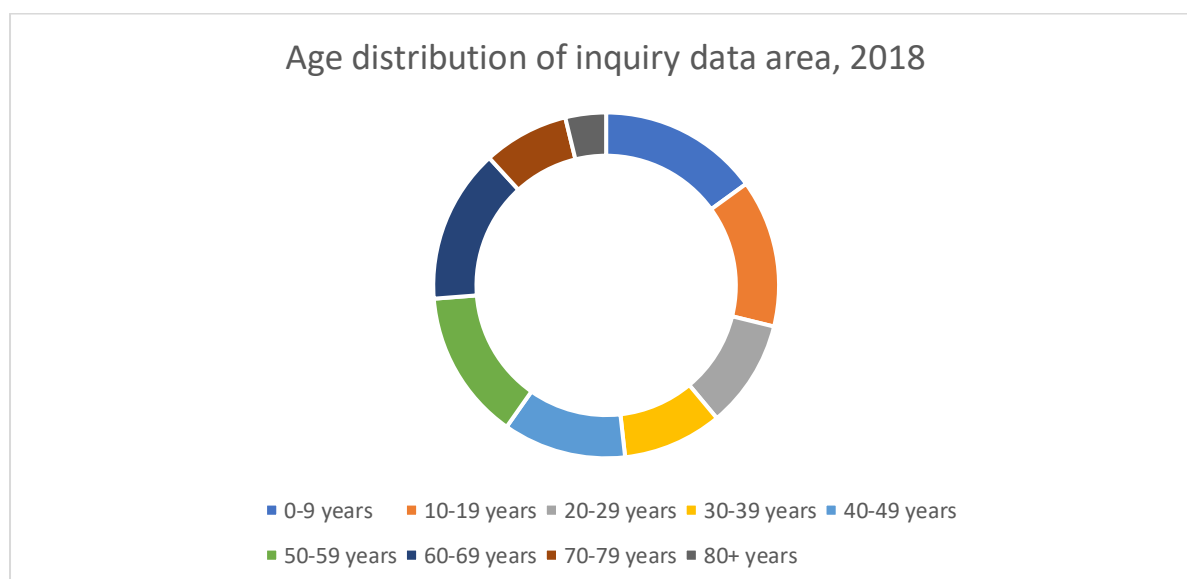
Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

1.5.3 Age structure

The inquiry data area still has a higher proportion of young and elderly when compared to the entire Aotearoa population. The inquiry data area has a larger share of people aged 50 years and over (40.2 percent compared to 33.8 percent for the whole country in 2018), and a slightly higher proportion of people aged under 20 years (28.8 percent compared to 26.0 percent for the whole country in 2018), shown below in **Figure 1.7**.⁵¹

⁵¹ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 1.7: Age distribution of inquiry data area, 2018

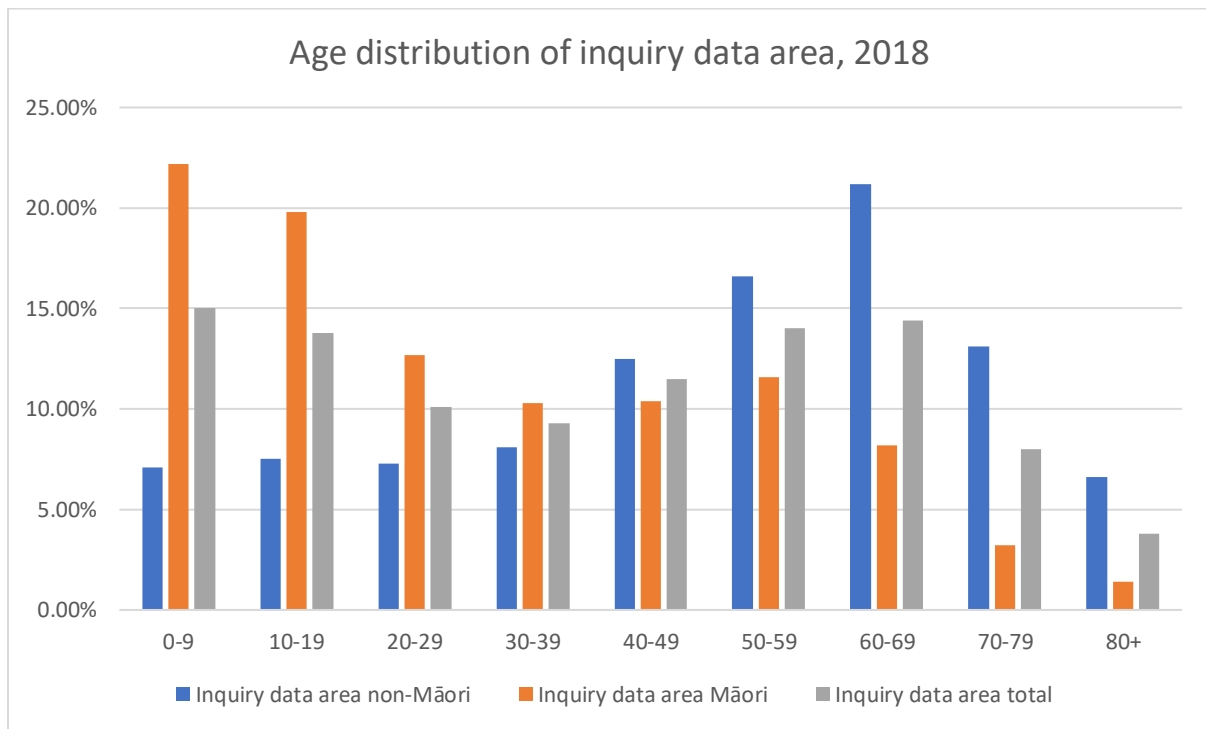


Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Within the inquiry data area, Māori have a much higher proportion of people under 40 years than non-Māori (65.0 percent were under 40 years compared to 30.0 percent of non-Māori in 2018), and a much lower proportion of people aged 40 years and over (34.8 percent compared to 70.0 percent of non-Māori in 2018). The proportion of tamariki Māori aged under ten years old is more than three times that of non-Māori, with 22.2 percent of the Māori population under ten years old (compared to 7.1 percent for non-Māori). The proportion of non-Māori adults aged 80 years and over is 4.7 times that of Māori, with only 1.4 percent of Māori aged 80 years or older (compared to 6.6 percent of the non-Māori inquiry area population). This is likely due to Māori having a much lower life-expectancy than non-Māori, and a similar trend is evident across Aotearoa (0.9 percent of Māori are aged 80 years or older compared to 4.1 percent of non-Māori).⁵² Life expectancy is discussed in **Chapter 3**. The age distribution of the inquiry data area is shown below in **Figure 1.8**. Precise figures are provided in tables in Appendix C.

⁵² Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

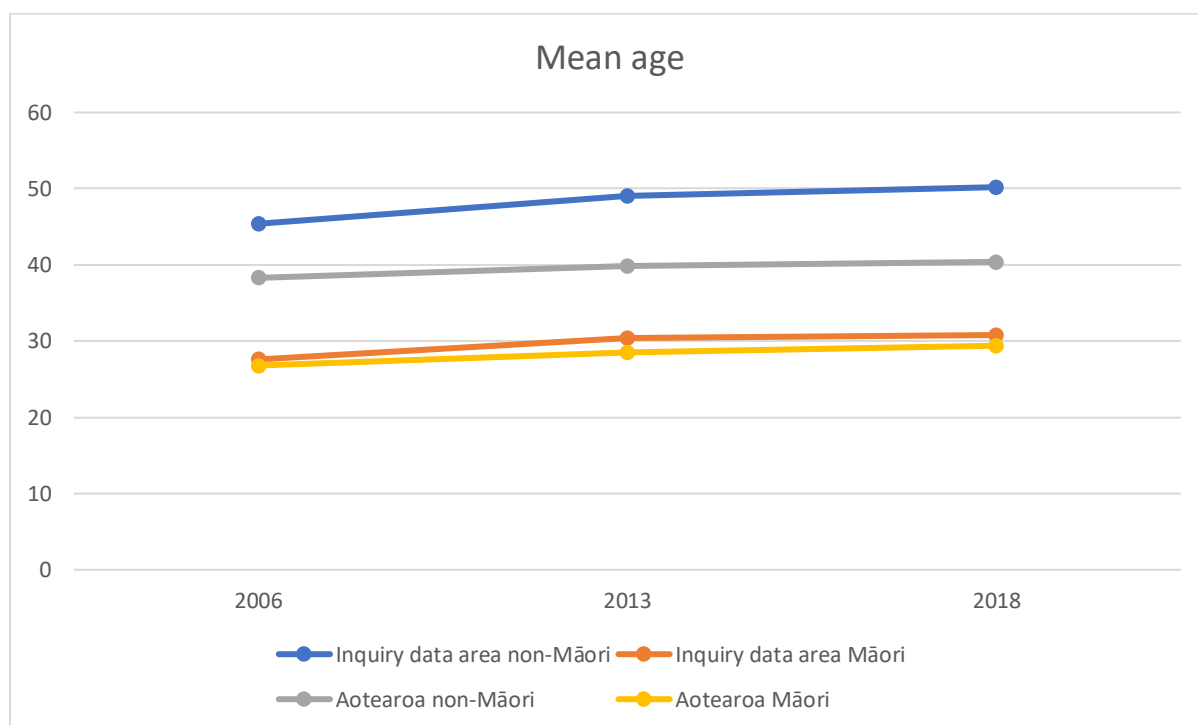
Figure 1.8: Age distribution of inquiry data area, 2018



Source: Derived from customised Census data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

The mean (average) age for Māori in the inquiry area in 2018 was 30.8 years, compared to 50.2 years for non-Māori, 29.4 for Māori across Aotearoa, and 40.4 years for the national population, as shown below in **Figure 1.9**. Figures for all three years are provided in Appendix C.

Figure 1.9: Mean age



Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

1.5.4 Urban and rural living

The Census also provides data on what proportion of the population live in rural and urban areas. Urban areas are classified by Stats NZ as either ‘major’, ‘large’, ‘medium’, or ‘small’. All urban areas within the inquiry data area were classified as ‘small’ in the 2006, 2013, and 2018 Census years. In 2018, 61.2 percent of the inquiry data area population lived in a rural area, compared to 16.0 percent of the national population, up by two percent from 2006 (when 59.8 percent of the inquiry data area population lived in a rural area). 38.8 percent of the inquiry data area population lived in an urban area (in a ‘small’ urban area) compared to 84.0 percent of the national population (in ‘major’, ‘large’, ‘medium’, and ‘small’ urban areas). This was down by eight percent from 2006 (when 42.0 percent of the inquiry data area population lived in a rural area).⁵³

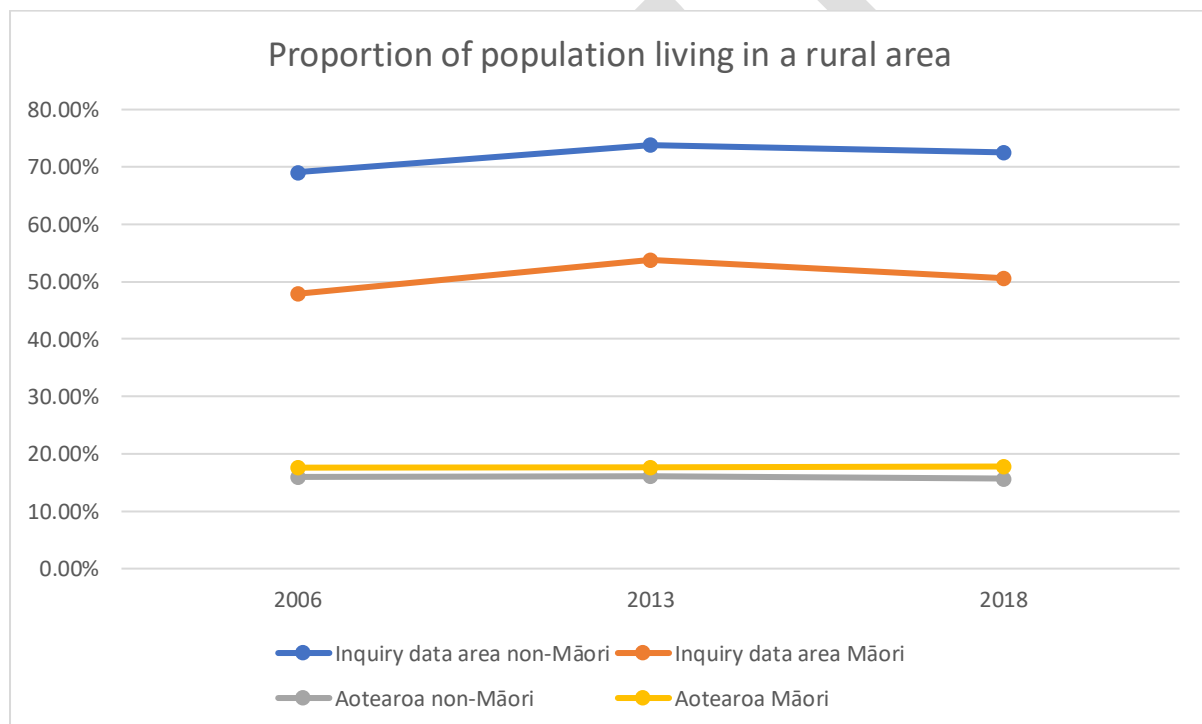
Māori within the inquiry data area were less likely to live rurally than non-Māori (50.6 percent compared to 61.2 percent for non-Māori in 2018). This contrasts to Māori across Aotearoa, who are more likely to live rurally than non-Māori (17.8 percent of the national Māori population lived rurally

⁵³ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

compared to 15.7 percent of non-Māori in 2018). However, Māori in the inquiry data area remained nearly three times more likely to live rurally than the national Māori population in 2018.⁵⁴

The proportion of Māori living rurally in the inquiry data area increased by six percent between 2006 and 2018 (from 44.6 percent to 48.6 percent) and the rural non-Māori population increased by five percent (from 67.1 to 71.3 percent). The national rural Māori and non-Māori populations remained relatively steady, as shown in **Figure 1.10** below.⁵⁵

Figure 1.10: Proportion of population living in a rural area



Source: Derived from customised Census data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

The population and demographic data shown in this chapter, along with data used in the following chapters, are provided in tables in Appendix C. The next chapter will examine data relating to employment and income, along with efforts the Crown has made to address economic issues in the anticipated inquiry district.

⁵⁴ Derived from customised Census data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

⁵⁵ Derived from customised Census data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

Chapter 2: Employment and income

2.1 Introduction

2.1.1 Chapter overview

In her 2002 report, *The Muriwhenua Land Claims Post 1865*, Dr Dame Evelyn Stokes recorded high social ‘deprivation’, low employment rates, low incomes, and high rates of income support among Muriwhenua Māori.⁵⁶ More recent data show Māori in the inquiry data area continue to experience low employment rates, low incomes, and higher rates of people receiving income support when compared to non-Māori living in the inquiry area, the national Māori population, and the national non-Māori population. On average, the inquiry data area also experiences higher socioeconomic disadvantage than Aotearoa as a whole, as measured by the New Zealand Index of Deprivation (an index produced by the University of Otago that measures Census variables to provide a picture of relative socioeconomic position). A report published by Te Hiku Development Trust in 2014, *Te Hiku Well Being Report: Te Oranga o Te Hiku* (outlined in the **Introduction** to this report), concluded their findings painted a ‘bleak picture of social disparities’ in the area.⁵⁷ In particular, the *Te Hiku* report found:

Te Hiku Iwi members live in some of the most socially and economically deprived areas of Aotearoa; a large proportion survive on benefits; educational achievement is generally poor; health issues are commonly associated with poor standards of living and lifestyles, there are high rates of crime, abuse and violence, few have a high economic standard of living. The determinants of health explain that without education and skills it is difficult to achieve economic security; without economic security Iwi can not ensure whānau are well-housed and healthy.⁵⁸

This chapter examines various indicators relating to employment and income drawn from customised data provided by Stats NZ, Tatauranga Aotearoa, which closely represents the anticipated Renewed Muriwhenua Inquiry (Wai 45) boundary (referred to throughout this report as ‘the inquiry data area’, see the **Introduction** to this report for details). Data has been drawn from the New Zealand Census of Population and Dwellings (the Census) for the years 2006, 2013, and 2018, on:

- Unemployment rates;
- Income;
- Income support; and

⁵⁶ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8).

⁵⁷ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed: 19 October 2022, p 93.

⁵⁸ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed: 19 October 2022, p 93.

- The New Zealand Index of Socioeconomic Deprivation.

The chapter then outlines major actions taken by the Crown to improve economic conditions for Muriwhenua Māori and the extent to which it has engaged with local Māori to address these issues. Crown actions covered in this chapter include the following strategies, programmes, and other funding schemes:

- A strategy for growing Te Tai Tokerau Māori economy developed by Te Taitokerau Iwi Chief Executives' Consortium in 2015 and resourced by Te Puni Kōkiri: He Tangata, He Whenua, He Oranga: An Economic Growth Strategy for the Taitokerau Maori Economy;
- The Ministry of Business, Innovation and Employment's Provincial Growth Fund, COVID-19 Response and Recovery Fund, He Poutama Taitamariki, and He Poutama Taitamariki;
- Te Puni Kōkiri's Whenua Māori Fund, Māori Development Fund, the national Cadetship Programme, and Taiohi Arahau;
- Northland Regional Council and Far North District Council business support;
- The national Māori Trade Training Programme(s); and
- Te Hiku Social Development and Wellbeing Accord.

Overall, there is little evidence of sustained interventions or partnerships to improve income and employment outcomes for Māori in the Far North prior to the late 2010s. It also remains unclear what the impact of more recent investments from 2016 onwards have had on income and employment outcomes for Muriwhenua Māori. Where evaluations have been undertaken, they show evidence of some successful outcomes, but also demonstrate a lack of engagement and sustained relationships between Crown and Māori and/or localised groups, leading to tensions in goals and approaches.

2.1.2 Overview of claims relating to employment and income

Broadly, Renewed Muriwhenua Inquiry claimants argue the Crown has breached Te Tiriti o Waitangi/The Treaty of Waitangi by hindering their abilities to create intergenerational wealth and participate fully in the economy. Claimants point to the lasting impacts of colonisation and land loss that can be seen today, for example, in low employment rates and low incomes in Te Tai Tokerau/the Northland Region.⁵⁹ Claimants argue this is exacerbated by a failure from the Crown to implement

⁵⁹ For example, see: amended statement of claim, Wai 1176, #1.1(a); and amended statement of claim, Wai 1670, #1.1.1(a).

effective policies to address economic issues.⁶⁰ Some claimants allege the Crown has failed to address racism and unconscious bias in employment, for example, through equal employment policies and diversity quotas, or address the poor treatment of wāhine Māori by state welfare agencies.⁶¹

2.1.3 Recent Waitangi Tribunal findings on employment and income issues

The Waitangi Tribunal has reported on various economic and socio-economic issues in recent reports, including: *Te Tau Ihu o te Ika a Maui: Report on Northern South Island Claims* (2008); *Tauranga Moana 1886-2006: Report on the Post-Raupatu Claims* (2010); *Ko Aotearoa Tēnei* (2011); *He Whiritaunoka: The Whanganui Land Report* (2015); and *Te Urewera* (2017). Broadly speaking, the Tribunal has found the Treaty of Waitangi/Te Tiriti o Waitangi affirms the Crown and Māori would mutually share in the economic prosperity of Aotearoa, and that the Crown has failed to improve the economic issues Māori have experienced following significant historical land loss. The Tribunal acknowledged the Crown's responsibility to address economic issues for Māori in its 1997 *Muriwhenua Land Report*, stating: 'we do not accept the Government had no responsibility for the social and economic consequences of land loss that flowed through to the twentieth century'.⁶²

2.2 Employment and income trends 2002-2020

2.2.1 Unemployment

Unemployment is higher among Māori living in the inquiry data area when compared to non-Māori living in the inquiry area, the national Māori population, and the national non-Māori population. The unemployment rate is defined by Stats NZ as the percentage of people aged 15 years and over who are not currently in paid work, are available for work and are actively seeking work or have a new job starting within four weeks.⁶³

In 2014, Te Hiku Development Trust reported the following employment statistics for Te Hiku iwi, drawn from the 2013 Census and Te Puni Kōkiri:

⁶⁰ For example, see: amended statement of claim, Wai 320, #1.1(b); amended statement of claim, Wai 736, #1.1(b); statement of claim, Wai 1176, #1.1; amended statement of claim, Wai 1886, #1.1.1(c).

⁶¹ For example, see amended statement of claim, Wai 1886, #1.1.1(c).

⁶² Waitangi Tribunal, *Muriwhenua Land Report* (Wellington: GP Publications, 1997), p 358.

⁶³ Stats NZ, *Tauranga Aotearoa, Labour market statistics data dictionary (version 373)*, Stats NZ, 2022, available: <https://datainfoplus.stats.govt.nz/Item/example.org/438dbf04-3b3f-446a-b575-2f2df7d6531f>, accessed 13 October 2022, p 10.

- *Te Hiku Iwi members living in Te Hiku have a lower employment rate (48.9%) than Te Hiku Iwi members living elsewhere in New Zealand (56.1%) and the national employment rate (62.3%)*
- *11.8% of Te Hiku Iwi members are unemployed compared to 10.9% of Te Hiku Iwi members living outside of Te Hiku (10.9%) and the national proportion of unemployed (4.8%)*⁶⁴

Census data for the inquiry data area show higher rates of unemployment among Māori have continued into 2018. In 2006, the unemployment rate for Māori living in the inquiry data area aged 15 years and over was nearly four times that of non-Māori living in the inquiry data area (10.1 percent compared to 2.6 percent unemployment), 1.3 times that of the national Māori population (7.6 percent unemployment), and 3.5 times that of the national non-Māori population (2.9 percent unemployment).⁶⁵

Between 2006 and 2013, the unemployment rate rose sharply for all groups and then decreased again by 2018 for all groups other than non-Māori living in the inquiry data area, but did not drop as far as the 2006 rates. Non-Māori living in the inquiry data area saw an eight percent increase in unemployment (shown below in **Figure 2.1**).⁶⁶

Overall, between 2006 and 2018, the unemployment rate rose most significantly for non-Māori in the inquiry data area (an increase of 54 percent), followed by Māori in the inquiry data area (an increase of 29 percent). The unemployment rates for the national Māori and non-Māori populations increased by seven percent and 14 percent respectively.⁶⁷

By 2018, the unemployment rate for Māori living in the inquiry data area remained 3.3 times that of non-Māori in the inquiry data area (13.0 percent compared to 4.0 percent unemployment), 1.6 times that of the national Māori population (8.1 percent unemployment), and nearly four times that of the national non-Māori population (3.3 percent unemployment).⁶⁸ This is shown below in **Figure 2.1**. The precise figures are shown in tables in Appendix C.

⁶⁴ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed: 19 October 2022, pp 80-81.

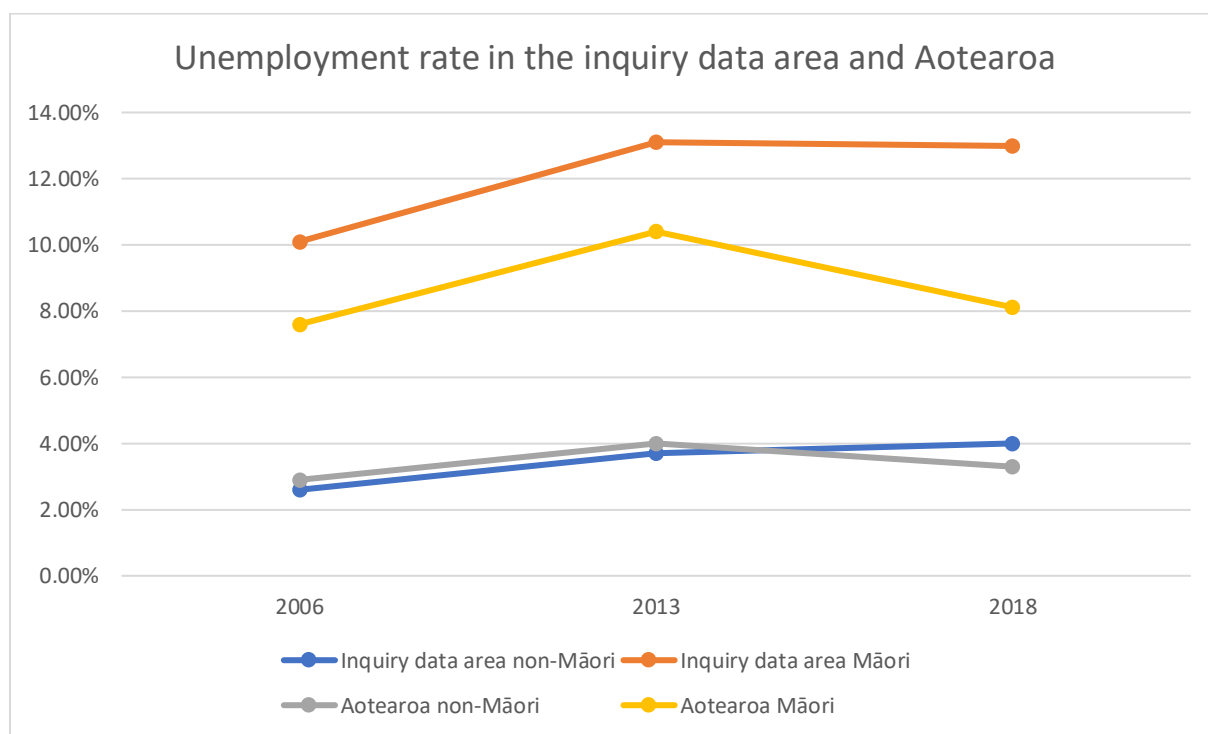
⁶⁵ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁶⁶ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁶⁷ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁶⁸ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 2.1: Unemployment rate in the inquiry data area and Aotearoa

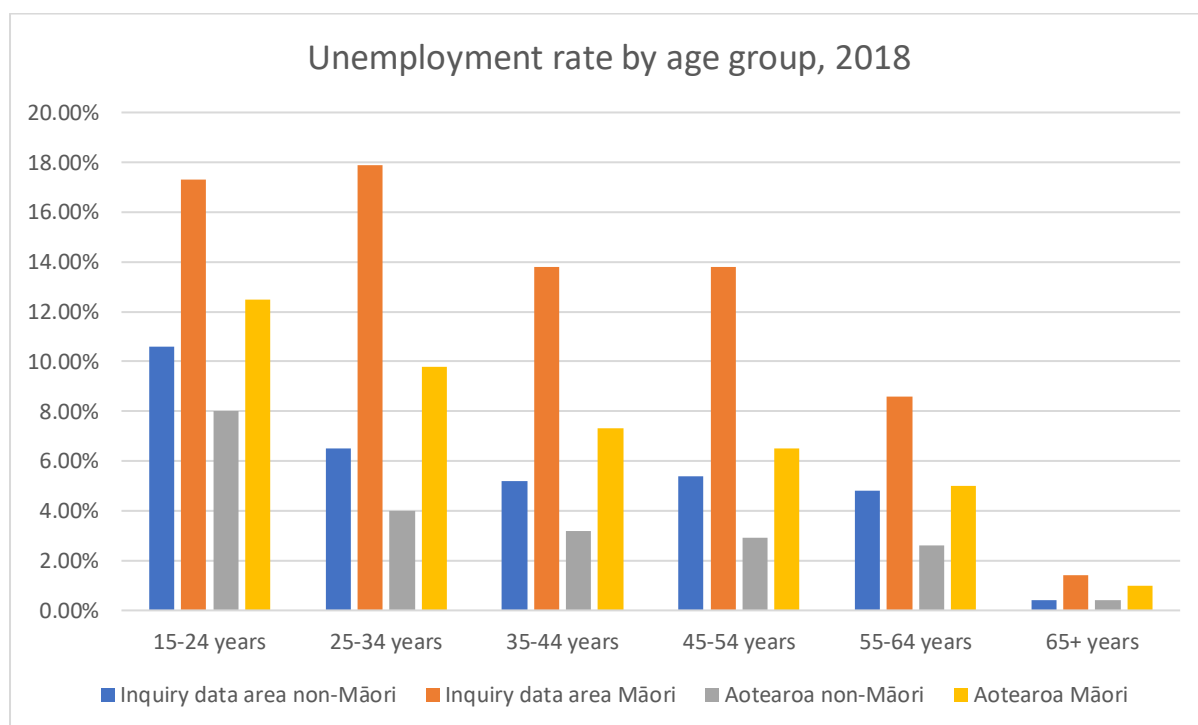


Source: Derived from customised Census data provided by Stats NZ between 28 September and 6 October 2022.

In 2018, the highest rate of unemployment for Māori living in the inquiry data area was among those aged 25-34 years, with an unemployment rate of 17.9 percent. For the other comparison groups, the highest unemployment was among those aged 15-25 years, although Māori in the inquiry data area still had the highest unemployment rate for 15-25 year-olds at 17.3 percent (compared to 10.6 percent for non-Māori in the inquiry data area, 12.5 percent for the national Māori population, and 8.0 percent for the national non-Māori population).⁶⁹ This is shown below in **Figure 2.2**. The precise figures are shown in tables in Appendix C.

⁶⁹ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

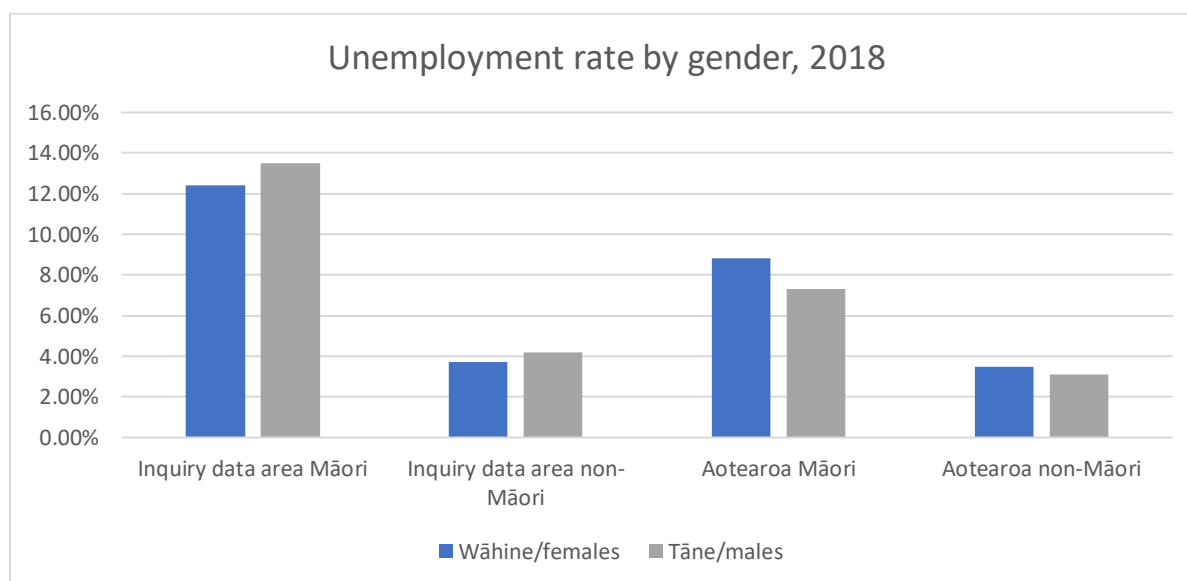
Figure 2.2: Unemployment rate by age group, 2018



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

In 2018, unemployment was higher among Māori and non-Māori tāne/men in the inquiry data area, but higher among Māori and non-Māori wāhine/women on average across Aotearoa. In 2018, the unemployment rate for wāhine Māori living in the inquiry data area was 12.4 percent, compared to 13.5 percent for tāne Māori. The unemployment rate for non-Māori women across Aotearoa was 8.8 percent, compared to 7.3 percent for non-Māori men, shown below in **Figure 2.3**. The precise figures are shown in tables in Appendix C.

Figure 2.3: Unemployment rate by gender, 2018



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

2.2.2 Income

Overall, Māori living in the data inquiry data area earn less than non-Māori living in the data inquiry data area, the national Māori population, and the national non-Māori population.

In 2014, Te Hiku Development Trust reported the following employment statistics for Te Hiku iwi, drawn from the 2013 Census and Te Puni Kōkiri:

- *Almost half of Te Hiku iwi households (46% or 1,025 out of 2,229 households) have low incomes (that is, below 60% of median household incomes) ...*
- *About 70% of working age Te Hiku people (16-64 years) earn less than \$30,000 per annum which is [a higher proportion] than the national population or Te Hiku iwi members living elsewhere⁷⁰*

Census data for the inquiry data area show a similar pattern, which has again continued into 2018. In 2006, the average (mean) income for individual Māori aged over 15 years living in the inquiry data area was \$20,600, compared to \$24,300 for non-Māori living in the inquiry data area, \$24,800 for the national Māori population, and \$31,700 for the national non-Māori population. The average (mean)

⁷⁰ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed: 19 October 2022, pp 31-33.

income for the national non-Māori population was 1.5 times that of Māori living in the inquiry data area.⁷¹

Between 2006 and 2018, incomes rose at a higher rate across Aotearoa when compared to those in the inquiry data area, and non-Māori incomes rose at a faster rate than Māori incomes within each geographical group. By 2018, the income gap had increased to where the average (mean) income for the national non-Māori population (the highest earning group) was 1.7 times that of Māori living in the inquiry data area (the lowest earning group). The average (mean) income for Māori living in the inquiry data area was \$25,900, compared to \$31,900 for non-Māori living in the inquiry data area, \$33,300 for the national Māori population, and \$44,100 for the national non-Māori population.⁷² This is shown below in **Table 2.1** and **Figure 2.4**. **Table 2.1** also includes median (middle) figures, which are much lower and show that non-Māori incomes rose at a higher rate than Māori incomes, both in the inquiry data area and across Aotearoa.

Table 2.1: Mean (average) and median (middle) incomes for individuals aged 15 years and over in the inquiry data area and Aotearoa, 2006, 2013, 2018

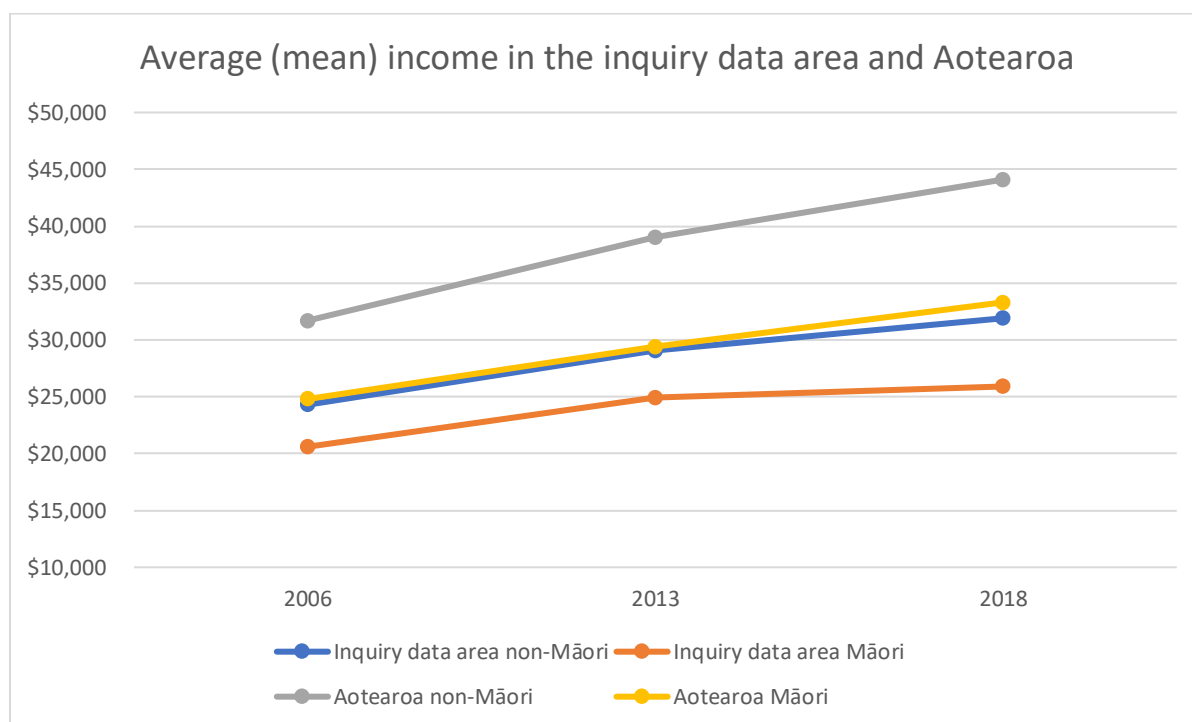
	Inquiry data area Māori		Inquiry data area non-Māori		Aotearoa Māori		Aotearoa non-Māori	
	Mean	Median	Mean	Median	Mean	Median	Mean	Median
2006	\$20,600	\$16,800	\$24,300	\$18,400	\$24,800	\$20,900	\$31,700	\$25,000
2013	\$24,900	\$18,900	\$29,100	\$21,400	\$29,400	\$22,500	\$39,000	\$29,400
2018	\$25,900	\$19,200	\$31,900	\$22,800	\$33,300	\$24,300	\$44,100	\$33,300
	26% increase	14% increase	31% increase	24% increase	34% increase	16% increase	39% increase	33% increase

Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁷¹ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁷² Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 2.4: Average (mean) income in the inquiry data area and Aotearoa



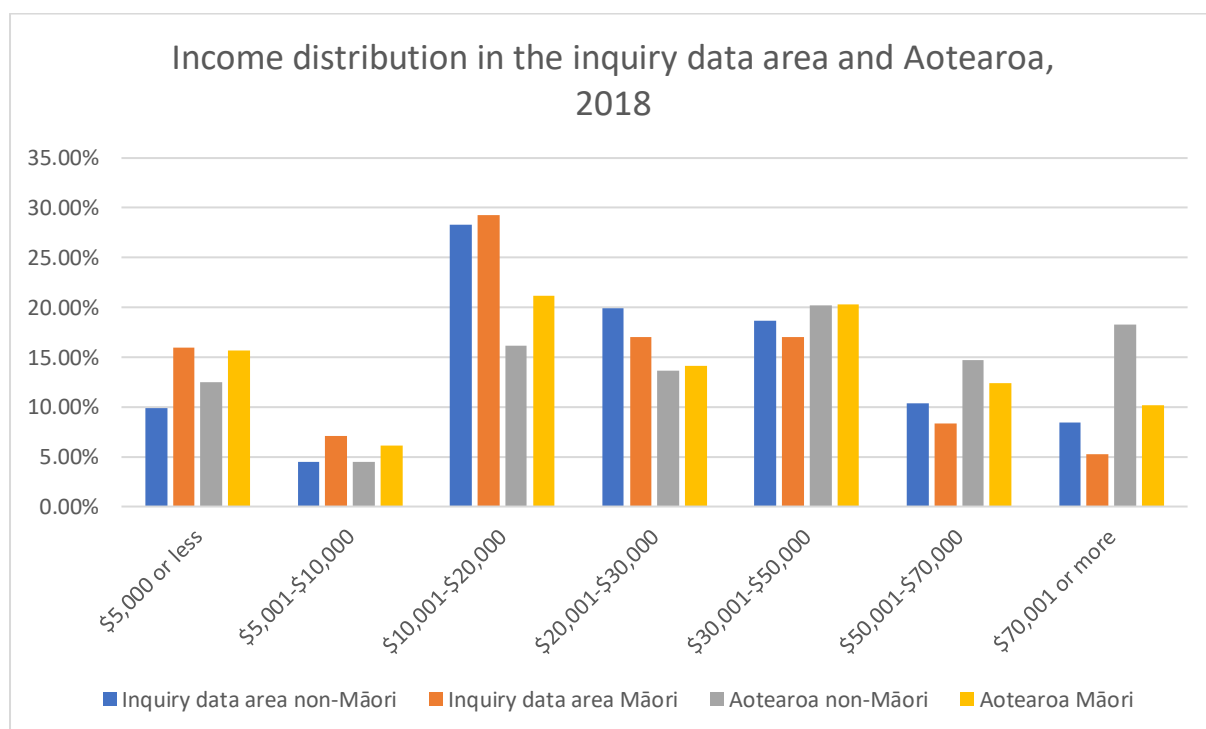
Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

In 2018, 16.0 percent of Māori living in the inquiry data area aged 15 years and over earned \$5,000 or less, compared to 9.9 percent of non-Māori living in the inquiry data area, 15.7 percent of the national Māori population, and 12.5 percent of the national non-Māori population.

Only 5.3 percent of Māori in the inquiry data area earned more than \$70,000, compared to 8.4 percent of non-Māori in the inquiry data area, 10.2 percent of the national Māori population, and 18.3 percent of the national non-Māori population. Non-Māori living in the inquiry data area are 1.6 times more likely to earn over \$70,000 than Māori living in the inquiry data area, while the national Māori population and national non-Māori population were 1.9 and 3.5 times more likely to earn over \$70,000 respectively.⁷³ This is shown below in **Figure 2.5**. The precise figures are shown in tables in Appendix C.

⁷³ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 2.5: Income distribution in the inquiry data area and Aotearoa, 2018

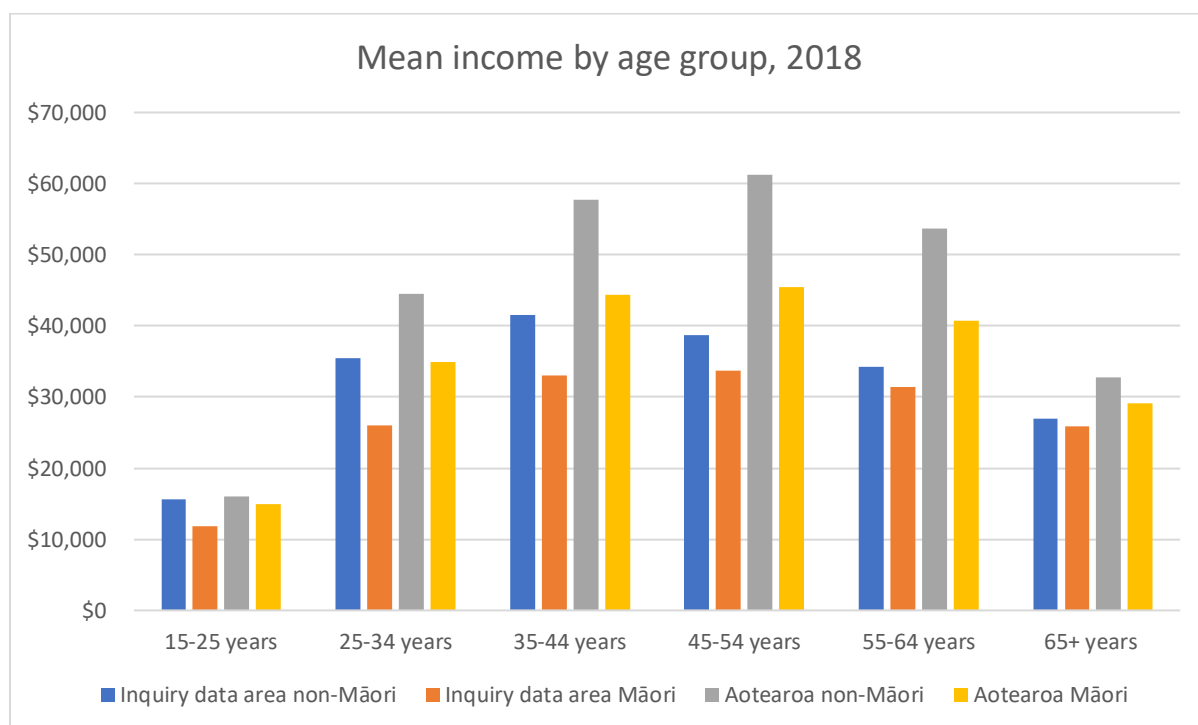


Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

In 2018, individuals aged between 45 and 54 years earned the highest average (mean) income for Māori in the inquiry data area (with a mean income of \$33,700), the national Māori population (with a mean income of \$45,400), and the national non-Māori population (with a mean income of \$61,300). For non-Māori living in the inquiry data area, the highest earning group was individuals aged between 35 and 44 years (with a mean income of \$41,500).⁷⁴ Average (mean) incomes by age group are shown below in **Figure 2.6**, and the precise figures are shown in tables in Appendix C.

⁷⁴ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 2.6: Mean income by age group, 2018

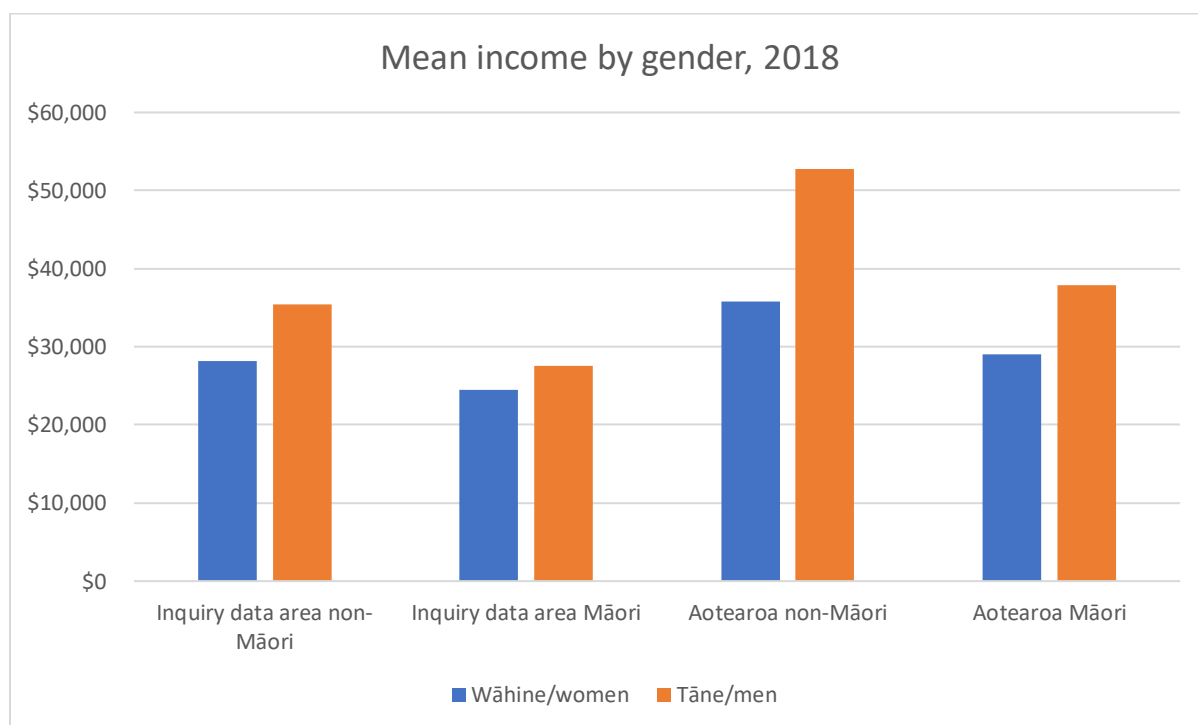


Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Tāne/men earned more than wāhine/women across all comparison groups in 2018. The largest gender gap was among the national non-Māori population, with non-Māori women on average earning 68 percent that of non-Māori men (with a mean income of \$35,800 for women compared to \$52,800 for men). The smallest gender gap was among Māori living in the inquiry data area, with wāhine Māori on average earning 89 percent that of tāne Māori (with a mean income of \$24,500 for wāhine compared to \$27,600 for tāne).⁷⁵ This is shown below in **Figure 2.7**. The precise figures are shown in tables in Appendix C.

⁷⁵ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 2.7: Mean income by gender, 2018



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

2.2.3 Income support

A higher proportion of Māori living in the inquiry data area received government income support compared to non-Māori living in the inquiry data area, the national Māori population, and the national non-Māori population. This chapter uses Stats NZ's definition of 'income support' as measured in the Census, which are slightly different for the years 2006 and 2013, and 2018. For 2006 and 2013, 'income support' included:

- Unemployment Benefit;
- Sickness Benefit;
- Domestic Purposes Benefit;
- Invalids Benefit;
- Student Allowance; and
- Other government benefits, government income support payments, war pensions, or paid parental leave.

In 2018 'income support' included:

- Jobseeker Support;
- Sole Parent Support;

- Supported Living Payment;
- Student Allowance; and
- Other government benefits, government income support payment, war pensions or paid parental leave.⁷⁶

In 2006, Māori living in the inquiry data area, aged 15 years and over, received one or more forms of income support at more than twice the rate of non-Māori in the inquiry data area (36.6 percent compared to 17.2 percent), 1.2 times the rate of the national Māori population (30.0 percent), and 2.8 times the rate of the national non-Māori population (13.3 percent).⁷⁷

Between 2006 and 2013, the proportion of people receiving one or more form of income support increased for Māori living in the inquiry data area (from 36.6 percent to 38.1 percent), the national Māori population (from 30.0 percent to 31.5 percent), and the national non-Māori population (from 13.3 percent to 14.1 percent). Between 2013 and 2018, this decreased again for all comparison groups except Māori living in the inquiry data area, which saw an increase from 38.1 percent to 39.8 percent.⁷⁸

Overall, between 2006 and 2018, the gap between Māori living in the inquiry data area and the other comparison groups increased. The proportion of Māori living in the inquiry data area receiving one or more forms of income support increased (by nine percent from 36.6 percent to 39.8 percent), while for the other comparison groups it remained stable or decreased. Rates for non-Māori living in the inquiry data area decreased from 17.2 percent to 16.2 percent (a decrease of six percent), rates for the national Māori population remained stable (at 30.0 percent and 29.9 percent respectively), and rates for the national non-Māori population decreased from 13.3 percent to 11.9 percent (a decrease of 11 percent).⁷⁹

By 2018, Māori living in the inquiry data area received income support at 2.5 times the rate of non-Māori in the inquiry data area (39.9 percent compared to 16.2 percent), 1.3 times the rate of the national Māori population (29.9 percent), and 3.4 times the rate of the national non-Māori population (11.9 percent).⁸⁰ These trends are shown below in **Figure 2.8**. The precise figures are shown in tables in Appendix C.

⁷⁶ Correspondence received from Stats NZ on 9 November 2022; customised data provided by Stats NZ between 28 September and 6 October 2022.

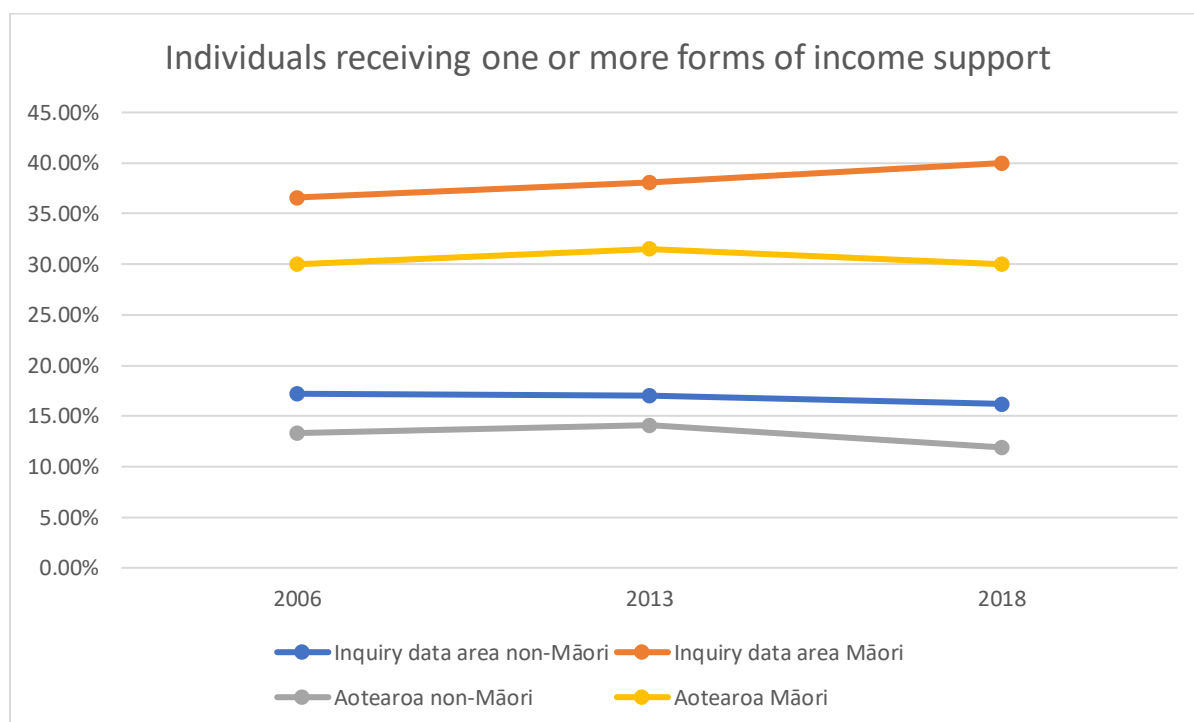
⁷⁷ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁷⁸ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁷⁹ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁸⁰ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 2.8: Individuals receiving one or more forms of income support

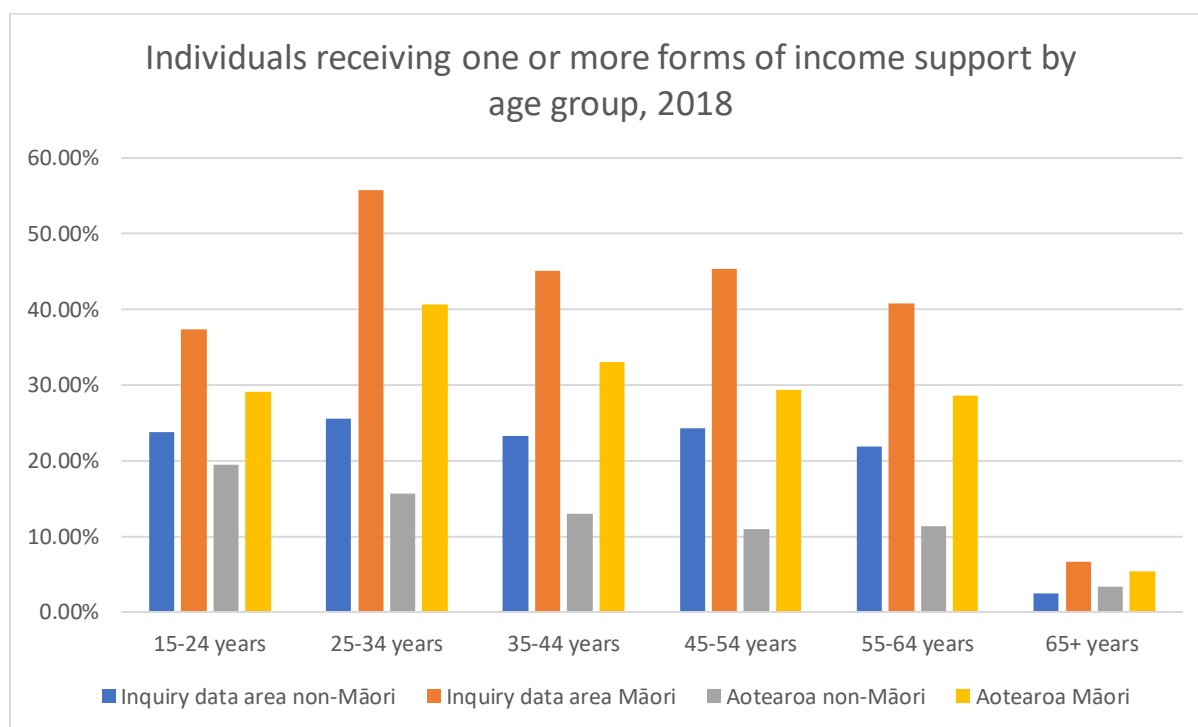


Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Young adults aged between 25 and 34 years were more likely to receive income support among all comparison groups, except the national non-Māori population, which were more likely to receive income support when they were younger, aged between 15 and 24 years. In 2018, over half of Māori living in the inquiry data area aged between 25 and 34 years were receiving one or more forms of income support, at 55.8 percent. In comparison, 25.6 percent of non-Māori living in the inquiry data area and 40.1 percent of the national Māori population in this age group were receiving one or more forms of income support. The age group with the highest proportion of income support for the national non-Māori population, those aged between 15 and 24 years, received income support at a rate of 19.5 percent. Māori living in the inquiry data area had the highest proportion of individuals receiving income support across all age groups.⁸¹ This is shown below in **Figure 2.9**. The precise figures are shown in tables in Appendix C.

⁸¹ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 2.9: Individuals receiving one or more forms of income support by age group, 2018

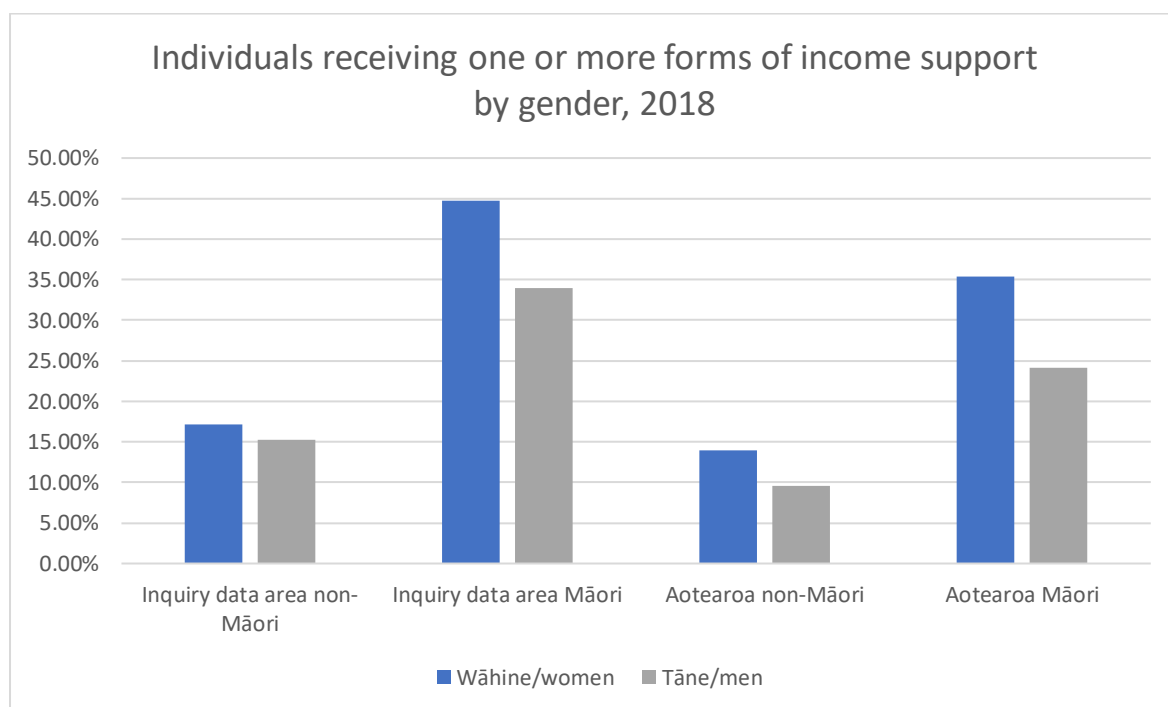


Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Māori and non-Māori wāhine/women received income support at higher rates than Māori and non-Māori tāne/men, both in the inquiry data area and across Aotearoa. In 2018, 44.7 percent of wāhine Māori living in the data inquiry area were receiving some form of income support, compared to 34.0 percent of tāne Māori. 17.1 percent of non-Māori women living in the inquiry data area received income support, compared to 15.3 percent of non-Māori men in the inquiry data area. Gender differences were more pronounced among the national population, with Māori and non-Māori wāhine/women receiving income support at 1.5 times the rate of Māori and non-Māori tāne/men. 35.4 percent of wāhine Māori among the national population were receiving income support compared to 24.1 percent of tāne Māori. 14.0 percent of non-Māori women among the national populations were receiving income support compared to 9.6 percent of non-Māori men.⁸² This is shown below in **Figure 2.10**. The precise figures are shown in tables in Appendix C.

⁸² Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 2.10: Individuals receiving one or more forms of income support by gender, 2018



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

2.2.4 New Zealand Index of Deprivation

The New Zealand Index of Deprivation is produced by the University of Otago using data collected through the New Zealand Census. It measures nine variables to provide a picture of relative socioeconomic position at the 'Statistical Area 1' level – the geographical unit defined by Stats NZ that usually contains between 100 and 200 people.⁸³ Each geographical unit is given a socioeconomic 'deprivation score', or rating, from one to ten. A rating of one represents the ten percent of the country with the least socioeconomic disadvantage and a rating of ten represents the ten percent of the country with the highest socioeconomic disadvantage. Ratings represent geographical areas not individuals.⁸⁴

The following table lists the Census variables used in the 2018 New Zealand Index of Deprivation. The process of calculating the index has changed over time, but the 2018 method has been used for the 2006, 2013, and 2018 data shown in this report, meaning ratings for each year can be directly compared.

⁸³ The different geographical units measured by Stats NZ are discussed in further detail in the Introduction to this report.

⁸⁴ Aitkinson, June, Peter Crampton, and Clare Slamond, *NZDep2018 analysis of Census 2018 variables*. University of Otago, 31 March 2021, available: <https://www.otago.ac.nz/wellington/departments/publichealth/otago830998.html>, accessed 21 July 2022.

Table 2.2: List of variables used to calculate the 2018 New Zealand Index of Deprivation

Dimension of deprivation	Description of variable (in order of decreasing weight in the index)
Communication	People with no access to the Internet at home
Income	People aged 18-64 receiving a means tested benefit
Income	People living in equivalised* households with income below an income threshold
Employment	People aged 18-64 unemployed
Qualifications	People aged 18-64 without any qualifications
Owned home	People not living in own home
Support	People aged <65 living in a single parent family
Living space	People living in equivalised* households below a bedroom occupancy threshold
Living condition	People living in dwellings that are always damp and/or always have mould greater than A4 size

*Equivalisation: methods used to control for household composition.

Source: Aitkinson, June, Peter Crampton, and Clare Slamond, *NZDep2018 analysis of Census 2018 variables*. University of Otago, 31 March 2021, available: <https://www.otago.ac.nz/wellington/departments/publichealth/otago830998.html>, accessed 21 July 2022, p. 6.

In the years 2006, 2013, and 2018, all areas within the inquiry data area were given a socioeconomic deprivation rating between six and ten, meaning all areas were within the half of the country with the highest socioeconomic disadvantage. In 2006, the average (mean) socioeconomic deprivation rating for Māori living in the inquiry data area was 9.3, compared to 8.8 for non-Māori living in the inquiry data area, 7.4 for the national Māori population, and 5.5 for the national non-Māori population (the mean rating being the average rating allocated to the areas Māori and non-Māori individuals live in).⁸⁵

For Māori living in the inquiry data area, the mean rating was 9.2 in 2013, and 9.3 in 2018. For non-Māori living in the inquiry data area, the mean rating was 8.7 in both 2013 and 2018.⁸⁶ Within the inquiry data area, in 2018, Kaitaia West rated highest on the socioeconomic deprivation index,

⁸⁵ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁸⁶ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

followed by Kaitaia East.⁸⁷ For the national Māori population, the mean rating lowered slightly to 7.2 in 2013, and again to 7.0 in 2018. For the national non-Māori population, the mean rating also dipped slightly to 5.3 in 2013, and 5.2 in 2018.⁸⁸ This is shown below in **Table 2.3** and **Figure 2.11**.

Median (middle) ratings are also provided in **Table 2.3** and **Figure 2.12**. They show larger discrepancies between Māori and non-Māori across Aotearoa, but within the inquiry data area, show a larger discrepancy in 2006 (10 for Māori, 8.5 for non-Māori), a higher deprivation rating for non-Māori in 2013 (9 for Māori, 9.5 for non-Māori), and an equal rating in 2018 (9.5 for Māori and non-Māori).

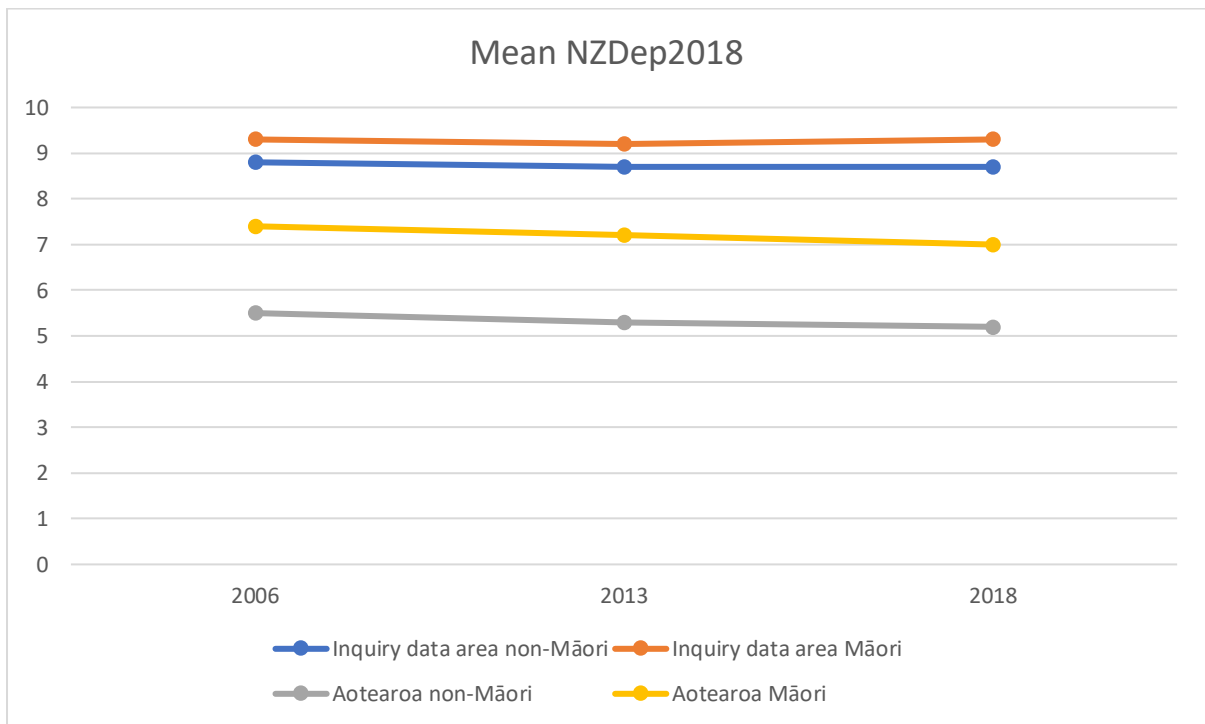
Table 2.3: Mean socioeconomic deprivation rating (NZDep2018) in the inquiry data area and in Aotearoa, 2006-2018

	Approx. inquiry area				Aotearoa			
	Māori		Non-Māori		Māori		Non-Māori	
	Mean	Median	Mean	Median	Mean	Median	Mean	Median
2006	9.3	10	8.8	8.5	7.4	8	5.5	5
2013	9.2	9	8.7	9.5	7.2	7.5	5.3	5
2018	9.3	9.5	8.7	9.5	7	8	5.2	5.5

⁸⁷ Each Statistical Area 1 is given a scaled principal component score or interval variable, which the 10-point scale is derived from. See Aitkinson, June, Peter Crampton, and Clare Slamond, *NZDep2018 analysis of Census 2018 variables*. University of Otago, 31 March 2021, available: <https://www.otago.ac.nz/wellington/departments/publichealth/otago830998.html>, accessed 21 July 2022, p 6; Stats NZ, Tauranga Aotearoa, 'Census of Population and Dwellings usual residence data', compiled and presented in atlas.id by .id (informed decisions), available: <https://atlas.idnz.co.nz/far-north>, accessed 22 July 2022.

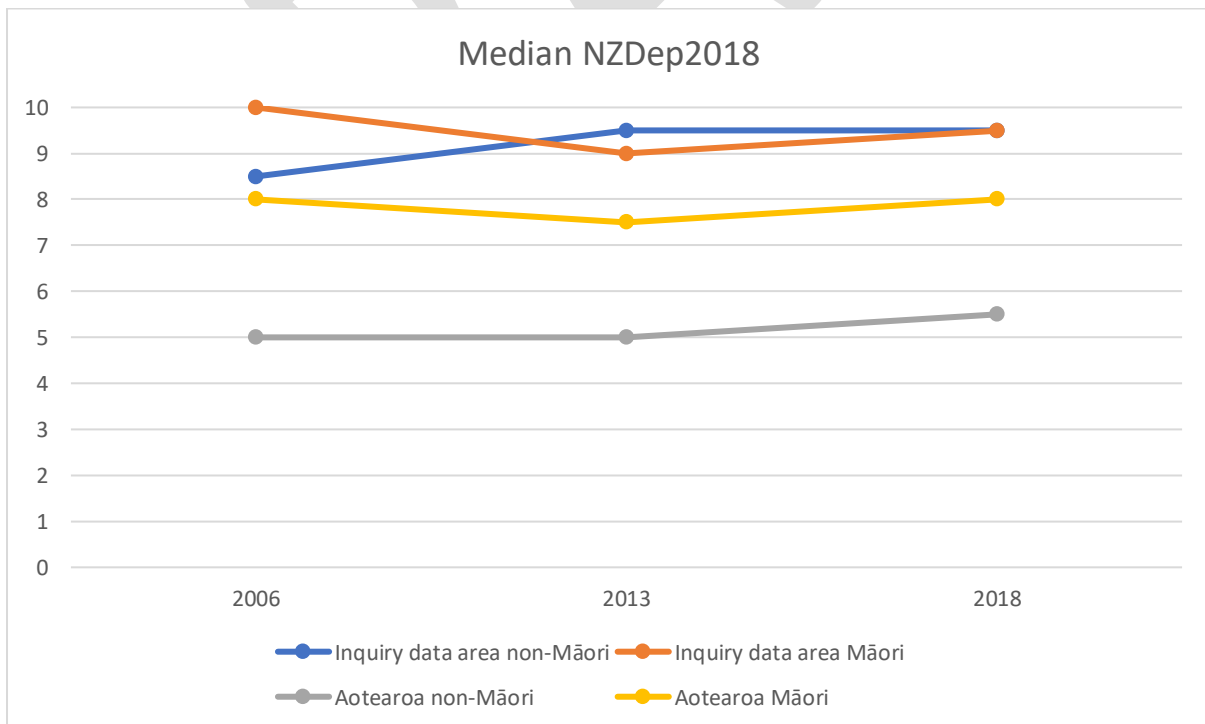
⁸⁸ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 2.11: Mean NZDep2018



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

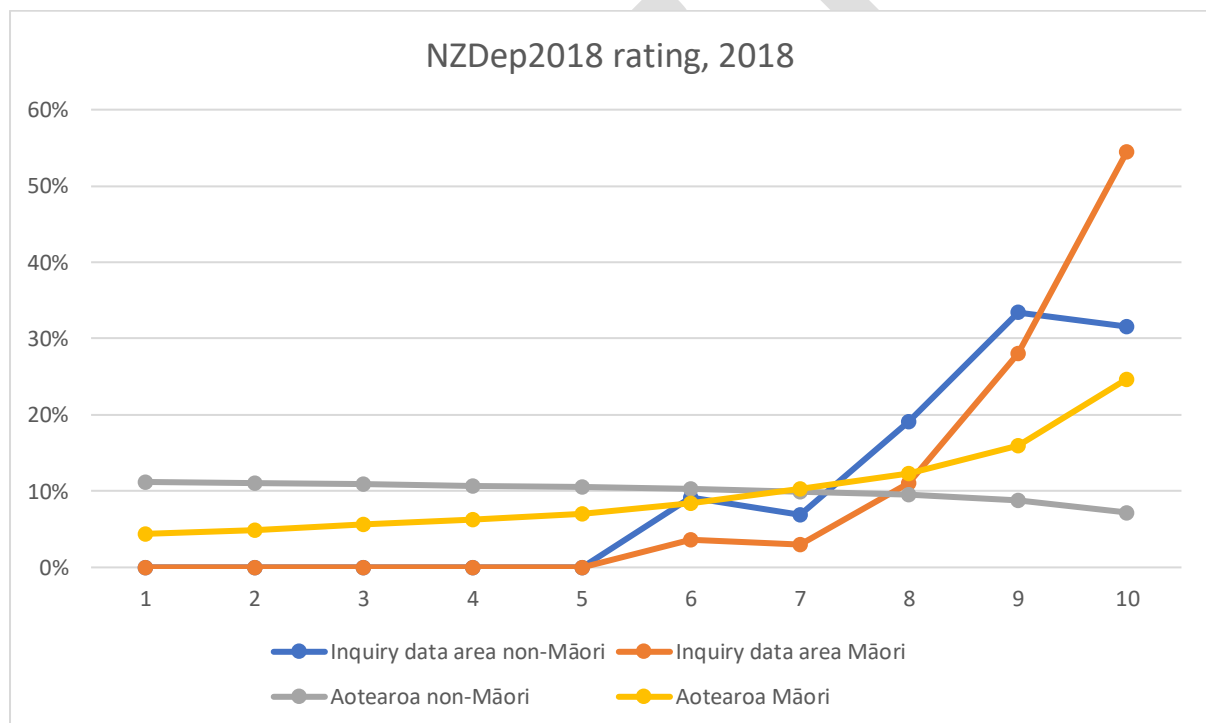
Figure 2.12: Median NZDep2018



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

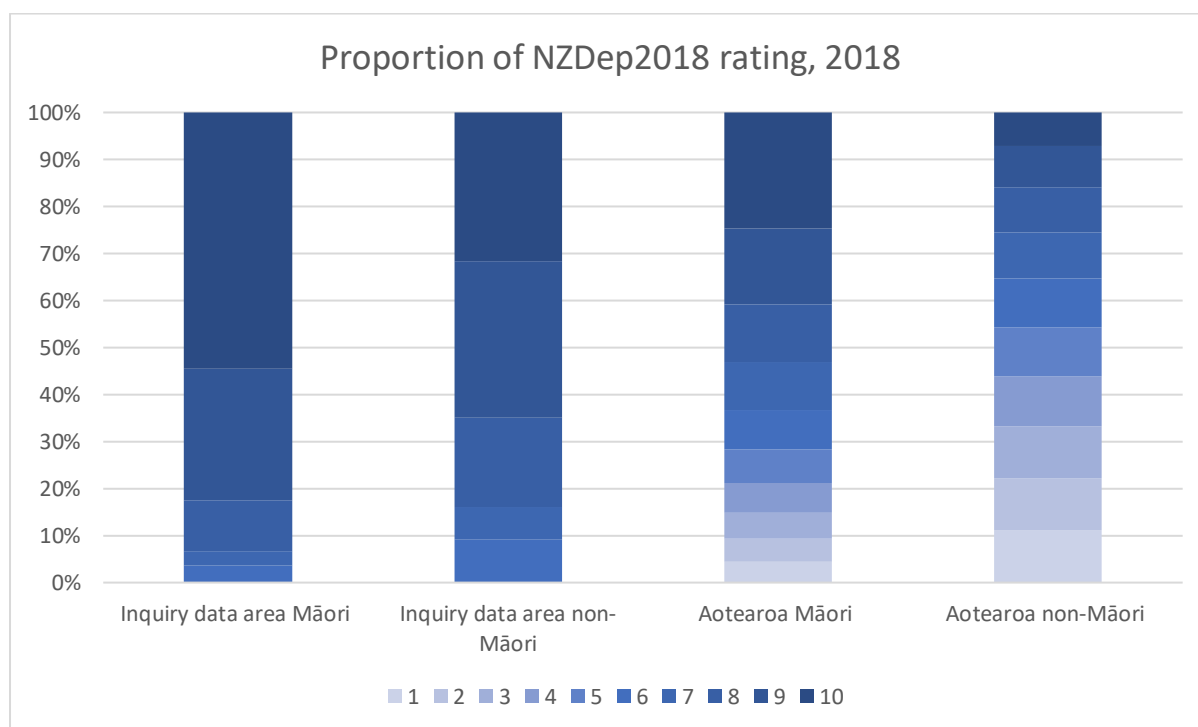
Figures for 2018 show 54.5 percent of Māori in the inquiry data area lived in areas with a socioeconomic deprivation rating of ten, compared to 31.6 percent of non-Māori. In other words, more than half of Māori living in the inquiry data area lived in the ten percent of the country with the highest socioeconomic disadvantage. 3.6 percent of Māori lived in areas with a rating of six (the least disadvantaged in the inquiry data area), compared to 9.1 percent of non-Māori. **Figures 2.13** and **2.14** below show the percentage of people living in areas with each socioeconomic deprivation rating for Māori and non-Māori in the inquiry data area, and Māori and non-Māori across Aotearoa. The precise figures are shown in tables in Appendix C.

Figure 2.13: NZDep2018 rating, 2018



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 2.14: Proportion of NZDep2018 rating, 2018



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

2.3 Crown strategies to improve employment outcomes for Māori in Te Tai Tokerau 2002-2020

This section discusses Crown strategies implemented between 2002 and 2020 to improve employment outcomes for Māori in Te Tai Tokerau between 2002 and 2020 and, where possible, in the Far North District and anticipated inquiry district. The section begins with an overview of a strategy for growing Te Tai Tokerau Māori economy developed by Te Taitokerau Iwi Chief Executives' Consortium in 2015 and resourced by Te Puni Kōkiri: *He Tangata, He Whenua, He Oranga: An Economic Growth Strategy for the Taitokerau Maori Economy*.⁸⁹ The section then examines Crown funds and programmes that have invested in Te Tai Tokerau Māori communities and national programmes that have had a particular impact on the area, including: the Ministry of Business, Innovation and Employment's Provincial Growth Fund, COVID-19 Response and Recovery Fund, He Poutama Taitamariki, and He Poutama Taitamariki; Te Puni Kōkiri's Whenua Māori Fund, Māori

⁸⁹ Te Taitokerau Iwi Chief Executives' Consortium, *He Tangata, He Whenua, He Oranga: An Economic Growth Strategy for the Taitokerau Maori Economy*, February 2015, available: https://ndhadeliver.natlib.govt.nz/delivery/DeliveryManagerServlet?dps_pid=IE25597913, accessed 19 August 2022.

Development Fund, the national Cadetship Programme, and Taiohi Arahau; Northland Regional Council and Far North District Council business support; and the national Māori trade training programmes. The section ends with an overview of Te Hiku Social Development and Wellbeing Accord, a Māori-Crown partnership in the anticipated inquiry district that aims to tackle social issues, particularly education, justice, and the economy. The Accord was initially signed by Te Hiku iwi and the Crown in 2013, and, after several years of stagnation, reset in 2018.

There is little evidence of targeted Crown interventions or partnerships to improve income and employment outcomes in the Far North prior to the late 2010s. Nor is there much evidence of sustained interventions by the Crown, as initiatives and funding sources tend to change frequently. It also remains unclear what the impact of these more recent investments from 2016 onwards have had on income and employment outcomes for Muriwhenua Māori, as there have been few evaluations to measure their outcomes. Where evaluations have been undertaken, they show some successes through qualitative data, but lack quantitative data showing improved outcomes. As the previous section has outlined, employment and income outcomes have worsened rather than improved between 2006 and 2018 across several measures.

2.3.1 He Tangata, He Whenua, He Oranga: An Economic Growth Strategy for the Taitokerau Maori Economy, 2015

The Regional Growth Programme (2014) and the Tai Tokerau Northland Economic Action Plan (2016)

The Government established the Regional Growth Programme in 2014 to promote regional economic growth, initially in four regions: Te Tai Tokerau (Northland); Te Moana-a-Toi (Bay of Plenty), Tairāwhiti/Te Matau-a-Māui (East Coast/Hawkes Bay), and Manawatū-Whanganui. It was later extended to also include Waikato, Taranaki, Waitaha (Canterbury), Te Tai Poutini (West Coast), and Murihiku (Southland).⁹⁰ A Tai Tokerau Northland Economic Action Plan was launched in early 2016.⁹¹

From 2013, a series of discussions were held around the growing rate of youth not in education, employment, or training, as well as workforce and employment issues in regional Aotearoa. These discussions occurred between ‘regional stakeholders’, the Ministry of Business, Innovation and

⁹⁰ Ministry of Business, Innovation and Employment, Hīkina Whakatutuki and Ministry for Primary Industries, Manatū Ahu Matua, *The Regional Growth Programme*, June 2017, available: <https://www.mpi.govt.nz/dmsdocument/18719-regional-growth-programme-2017-brochure#:~:text=The%20programme%20has%20been%20designed,Hawke%27s%20Bay%20and%20Manawat%C5%AB%2DWhanganui>, accessed 10 November 2022.

⁹¹ Tai Tokerau Northland Economic Action Plan Advisory Group, *Tai Tokerau Northland Economic Action Plan: 2019 Refresh*, Northland Inc, 2019, <https://www.northlandnz.com/assets/Files-for-Download/Corporate-Library-Documents/2019-Tai-Tokerau-Northland-Economic-Action-Plan.pdf>, accessed 20 September 2022.

Employment, and the Ministry for Primary Industries. It is unclear from sources located in the preparation of this report whether ‘regional stakeholders’ included iwi and/or hapū representatives at this time. Following the discussions, the Ministry of Business, Innovation and Employment commissioned independent consultants to develop regional growth study reports in Northland, Bay of Plenty, and Manawatū/Whanganui. The Northland Growth Study was the first Regional Growth Study report published, in early 2014. That same year the Ministry for Primary Industries agreed to co-lead the Regional Growth Studies programme.⁹²

In 2015 the Minister for Economic Development at the time, Steven Joyce, indicated that a shift to a more regional-focused approach to supporting economic growth would require ‘linkages across the work of government at a ministerial level, as well as at the senior level in government agencies’. In response, the Regional Economic Development Ministers Group (comprised of three ministers) was formed to link up the Regional Growth Programme with other relevant government work. The Senior Regional Officials Group was also formed to bring together Deputy Chief Executives from the Ministry of Business, Innovation and Employment, the Ministry for Primary Industries, Te Puni Kōkiri, the Ministry of Social Development, the Department of Conservation, the Department of Internal Affairs, the Public Service Commission (formerly the State Services Commission), the Ministry of Transport, and the Ministry of Justice to support the work. At around the same time, a group described as comprising ‘regional stakeholders who received and worked with the Regional Growth Studies’, known as the Northland Technical Advisory Group, formed to translate the findings of the Northland Growth Study report into a Tai Tokerau Northland Economic Action Plan.⁹³

The Northland Technical Advisory Group launched a Tai Tokerau Northland Economic Action Plan in early 2016.⁹⁴ It remains unclear whether ‘regional stakeholders’ included iwi or hapū representatives.

⁹² Judy Oakden, Kellie Spee, Michelle Moss, Kataraina Pipi, Roxanne Smith and Julian King, *Evaluation of the Regional Growth Programme implementation and ways of working*, Pragmatica for the Ministry of Business, Innovation and Employment, 2017, available: <https://www.mbie.govt.nz/dmsdocument/11484-evaluation-of-the-regional-growth-programme-implementation-and-ways-of-working-2017-pdf>, accessed 13 September 2022, pp 62-65.

⁹³ Judy Oakden, Kellie Spee, Michelle Moss, Kataraina Pipi, Roxanne Smith and Julian King, *Evaluation of the Regional Growth Programme implementation and ways of working*, Pragmatica for the Ministry of Business, Innovation and Employment, 2017, available: <https://www.mbie.govt.nz/dmsdocument/11484-evaluation-of-the-regional-growth-programme-implementation-and-ways-of-working-2017-pdf>, accessed 13 September 2022, pp 63-64.

⁹⁴ Tai Tokerau Northland Economic Action Plan Advisory Group, *Tai Tokerau Northland Economic Action Plan: 2019 Refresh*, Northland Inc, 2019, <https://www.northlandnz.com/assets/Files-for-Download/Corporate-Library-Documents/2019-Tai-Tokerau-Northland-Economic-Action-Plan.pdf>, accessed 20 September 2022; Judy Oakden, Kellie Spee, Michelle Moss, Kataraina Pipi, Roxanne Smith and Julian King, *Evaluation of the Regional Growth Programme implementation and ways of working*, Pragmatica for the Ministry of Business, Innovation and Employment, 2017, available: <https://www.mbie.govt.nz/dmsdocument/11484-evaluation-of-the-regional-growth-programme-implementation-and-ways-of-working-2017-pdf>, accessed 13 September 2022, p 65.

The Minister for Primary Industries at the time, Nathan Guy, speaking at the launch of the Tai Tokerau Northland Economic Action Plan, stated a ‘large number of the projects in the Action Plan involve[d] iwi/Māori and support[ed] the outcomes of He Tangata, He Whenua, He Oranga - the Māori Economic Development Strategy for Northland’ (discussed in the following section).⁹⁵ In 2016, \$44 million for use over four years was allocated to the Regional Growth Programme to fund ‘business and communities to boost regional economic growth through pioneering, cross-sectoral, cross-cultural initiatives’.⁹⁶ The fund was referred to as the Regional Growth Initiative Multi Year Appropriation, and ran between 2016 and 2021. In the Muriwhenua district, \$50,000 from this fund was provided for project management of Te Hiku Dune Lakes.⁹⁷

He Tangata, He Whenua, He Oranga: An Economic Growth Strategy for the Taitokerau Maori Economy, 2015

A parallel economic growth strategy for the Tai Tokerau Māori economy, called *He Tangata, He Whenua, He Oranga: An Economic Growth Strategy for the Taitokerau Maori Economy*, was launched in 2015 by Te Taitokerau Iwi Chief Executives’ Consortium and resourced by Te Puni Kōkiri. Te Taitokerau Iwi Chief Executives’ Consortium is made up of representatives from Te Rūnanga Nui o Te Aupōuri, Te Rūnanga o Te Rarawa, Te Rūnanga o Whaingaroa, Te Rūnanga a Iwi o Ngāpuhi, Ngātiwai Trust Board, and Te Rūnanga o Ngāti Whātua. Ngāi Takoto assists with strategy. Te Taitokerau Iwi Chief Executives’ Consortium has described the strategy as ‘the first independently developed, regional Maori, tikanga based, economic growth strategy in the country.’⁹⁸ The strategy is resourced by Te Puni Kōkiri and sits alongside the Government’s broader strategy to promote economic growth

⁹⁵ Nathan Guy, ‘Action plan to help grow Northland’, press release, 4 February 2016, available: <https://www.beehive.govt.nz>, accessed 24 May 2022, para 11.

⁹⁶ Judy Oakden, Kellie Spee, Michelle Moss, Kataraina Pipi, Roxanne Smith and Julian King, *Evaluation of the Regional Growth Programme implementation and ways of working*, Pragmatica for the Ministry of Business, Innovation and Employment, 2017, available: <https://www.mbie.govt.nz/dmsdocument/11484-evaluation-of-the-regional-growth-programme-implementation-and-ways-of-working-2017-pdf>, accessed 13 September 2022, p 66.

⁹⁷ Kānoa Regional Economic Development and Investment Unit, ‘All Kānoa – RDU projects’, 31 July 2022, available: <https://www.growregions.govt.nz/established-funds/what-we-have-funded/>, accessed 4 August 2022.

⁹⁸ Te Taitokerau Iwi Chief Executives’ Consortium, *He Tangata, He Whenua, He Oranga: An Economic Growth Strategy for the Taitokerau Maori Economy*, February 2015, available: https://ndhadeliver.natlib.govt.nz/delivery/DeliveryManagerServlet?dps_pid=IE25597913, accessed 19 August 2022, pp 6, 8.

in Te Tai Tokerau, the *Tai Tokerau Northland Economic Action Plan*, which was developed in 2016 and refreshed in 2019.⁹⁹

He Tangata, He Whenua, He Oranga is also subject to the oversight of Te Kahu O Tainui, the Taitokerau Iwi Chairs' Forum, which includes Ngāti Kuri and Ngāti Kahu.¹⁰⁰ Te Kahu o Tainui was formed in the year 2006/2007 to enable Te Tai Tokerau Iwi Chairs to wānanga on Te Tai Tokerau whānau, hapū, and marae issues.¹⁰¹

An independent evaluation of the broader Regional Growth Programme was prepared for the Ministry of Business, Innovation and Employment and the Ministry for Primary Industries in 2017. The evaluation revealed the tension between the Regional Growth Programme and the regional Māori economic action plans that had been implemented around the country (including *He Tangata, He Whenua, He Oranga*). The evaluation revealed that the Government's broader economic action plans were prioritised over the iwi-developed Māori economic strategies. According to one unnamed 'Regional Māori stakeholder', there were '11 agencies around the table putting their resources into the economic action plan and then there [was] this Māori strategy waving in the wind as if it didn't matter.' This was mirrored by a Government agency personnel, who stated, 'I don't think the strategy we had of letting Māori develop parallel strategies to work with the action plans necessarily worked. They have just been left behind'.¹⁰²

Both 'regional stakeholders' and Government agencies pointed out that 'Māori capacity to effectively engage in, co-design and influence regional priorities and plans across diverse Iwi boundaries in a region is limited', that funding to increase this capacity 'has been difficult and frustrating to attain', and that accessing Regional Growth Programme funding requires '[s]ignificant time and energy'.¹⁰³

⁹⁹ Tai Tokerau Northland Economic Action Plan Advisory Group, *Tai Tokerau Northland Economic Action Plan: 2019 Refresh*, Northland Inc, 2019, <https://www.northlandnz.com/assets/Files-for-Download/Corporate-Library-Documents/2019-Tai-Tokerau-Northland-Economic-Action-Plan.pdf>, accessed 20 September 2022.

¹⁰⁰ Te Taitokerau Iwi Chief Executives' Consortium, *He Tangata, He Whenua, He Oranga: An Economic Growth Strategy for the Taitokerau Maori Economy*, February 2015, available: https://ndhadeliver.natlib.govt.nz/delivery/DeliveryManagerServlet?dps_pid=IE25597913, accessed 19 August 2022, p 8.

¹⁰¹ Ministry of Business, Innovation and Employment, *Tai Tokerau Regional Skills Leadership Group. Regional Labour Market Overview*, 29 September 2021, available: <https://www.mbie.govt.nz/dmsdocument/17919-tai-tokerau-regional-labour-market-overview>, accessed 24 May 2022.

¹⁰² Oakden, Judy; Spee, Kellie; Moss, Michelle; Pipi, Kataraina; Smith, Roxanne; King, Julian, *Evaluation of the Regional Growth Programme implementation and ways of working*, Pragmatica for the Ministry of Business, Innovation and Employment, 2017, available: <https://www.mbie.govt.nz/dmsdocument/11484-evaluation-of-the-regional-growth-programme-implementation-and-ways-of-working-2017-pdf>, accessed 13 September 2022, p 52.

¹⁰³ Judy Oakden, Kellie Spee, Michelle Moss, Kataraina Pipi, Roxanne Smith and Julian King, *Evaluation of the Regional Growth Programme implementation and ways of working*, Pragmatica for the Ministry of Business, Innovation and Employment, 2017, available: <https://www.mbie.govt.nz/dmsdocument/11484-evaluation-of>

The evaluation highlighted the need for better partnerships with Māori to be a focus for both regional stakeholders and Government agencies going forward. Feedback from unnamed Māori stakeholders also pointed out that the Regional Growth Programme needed to include a focus on 'building capacity and capability of Māori to participate through providing education and training' and factor in 'environmental objectives and social outcomes desired by Māori'.¹⁰⁴

In 2017, Northland Inc (an organisation controlled by Northland Regional Council) also commissioned a study to evaluate economic development in Te Tai Tokerau. The resulting report confirmed the findings of the Regional Growth Programme evaluation highlighted above. The report included feedback from Māori groups, notably the Northland Regional Council Māori Advisory Committee and the Iwi Chief Executive Officers' Forum, that there had been insufficient engagement with Māori, resulting in inconsistencies between the Tai Tokerau Northland Economic Action Plan and *He Tangata, He Whenua, He Oranga*.¹⁰⁵ The report recommended that Northland Inc and councils further engage with Māori/iwi organisations 'on economic development priorities and services', and develop a 'partnership approach'. The review also recommended a revamp of the Tai Tokerau Northland Economic Action Plan.¹⁰⁶

Following this evaluation, in 2019 the Tai Tokerau Northland Economic Action Plan was 'refreshed' and detailed several projects that involved collaborating with hapū, iwi, and other Māori groups, including two projects in which Te Hiku iwi are described as lead or key partners:

- A feasibility study to '[i]nvestigate and implement small water solutions across Te Hiku' (2019-2022); and
- Planning for the implementation of a 'Te Tai Tokerau Māori Farming Collective with the focus on developing a Māori red meat strategy' (2019-2021).¹⁰⁷

the-regional-growth-programme-implementation-and-ways-of-working-2017-pdf, accessed 13 September 2022, p 30.

¹⁰⁴ Judy Oakden, Kellie Spee, Michelle Moss, Kataraina Pipi, Roxanne Smith and Julian King, *Evaluation of the Regional Growth Programme implementation and ways of working*, Pragmatica for the Ministry of Business, Innovation and Employment, 2017, <https://www.mbie.govt.nz/dmsdocument/11484-evaluation-of-the-regional-growth-programme-implementation-and-ways-of-working-2017-pdf>, accessed 13 September 2022, pp 18, 54.

¹⁰⁵ Northland Inc, *Review of Economic Arrangements in Northland*, Martin Jenkins Consultancy for Northland Inc, 2017, pp 7, 10.

¹⁰⁶ Northland Inc, *Review of Economic Development Arrangements in Northland: Summary Report*, Martin Jenkins Consultancy for Northland Inc, 2017, available: <https://www.nrc.govt.nz/media/gdlbibis/reviewofeconomicdevelopmentarrangementsinnorthlandfinalproofedreport20170802.pdf>, accessed 11 October 2022, pp 6, 13, 22.

¹⁰⁷ Tai Tokerau Northland Economic Action Plan Advisory Group, *Tai Tokerau Northland Economic Action Plan: 2019 Refresh*, 2019: <https://www.northlandnz.com/assets/Files-for-Download/Corporate-Library-Documents/2019-Tai-Tokerau-Northland-Economic-Action-Plan.pdf>, accessed 20 September 2022, pp 11, 17.

Further evaluations have not been undertaken since the 2019 ‘refresh’ of the Tai Tokerau Northland Economic Action Plan.

2.3.2 Kānoa Regional Economic Development and Investment Unit, 2018

The Ministry of Business, Innovation and Employment’s Kānoa Regional Economic Development and Investment Unit (previously the Provincial Development Unit) was established in 2018. The Unit manages several funds which, together with the Provincial Growth Fund (detailed below), amounted to \$4.5 billion nationally between 2018 and December 2021.¹⁰⁸ The following discussion focusses on funds and programmes administered by Kānoa that have been identified as having particular relevance for Te Tai Tokerau and, where possible, the anticipated inquiry district.

The Provincial Growth Fund, 2017

The Provincial Growth Fund was established in 2017 to provide \$1 billion per annum over three years to improve economic productivity in six regions experiencing lower levels of wealth, above-average unemployment, ‘low productivity performance’, and high numbers of individuals not in education, employment, or training. The regions were: Te Tai Tokerau (Northland); Te Moana-a-Toi (Bay of Plenty); Tairāwhiti (East Coast); Te Matau-a-Māui (Hawke’s Bay); Manawatū-Whanganui, including Horowhenua; and the Te Tai Poutini (West Coast).¹⁰⁹ The fund is administered by the Ministry of Business, Innovation and Employment’s Kānoa Regional Economic Development and Investment Unit and seeks to make investments that will raise ‘employment outcomes, including lifting skills and capability’, while focussing on ‘projects that education, welfare and social agencies are not able to fund directly.’¹¹⁰

It is unclear exactly what relationship the Provincial Growth Fund has with the Regional Growth Programme (discussed above). However, the Regional Economic Development Ministers Group and Senior Regional Officials Group, established to link up the Regional Growth Programme with the work

¹⁰⁸ Ministry of Business, Innovation and Employment, ‘Kānoa – Regional Economic Development and Investment Unit’, Ministry of Business, Innovation and Employment, <https://www.mbie.govt.nz/business-and-employment/economic-development/regional-economic-development/kanoa-regional-economic-development-investment-unit/>, last modified 8 December 2021.

¹⁰⁹ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for Ministry of Business, Innovation and Employment, 16 June 2022, available: <https://www.mbie.govt.nz/dmsdocument/21594-evaluation-of-the-provincial-growth-fund>, accessed 17 October 2022, p1.

¹¹⁰ Provincial Development Unit, *Skills, employment and capability and the Provincial Growth Fund*, Ministry of Business, Innovation and Employment, 19 June 2020, <https://www.mbie.govt.nz/dmsdocument/11490-pg-position-paper-skills-employment-capability-pdf>, accessed 11 October 2022.

of ministers and senior officials in government agencies, are involved in making formal decisions on applications made to the Provincial Growth Fund.¹¹¹

In 2019 the Government invested \$126 million in Te Tai Tokerau from the Provincial Growth Fund (or \$170 million if including multi-regional projects). The majority of the funding went to industry, infrastructural projects, and public facilities.¹¹² By September 2020, most of the total national \$3 billion Provincial Growth Fund had been allocated, and the remaining funding was earmarked for investment in post-COVID recovery projects.¹¹³ As of 31 March 2021, the Provincial Growth Fund had approved funding to the value of \$572,073,101 in Te Tai Tokerau. This appears to be the most funding approved for any of the investment regions.¹¹⁴

By July 2022 investments totalling \$32,799,475, were provided in the Muriwhenua district or involved Muriwhenua iwi. The approved funding amounts are listed in the Ministry for Business, Innovation and Employment as including:

- Te Hiku Sports Hub (\$3,000,000) for the development and construction of a sports hub in Kaitiāia;
- Ka Uri: Unearthed (\$5,423,735) to '[d]evelop and upgrade an existing tourism facility at 229 SH1, Awanui (the Complex)';
- Te Hiku (Far North) Water Solutions Project Ngāi Takoto (\$99,500) to provide a 'pre-feasibility study for a wider water project' (contract complete);
- Aupōuri Ngāti Kahu Te Rarawa (ANT) Trust (\$524,400) for a locally-owned, community-based manuka oil distillation business harvesting wild manuka and training locals in oil distillation;
- Muriwhenua Tyre Potential, Aupouri Ngāti Kahu Te Rarawa Trust (\$510,800) to fund a project that will convert end-of-life tyres into tyre chips to be sold for use as fuel;
- Atarau, Ngāti Kahu Social and Health Services Incorporated (\$736,440) to 'provide a prevention and early intervention service that supports 180 young people between the ages of 13 – 24 (over 3 years) whose lives or whanau lives may have been affected by the use of methamphetamines', and 'support people into meaningful education or employment opportunities';

¹¹¹ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for Ministry of Business, Innovation and Employment, 16 June 2022, available: <https://www.mbie.govt.nz/dmsdocument/21594-evaluation-of-the-provincial-growth-fund>, accessed 17 October 2022, p 14.

¹¹² *Northern Advocate*, 'Growing Northland: Tourism, the sleeping giant', Northern Advocate, 17 May 2019.

¹¹³ Ministry for Primary Industries, 'Regional economic development funds and programmes', <https://www.mpi.govt.nz/funding-rural-support/regional-economic-development/>, accessed 11 October 2022

¹¹⁴ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for Ministry of Business, Innovation and Employment, 16 June 2022 <https://www.mbie.govt.nz/dmsdocument/21594-evaluation-of-the-provincial-growth-fund>, accessed 17 October 2022, p 8.

- Te Urungi o Ngāti Kurī Limited (\$962,500) to ‘grow the blueberry industry on Maori-owned land in the Mid to Far North based on a plant to plate model’;
- Aupōuri Ngāti Kahu Te Rarawa Trust (ANT) (\$250,000) for a project manager to complete three applications to approval and completion stages over a 12-month period (contract complete);
- Te Urungi o Ngāti Kurī Limited (\$986,710) to provide employment in ‘fencing waterways and riparian planting on Ngati Kuri owned land’;
- Te Mana o Te Wai – Te Hiku, Ngāti Kurī Trust Board (\$1,000,000) to provide water management infrastructure for land use transformation;
- \$1,427,730 for renovations of Te Rarawa Iwi marae;
- \$286,274 for renovations of Te Uri o Hina Marae; and
- \$228,387.50 for renovations of Te Rarawa Marae.¹¹⁵

For the most part, these investments appear to be for larger infrastructural projects. This list does not include approved funding for projects in the broader Far North or Te Tai Tokerau regions, although such projects may broadly impact the anticipated inquiry district.

An independent evaluation of the Provincial Growth Fund was undertaken by Allen and Clarke in June 2022, which considered all projects funded by the Provincial Growth Fund between December 2017 and March 2020. The evaluation highlighted a number of issues relating to conflicting goals between the Government and tangata whenua, a lack of sustained relationships, poor reporting processes, a narrow definition of how to measure success, delayed funding provision and inadequate communication. As an example, the authors stated that at times, the Fund’s focus on ‘achieving economic benefits [...] conflicted with tangata whenua concerns about intergenerational environmental sustainability and natural resource management.’¹¹⁶

The authors noted that the outcomes of the Fund could only be accurately assessed after all the funded projects had been fully implemented, identifying that infrastructure-related projects had progressed slower than anticipated, and that COVID-19 had ‘negatively impacted most projects’. However, it did note that, according to Kānoa’s data, 86 percent of the projects were on track.¹¹⁷ Of

¹¹⁵ Kānoa Regional Economic Development and Investment Unit, spreadsheet showing Kānoa Regional Economic Development and Investment Unit-managed projects, ‘What we have funded’, available: <https://www.growregions.govt.nz/established-funds/what-we-have-funded/>, accessed 4 August 2022.

¹¹⁶ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for Ministry of Business, Innovation and Employment, 16 June 2022, available: <https://www.mbie.govt.nz/dmsdocument/21594-evaluation-of-the-provincial-growth-fund>, accessed 17 October 2022, pp viii, 3.

¹¹⁷ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for Ministry of Business, Innovation and Employment, 16 June 2022 <https://www.mbie.govt.nz/dmsdocument/21594-evaluation-of-the-provincial-growth-fund>, accessed 17 October 2022, pp 47, 51.

the projects listed above, two were listed as completed in the Ministry of Business, Innovation and Employment's records as of August 2022.¹¹⁸ Further, the authors noted that more than 8,400 jobs had been created through the fund by March 2021, and that this investment was 'critical to supporting the Māori economy and asset base for future generations, as well as building the social, cultural, and spiritual wellbeing of tangata whenua'.¹¹⁹

From this evaluation, it is difficult to assess the particular impact the Provincial Growth Fund has had on Muriwhenua Māori. Of the three areas visited during the evaluation, Kaikohe was the only one in Te Tai Tokerau and there has not been any assessment quantifying the impact of the projects listed above on employment outcomes in the Muriwhenua district. No other evaluations of the Provincial Growth Fund could be located during research for this report.

COVID-19 Infrastructure Investment, 2020

The COVID-19 Response and Recovery Fund was established in 2020 as part of the Government's Budget 2020, which set aside \$50 billion for COVID-19 response and recovery.¹²⁰ According to the Ministry of Business, Innovation and Employment's records the following projects appear to fall within the Muriwhenua district. They are funded through the COVID-19 Response and Recovery Fund as part of COVID-19 Infrastructure Investment:

- Mangonui Waterfront Facilities Enhancement and Regeneration (\$1,750,000) to 'improve access to and along the Mangonui Waterfront';
- He Korowai Trust Housing Infrastructure (\$1,829,000) to provide 'site works, services, connections and internal roads' and consent costs for the development of 24 houses in Kaitāia;
- Te Hiku o te Ika Revitalisation – Paths and Walkway projects (\$7,000,000) to 'improve the infrastructure and streetscape of Ahipara, Kaitaia and Awanui';

¹¹⁸ Kānoa Regional Economic Development and Investment Unit, spreadsheet showing Kānoa Regional Economic Development and Investment Unit-managed projects, 'What we have funded', available: <https://www.growregions.govt.nz/established-funds/what-we-have-funded/>, accessed 4 August 2022.

¹¹⁹ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for Ministry of Business, Innovation and Employment, 16 June 2022 <https://www.mbie.govt.nz/dmsdocument/21594-evaluation-of-the-provincial-growth-fund>, accessed 17 October 2022, p 5.

¹²⁰ New Zealand Government, *Budget 2020: Summary of Initiatives in the COVID-19 Response and Recovery Fund (CRRF) Foundational Package*, <https://www.treasury.govt.nz/system/files/2020-05/b20-sum-initiatives-crrf.pdf>, accessed 18 October 2022, p 1.

- Northland CRP - Awanui Scheme Upgrade (\$11,400,000) to provide flood protection for Kaitāia.

Together, funding for these projects totalled \$21,979,000.¹²¹

He Poutama Rangatahi, 2017

He Poutama Rangatahi was piloted by the Ministry of Business, Innovation and Employment in 2017 as a cross-agency programme supporting Māori who are not in education, employment, or training in Te Tai Tokerau, Eastern Bay of Plenty, Te Tairāwhiti, and Hawke's Bay.¹²² The programme provided funding for local projects that provide employment pathways and pastoral support to youth who the Ministry has deemed at risk of long-term unemployment.

In 2018, the Minister of Employment, Willie Jackson, announced that three community-led projects targeting rangatahi employment outcomes in Te Tai Tokerau would receive \$4.4 million. Jackson also stated the Government had recently committed \$6.75 million over the following two years to fund seven He Poutama Rangatahi initiatives in Te Tai Rāwhiti, Te Tai Tokerau, and Ōpōtiki. He considered the programme to be 'the first of its kind', marking a shift to community-led solutions and addressing an area that he described as being 'clearly underfunded for the past nine years'.¹²³ In 2018 the Ministry of Social Development reported that 5,280 young people were being supported through the programme nation-wide.¹²⁴

An example of a training programme in Te Tai Tokerau funded through He Poutama Rangatahi is Eco Toa ('Ecological warrior'). The programme provides training for youth who are not in employment, education, or training over a five-month period to gain skills for jobs in areas such as 'pest control, weed eradication, planting and forestry.'¹²⁵ Eco Toa accessed \$400,000 through He Poutama Rangatahi funding, although it is unclear from records when this funding was allocated. Neither is it

¹²¹ Kānoa Regional Economic Development and Investment Unit, spreadsheet showing Kānoa Regional Economic Development and Investment Unit-managed projects, 'What we have funded', available: <https://www.growregions.govt.nz/established-funds/what-we-have-funded/>, accessed 4 August 2022.

¹²² Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for year ended 30 June 2017*, Te Puni Kōkiri, 2017, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2017>, accessed 4 August 2022, p 34.

¹²³ Willie Jackson, 'Oral questions – questions to Ministers', Hansard Report, 20 June 2018, available: <https://www.parliament.nz/en/pb/hansard-debates/rhr/>, accessed 25 August 2022, paras. 2, 4.

¹²⁴ Ministry of Social Development, *Annual Report of Ministry of Social Development 2017/2018*, Ministry of Social Development, 2018, available: <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/corporate/annual-report/2018/pages-from-annual-report-vol-1.pdf>, accessed 4 August 2022, p 59.

¹²⁵ Rowan Light, *Catching the Tide: New Directions for youth NEET policy after COVID-19*, Maxim Institute: Auckland, September 2020, available: <https://maxim.org.nz/content/uploads/2021/02/CTT.pdf>, p 10.

clear from records how much of He Poutama Rangatahi funding targeted other initiatives in Te Tai Tokerau or the anticipated inquiry district. From 2019 to the end of March 2021 there were 2,064 participants in the programme in Te Tai Tokerau. This was significantly more than in any other region in the country.¹²⁶ According to the Ministry of Business, Innovation and Employment's website the fund has now been transitioned to the Ministry of Social Development.¹²⁷

In 2021, the Maxim Institute, an independent think tank, undertook research into policy for youth not in employment, education, or training in New Zealand. Their research highlighted that the policy landscape addressing youth unemployment is 'siloes, individualised, and patchwork', with a lack of adequate attention paid to interventions for older individuals between the ages of 20 and 24. The authors stated that while 'He Poutama Rangatahi explicitly addresses the specific needs and challenges facing these young people', they concluded 'the capability and quality of this spend is unclear', and that 'government spending will reach those who are already likely to find their way in the recovery.' The Institute's research suggested that more local, community-led interventions, involvement of 'youth on the ground' in determining responses, as well as more explicit funding of pastoral care work through He Poutama Rangatahi pastoral care grants would go some way towards improving outcomes for youth not in education, employment, or training.¹²⁸

He Poutama Taitamariki

The Kānoa Regional Economic Development and Investment Unit also funds He Poutama Taitamariki in Te Tai Tokerau, which is run by the Ministry of Social Development. Although it is unclear from records, it seems likely that He Poutama Taitamariki is a separate, regional version of He Poutama Rangatahi operating in Northland. It is also unclear from records when He Poutama Taitamariki was established. He Poutama Rangatahi is listed as the 'reporting allocation' for the project in the spreadsheet of Kānoa-funded projects.¹²⁹ According to the Ministry of Social Development, He Poutama Taitamariki helps youth who are not in education, employment, or training 'to find their

¹²⁶ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for Ministry of Business, Innovation and Employment, 16 June 2022 <https://www.mbie.govt.nz/dmsdocument/21594-evaluation-of-the-provincial-growth-fund>, accessed 17 October 2022, p 57.

¹²⁷ Ministry of Business, Innovation and Employment, 'Kānoa – Regional Economic Development & Investment Unit', Ministry of Business, Innovation and Employment, last modified 8 December 2021, available: <https://www.mbie.govt.nz/business-and-employment/economic-development/regional-economic-development/kanoa-regional-economic-development-investment-unit/>, accessed 11 November 2022.

¹²⁸ Rowan Light, *Catching the Tide: New Directions for youth NEET policy after COVID-19*, Maxim Institute: Auckland, September 2020, available: <https://maxim.org.nz/content/uploads/2021/02/CTT.pdf>, pp 13, 19, 20.

¹²⁹ Kānoa Regional Economic Development and Investment Unit, spreadsheet showing Kānoa Regional Economic Development and Investment Unit-managed projects, 'What we have funded', available: <https://www.growregions.govt.nz/established-funds/what-we-have-funded/>, accessed 4 August 2022.

passion and get ready for employment, education or training. Once the young person has been placed, they continue to receive support through manaakitanga or pastoral care.’ It appears that Ngāti Kahu Social and Health Services in Kaitiāia receives support through He Poutama Taitamariki to run its ‘social connectedness’ programme, Oranga Tangata. Oranga Tangata builds self-confidence in preparation for training or employment and utilises He Poutama Taitamariki ‘navigators’, who are case managers that assist the young people through the process.¹³⁰

As of July 2022, \$2,500,000 had been invested in He Poutama Taitamariki through a grant from Kānoa. Kānoa states the project provided work-readiness, professional support services, work placement and a year of support for participants and employers.¹³¹

2.3.3 Te Puni Kōkiri funding

It is difficult to track Te Puni Kōkiri’s investment in improving income and employment outcomes in Te Tai Tokerau prior to 2016. Alongside policy advice provided to Government to devise strategies and directions to improve Māori economic development, Te Puni Kōkiri has administered several funds and support services during the inquiry period. These include The Māori Business Facilitation Service, the Whānau Development Enterprise Fund, and the Māori Regional Tourism Organisation.

The Māori Business Facilitation Service was established in 2000 and, by 2015, employed 13 regional field staff to support Māori businesses around Aotearoa to access ‘information, advice, and mentoring support to enhance sustained business growth.’ This support ranges from business planning to improving financial literacy.¹³² In 2018 the Māori Business Facilitation Service disappears from Te Puni Kōkiri’s annual reports, and the ‘Māori Business Growth Initiative’ appears, but ostensibly provides the same services, suggesting it has replaced the Māori Business Facilitation Service. The Māori Potential Fund was introduced in 2006. With this shift, the Whānau Development Enterprise Fund, aimed at supporting ‘network and collaborative based activities’ and the promotion of Māori business,

¹³⁰ Ministry of Social Development, *Annual Report of the Ministry of Social Development 2019/20*, Ministry of Social Development, 2020, available: <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/corporate/annual-report/2019-2020/msd-2019-20-annual-report.pdf>, accessed 9 August, p 42.

¹³¹ Kānoa Regional Economic Development and Investment Unit, spreadsheet showing Kānoa Regional Economic Development and Investment Unit-managed projects, ‘What we have funded’, available: <https://www.growregions.govt.nz/established-funds/what-we-have-funded/>, accessed 4 August 2022.

¹³² Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for year ended 30 June 2015*, Te Puni Kōkiri, 2015, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2015>, accessed 9 September 2022, p 32.

appears to have been absorbed into a three-pronged funding framework focussed on ‘Mātauranga (knowledge/skills)’, ‘Rawa (Resources)’, and ‘Whakamana (Leadership)’.¹³³

The Whenua Māori Fund, 2016

The Whenua Māori Fund was introduced in 2016 to support ‘owners and trustees of Māori land who are looking to improve their existing operations, diversify, or prepare for new opportunities’.¹³⁴ The fund provides \$3.2 million per annum nationally.

Approved projects in the Fund’s first round (for the financial year 2016/2017) included an exotic pine-planting programme in Te Tai Tokerau.¹³⁵ In the year 2017/2018, the Whenua Māori Fund provided a total of \$532,051 to Te Tai Tokerau. Of this total, \$250,000 was provided to Te Hiku Farming collective for a feasibility study.¹³⁶ In 2018/2019 \$348,739 was invested in Te Tai Tokerau, \$50,000 of which went to Te Hiku Māori Farming Collective.¹³⁷ In the 2019/2020 financial year, \$206,632 was invested in Te Tai Tokerau, however none of this allocation appears to be for any projects within the inquiry district.¹³⁸ In the 2020/2021 financial year the investment amount for Te Tai Tokerau was \$191,157, with \$67,138 allocated to Muriwhenua Incorporation for a commercial development feasibility study.¹³⁹

¹³³ Te Puni Kōkiri, *Annual Report for the year ended 30 June 2005*, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2005>, accessed 9 September 2022, p 25; Te Puni Kōkiri, *Annual Report for year ended 30 June 2007*, available <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/tpk-annualreport-2007>, accessed 9 September 2022, p 54.

¹³⁴ Te Puni Kōkiri, *Annual Report for year ended 30 June 2016*, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2016>, accessed 10 September 2022. p 39.

¹³⁵ Te Puni Kōkiri, *Annual Report for year ended 30 June 2016*, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2016>, accessed 10 September 2022. p 39.

¹³⁶ Te Puni Kōkiri, ‘Te Pōti Whanaketanga Māori: Ministers’ Report in relation to non-departmental appropriations for the year ended 30 June 2018’, <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2018>, accessed 10 September 2022, p 107.

¹³⁷ Te Puni Kōkiri, ‘Investment recipients 2018/19’, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications>, p 19.

¹³⁸ Te Puni Kōkiri, *Investment Recipients 2019/20*, Te Puni Kōkiri, 2020, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications>, accessed 8 September 2022, p 35.

¹³⁹ Te Puni Kōkiri, ‘2020/21 Investment Recipients’, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications>, accessed 9 August 2022, p 7.

The Māori Development Fund, 2018

Following the election of a new Government in 2017, Te Puni Kōkiri shifted its general priorities, focussing on ‘five significant kaupapa for Māori: whānau; mātauranga Māori [Māori knowledge]; kāinga [the home]; whenua [the land] and pakihi [business]’.¹⁴⁰ From 2018, the establishment of the Māori Development Fund and better reporting trends make it easier to track investment in improving income, employment, and economic outcomes for Māori in Te Tai Tokerau.

In the year 2017/2018, Te Puni Kōkiri recorded that it invested a total of \$5,280,213 in Te Tai Tokerau (among all funding streams), which constituted 12.23 percent of the entire national investment. Out of this investment, \$814,500 funded an ‘employment support programme’, \$1,060,916 was spent on ‘pakihi’ in the region including \$434,416 on ‘business support’, and \$532,051 funded ‘whenua feasibility and [...] land development’.¹⁴¹ From the Māori Development Fund’s ‘economic’, ‘whānau and rangatahi’ and ‘te ao Māori focus’, the following investments made to improve economic, income, and employment outcomes in the inquiry district were identified for the year 2017/2018:

- \$15,000 for a rangatahi leadership programme run by the Moko Foundation in Kaitiāia;
- \$1,000 for Waikura Landscaping Services Limited in Kaitiāia;
- \$40,000 for Te Hiku o Te Ika Iwi Development Trust for community engagement; and
- \$120,000 for the Taiohi Ararau programme run by Waitomo Papakāinga in Kaitiāia (discussed in more detail below).¹⁴²

Te Puni Kōkiri investment in Te Tai Tokerau region for 2018/2019 totalled \$7.562 million. This constituted 12 percent of the total national investment for the Māori Development Fund. This included \$788,000 on initiatives to ‘support whānau, hapū and iwi to obtain and remain in employment and engage in regional economic development opportunities’, and \$292,000 on initiatives to ‘support Māori landowners’ aspirations to connect actively with their whenua for

¹⁴⁰ Te Puni Kōkiri, ‘Annual Report for the year ended 30 June 2018’, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2018>, accessed 10 September 2022, p 5.

¹⁴¹ Te Puni Kōkiri, ‘Ngā Hua o te Tau: Key activities and achievements for the year ended 30 June 2018’, <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2018>, accessed 10 September 2022, pp 14, 16.

¹⁴² Te Puni Kōkiri, ‘Te Pōti Whanaketanga Māori: Ministers’ Report in relation to non-departmental appropriations for the year ended 30 June 2018’, <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2018>, accessed 10 September 2022, pp 35, 124, 125. It has not been possible to determine whether a funded programme located elsewhere had an impact on the inquiry district.

economic advancement'.¹⁴³ Projects funded through the Māori Development Fund for the year 2018/2019 that appear to be located in the anticipated inquiry district include:

- \$140,000 to Te Hiku o Te Ika Iwi Development Trust for capability and capacity-building;
- \$35,000 to Ngāti Kuri Trust Board Incorporated in Kaitiāia for mentoring, professional development, and governance training for rangatahi and whānau;
- \$35,000 to The Moko Foundation for rangatahi leadership training;
- \$60,000 to Waitomo Papkāinga Development Society Incorporated for rangatahi training and employment (discussed below);
- \$9,235 to the Whānau Meat Store Limited in Kaitiāia for business growth support; and
- \$15,000 to Apatu Aqua Enterprises Limited near Taipa for business growth support.¹⁴⁴

There appears to be less funding from the Māori Development Fund for improving economic, income, and employment outcomes in the inquiry area between July 2019 and June 2020. Other than the Taiohi Ararau and Cadetship programmes (detailed below), no targeted funding could be located for the year 2019/2020. For the year 2020/2021, all that could be located was an amount of \$130,000 to Ngāti Kurī Trust Board to 'strengthen the capability and capacity of the organisation so they are in a better position to improve outcomes for their communities through building capability in leadership and resilience planning'.¹⁴⁵

Cadetship Programme, 2010

The cadetship programme was established by Te Puni Kōkiri in 2010 to support employers to train and mentor Māori staff.¹⁴⁶ For the years in which recipient information is available (2018 to 2021) the following two businesses that appear to be located within the inquiry district received funding:

- Mana Kai Limited, located in Awanui: \$17,000 (2019/2020); \$39,000 (2020/2021); and
- Ngāti Kurī Trust Board: \$117,000 (2020/2021).¹⁴⁷

¹⁴³ Te Puni Kōkiri, 'Regional snapshot of achievements in 2018/19', available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications>, accessed 17 August 2022, pp 17, 18.

¹⁴⁴ Te Puni Kōkiri, 'Investment recipients 2018/19', available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications>, accessed 17 August 2022, pp 9, 37, 51.

¹⁴⁵ Te Puni Kōkiri, *2020/21 Investment Recipients*, Te Puni Kōkiri, 2021, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications>, accessed 9 August 2022, p 11.

¹⁴⁶ Te Puni Kōkiri, 'Cadetships', Te Puni Kōkiri, <https://www.tpk.govt.nz/en/nga-putea-me-nga-ratonga/education-and-employment/cadetships>, last modified 4 July 2022, accessed 9 August 2022.

¹⁴⁷ Te Puni Kōkiri, *Investment Recipients 2019/20*, Te Puni Kōkiri, 2020, available:

Taiohi Ararau, 2017

Taiohi Ararau assists Māori aged 15 to 24 in Te Tai Tokerau who are not currently in education, employment, or training to obtain essential documents (such as birth certificates, IRD numbers, and driver's licences), to access services (such as banking), and to provide pathways to further education or employment. This is supplemented by mentoring services and pastoral care. The programme is funded through Te Puni Kōkiri's Māori Development Fund. In 2017, in partnership with four Māori providers, including one in Kaitiāia, Taiohi Ararau was trialled in Te Tai Tokerau as a contribution to the He Poutama Rangatahi initiative (discussed earlier in this chapter). In May 2018, a total 39 taiohi Māori (Māori youth) had been assisted through the programme.¹⁴⁸ Between 2018 and May 2021 this number had increased to 'at least 157'.¹⁴⁹

In 2019 the programme was extended to include a financial literacy component.¹⁵⁰ By 2020 two more providers were added to the initial four in Te Tai Tokerau, and around 200 taiohi Māori in the area were being supported through the programme. According to Te Puni Kōkiri, participants were 'not only gaining employment or going into further training, but also graduating from Taiohi Ararau with the ability to communicate confidently, engage and interact with others, dream big and contribute positively to their whānau and communities.'¹⁵¹

A kaupapa Māori-centred evaluation of the programme conducted in 2021 by Te Paetawhiti Limited and Associates for Te Puni Kōkiri describes the range of assistance provided as including support for taiohi Māori to create RealMe and personal email accounts, write CVs and cover letters for employers, and access 'a range of other certifications including motorcycle basic handling, forklift and traffic controller certificates.' The evaluation found that '[o]verall Taiohi Ararau has been a success'. The authors attributed this success to the 'strong providers who are Māori, connected to their communities and use culturally informed, whānau-centred approaches to their work; and kaitono who

<https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications>, accessed 8 September 2022, p 59; Te Puni Kōkiri, *2020/21 Investment Recipients*, Te Puni Kōkiri, 2021, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications>, accessed 9 August 2022, p 19.

¹⁴⁸ Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for the year ended 30 June 2018*, Te Puni Kōkiri, 2018, <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2018>, accessed 8 September 2022, p 22 and p 30

¹⁴⁹ Roxanne Smith and Shane Edwards, *Evaluation of Taiohi Ararau | Passport to Life*, Te Paetawhiti Limited & Associates for Te Puni Kōkiri, 2021, <https://www.tpk.govt.nz/docs/tpk-taiohi-ararau-evaluationreport-aug2021.pdf>, accessed 11 November 2022, p 6.

¹⁵⁰ Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for the year ended 30 June 2020*, Te Puni Kōkiri, 2020, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports>, accessed 8 September 2022, pp 35-36.

¹⁵¹ Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for the year ended 30 June 2021*, Te Puni Kōkiri, 2021, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports>, accessed 8 September 2022, p 20.

have a heart for the kaupapa and a genuine invested interest in seeing taiohi achieve and flourish in life.¹⁵²

The evaluation, based primarily on interviews, highlighted the positive outcomes of the programme, which included taiohi Māori gaining essential documentation, receiving pastoral support, being encouraged into 'positive pathways', and improving self-confidence. However, there has not been any analysis of training and employment outcomes for the programme so these outcomes cannot be quantified. The evaluation indicated several taiohi Māori were progressing to employment or pursuing further training after participating on the programme, but as there has not been any analysis of training and employment outcomes for the programme, these outcomes cannot be quantified. The authors recommended that policy settings and eligibility criteria be reviewed to ensure that adequate funding is invested in the programme and that taiohi Māori most in need of assistance are able to access support.¹⁵³

Waitomo Papakāinga delivers Taiohi Ararau within the anticipated Muriwhenua inquiry district. Waitomo Papakāinga is a Māori social services provider located in Kaitiāia. In the year 2017/2018, Waitomo Papakāinga received \$120,000 worth of funding from Te Puni Kōkiri's Māori Development Fund, \$60,000 in 2018/2019, and \$63,000 in 2019/2020.¹⁵⁴ In 2019 Waitomo Papakāinga recorded that they were supporting 15 taiohi Māori in the programme.¹⁵⁵ The 2021 evaluation undertaken by Te Paetawhiti Limited and Associates identified that work undertaken through the programme has highlighted the very particular needs of taiohi Māori in Te Tai Tokerau, including that many are transient and difficult to reach, some have become estranged from their whānau, and others may be caring for family in isolated conditions.¹⁵⁶

¹⁵² Roxanne Smith and Shane Edwards, *Evaluation of Taiohi Ararau | Passport to Life*, Te Paetawhiti Limited & Associates for Te Puni Kōkiri, 2021, <https://www.tpk.govt.nz/docs/tpk-taiohi-ararau-evaluationreport-aug2021.pdf>, accessed 11 November 2022, p 4.

¹⁵³ Roxanne Smith and Shane Edwards, *Evaluation of Taiohi Ararau | Passport to Life*, Te Paetawhiti Limited & Associates for Te Puni Kōkiri, 2021, <https://www.tpk.govt.nz/docs/tpk-taiohi-ararau-evaluationreport-aug2021.pdf>, accessed 11 November 2022, pp 12-16, 22-23.

¹⁵⁴ Te Puni Kōkiri, *Te Pōti Whanaketanga Māori: Ministers' Report in relation to non-departmental appropriations for the year ended 30 June 2018*, Te Puni Kōkiri, 2018, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications>, accessed 8 September 2022, p 35; Te Puni Kōkiri, *Investment Recipients 2018/19*, Te Puni Kōkiri, 2019, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications>, accessed 8 September 2022, p 37; Te Puni Kōkiri, *Investment Recipients 2019/20*, Te Puni Kōkiri, 2020, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications>, accessed 8 September 2022, p 65.

¹⁵⁵ Te Puni Kōkiri, *Te Ararau – Passport to Life: Waitomo Papakāinga Kaitiāia*, September 2019, available: <https://www.tpk.govt.nz/docs/tpk-taiohi-kaitiāia-2019.pdf>, accessed 7 September 2022.

¹⁵⁶ Roxanne Smith and Shane Edwards, *Evaluation of Taiohi Ararau | Passport to Life*, Te Paetawhiti Limited & Associates for Te Puni Kōkiri, 2021, <https://www.tpk.govt.nz/docs/tpk-taiohi-ararau-evaluationreport-aug2021.pdf>, accessed 11 November 2022, p 22.

2.3.4 Northland Regional Council and Far North District Council

The Northland Regional Council established the Northland Regional Community Trust in 1996 as an organisation fully controlled by the Regional Council. From 2002, the Trust operated under the name 'Enterprise Northland' and was guided by the 2002 Strategy for the Sustainable Development of Northland. In 2012 the Northland Regional Community Trust was reorganised and a new combined agency responsible for economic development and tourism promotion was established, with the name Northland Inc.¹⁵⁷ Until 2021, Northland Inc was controlled by Northland Regional Council as sole shareholder, and was primarily funded by the Northland Regional Council. The second largest contributor to its budget is central government.

The first statement of intent of Enterprise Northland, as required by the Local Government Act 2002, was principally focused on economic development and business development aims, including Māori economic development.¹⁵⁸ In 2004/2005 the Northland Regional Council Community Trust distributed \$614,760 in support of regional economic and visitor development. The following programmes have been discussed in annual reports:

- In the year 2007/2008:
 - 'various Northland iwi' were assisted to develop investments (Hokianga Tourism Development; Kauri Coast Tourism; Medicinal Honey Production; Bio Oil Production);
 - farm intensification projects were carried out on two Māori trust-owned farms, one of which was located in the Far North District;
 - one company and 60 Māori students participated in the Young Enterprise scheme.¹⁵⁹
- In the year 2008/2009:
 - an iwi farming strategy was completed with Te Rarawa.
 - a steering group was formed and a Memorandum of Understanding completed for the North Hokianga Sustainable Development project.¹⁶⁰

In 2012 the Northland Regional Community Trust was reorganised and a new combined agency responsible for economic development and tourism promotion was established, with the name Northland Inc.¹⁶¹ The 'unrepresentative' nature of Northland Inc leadership was highlighted by MP Shane Jones in 2012, when three white men were appointed to lead the organisation.¹⁶² In 2014

¹⁵⁷ Northland Regional Council, *Annual Report 2013*, Northland Regional Council, 2013, pp 50, 154.

¹⁵⁸ Northland Regional Council, *Annual Report 2005*, Northland Regional Council, 2005, p 84.

¹⁵⁹ Northland Regional Council, *Annual Report 2008*, Northland Regional Council, 2008, p 137.

¹⁶⁰ Northland Regional Council, *Annual Report 2009*, Northland Regional Council, 2009, p 158.

¹⁶¹ Northland Regional Council, *Annual Report 2013*, Northland Regional Council, 2013, p 50.

¹⁶² Mike Barrington, 'Body needs Maori: Jones', *Northern Advocate*, 27 September 2012.

George Riley, former Ngāpuhi Rūnanga chief executive, was appointed as one of the leaders of Northland Inc.¹⁶³

From 2018, reporting by the Northland Regional Council became more detailed, making it easier to track the nature of the funding. However, reporting has remained high-level and therefore impossible to assess the impact of the funding. The following programmes were implemented in Te Tai Tokerau between 2017 and 2020:

- In the year 2017/2018, two new economic development projects in partnership with Māori were funded and 50 Māori businesses were active as part of the Regional Business Partnership;
- In the year 2018/2019, 33 unique Māori businesses were assisted, one high impact project implemented, and \$50,000 of New Zealand Trade and Enterprise and Callaghan Innovation grant funding facilitated for Māori businesses (out of a total of \$800,000 secured by the Northland Regional Council);
- In the year 2019/2020, 118 unique Māori businesses were assisted, one high impact project implemented, and \$426,157 of New Zealand Trade and Enterprise and Callaghan Innovation grant funding facilitated for Māori businesses (out of a total of \$2.3 million secured by the Northland Regional Council); and
- In May 2020 Tai Tokerau Māori and Council Working Party meeting established the Working Party's strategic priorities, including 'Development of an economic development strategy... with a focus on Māori Economic Development'.¹⁶⁴

The Far North District Council runs its main economic initiatives through its subsidiary Far North Holdings Limited, which is run as a business governed by an appointed board. Far North Holdings Limited is principally involved in infrastructural investments such as marine facilities and airports. In addition, it has contributed to the development of other facilities such as the Kaitiāia Tertiary Education Campus. It is also tasked with investing money from central government for the region such as money from the Provincial Growth Fund.¹⁶⁵ In 2013 a Māori Economic Development Working Party

¹⁶³ Christine Allen, 'Sunrise sectors to set region aglow', *Northern Advocate*, 3 December 2014.

¹⁶⁴ Northland Regional Council, *Annual Report 2018, Pūrongo ā-tau 2018*, Northland Regional Council, 2018, p 157; Northland Regional Council, *Annual Report 2019, Pūrongo ā tau 2019*, Northland Regional Council, 2019, p 133; Northland Regional Council, *Annual Report 2020, Pūrongo ā tau 2020*, Northland Regional Council, 2020, p 139; Northland Regional Council, *Annual Report 2021, Pūrongo-ā-tau 2021*, Northland Regional Council, 2021, p 17.

¹⁶⁵ Far North Holdings Limited, 'About', Far North Holdings Limited, <https://www.fnhl.co.nz/about/>, accessed 17 October 2022.

discussed economic development issues with the Council, and the Council decided that Far North Holdings Limited should be tasked with facilitating Māori economic development.¹⁶⁶

In April 2015, Far North Holdings Limited attempted to negotiate a new scheduled commercial passenger service between Kaitāia airport and Auckland upon the cessation of Air New Zealand's service to Kaitāia in April 2015. Kaitāia is located within the anticipated inquiry district. The company that eventually took up running flights to Kaitāia was a different one from the company that Far North Holdings Limited negotiated with.¹⁶⁷ Far North Holdings Limited manages the following assets within the anticipated inquiry district:

- Kaitāia Airport, on behalf of the Far North District Council;
- Recreational maritime and river facilities:
 - Hihi beach access;
 - Mangōnui boat jetty;
 - Mangōnui wharf;
 - Mill Bay ramp, Mangōnui;
 - Mill Bay jetty, Mangōnui;
 - Upgrade to Taipa jetty and pontoon;
 - Unahi ramp, Awanui river; and
- Kaitāia Tertiary Education Campus.

The Far North District Council Annual Reports record the number of Māori economic development projects supported by the council between 2010 and 2014:

¹⁶⁶ Far North District Council, *Annual Report 2012/13*, Far North District Council, 2013, p 252.

¹⁶⁷ Far North Holdings Limited, 'Commercial Support', <https://www.fnhl.co.nz/commercial-support/>, accessed 6 September 2022.

Table 2.4: Number of Māori economic development projects supported by the Far North District Council, 2010-2014

Year	Number of projects completed
2010	1
2011	3
2012	4
2013	3
2014	3

Sources: Far North District Council, *Annual Report 09/10*, p. 135; Far North District Council, *Annual Report 2010/11*, p. 81; Far North District Council, *Annual Report 2011/12*, p. 186; Far North District Council, *Annual Report 2012/13*, p. 255; Far North District Council, *Annual Report 2013/14*, p. 210.

2.3.5 Māori trade training programmes

Māori Trade Training Programme, 2004

In 2004 the Government launched the Māori Trade Training Programme in the eastern Bay of Plenty and the Far North District. There is limited information available regarding the Government's original Māori Trade Training Programme, but it appears to have been based on a joint venture between Te Rūnanga o Te Rarawa and Northland Polytechnic that was established around 2003.¹⁶⁸ The Programme provided free pre-carpentry courses through Northland Polytechnic. One of the outcomes was the construction of two state houses by trainees in Awanui.¹⁶⁹

Te Puni Kōkiri provided capacity-building funding for the Programme in 2006. Te Puni Kōkiri's annual report for that year stated they were assisting the long-term objectives of the programme, including 'developing a transferable (carpentry) trade training/apprenticeship model' and 'producing a policy and procedure manual for the (carpentry) trade training/ apprenticeship model'.¹⁷⁰

¹⁶⁸ Records are unclear on when exactly this began.

¹⁶⁹ Ririnui, Mita, 'General Debate', Hansard Report, New Zealand Government, 18 February 2004, available: <https://www.parliament.nz/en/pb/hansard-debates/rhr/>, accessed 25 August 2022, para 5; Samuels, Dover, 'New Housing, new jobs in Northland', press release, 4 September 2004, New Zealand Government available: <https://www.beehive.govt.nz>, accessed 19 August 2022, paras 1-2.

¹⁷⁰ Te Puni Kōkiri, *Annual Report for year ended 30 June 2006*, <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2006>, accessed 11 November 2022, p 40.

The following year, Te Puni Kōkiri's annual report referred to a 'partnership' between Te Puni Kōkiri, Te Rūnanga o Te Rarawa, Northland College, NorthTec, and the Ministry of Social Development, which would provide Māori trade training in Te Tai Tokerau. Te Puni Kōkiri would provide funding support to implement the programme.¹⁷¹ The aim was to provide pre-trade training over three years for 180 young people at Te Rarawa Trade Training and Northland College. According to Te Puni Kōkiri, a Kapohia ngā Rawa key worker supplied by Te Puni Kōkiri worked in the area and 'established the project governance, set up the management and financial support, provided technical advice and support, and facilitated and brokered key relationships across all the stakeholders for both Te Rarawa Trade Training and the Northland College Trades Centre'.¹⁷²

In 2008 the programme in Te Tai Tokerau was referred to as a 'pilot' by Te Puni Kōkiri, which brought together Te Puni Kōkiri, local rūnanga, schools, the private sector and other government agencies to, in Te Puni Kōkiri's words, 'strengthen Iwi/Crown relationships, further develop opportunities for rūnanga, work more collaboratively across agencies and provide positive employment outcomes for rural youth'.¹⁷³ Te Puni Kōkiri has recorded that youth were able to 'secure apprenticeships, employment or further training as a result of participating in this programme'.¹⁷⁴ Records do not specify which local rūnanga were involved.

Māori and Pasifika Trades Training Initiative, 2014

It is unclear whether the Māori Trade Training Programme was discontinued or whether it morphed into what is known today as the Māori and Pasifika Trades Training Initiative. The Māori and Pasifika Trades Training programme was launched in 2014 to provide free tertiary-level education in vocational or pre-employment training for Māori or Pasifika aged between 16 and 40 years.¹⁷⁵ According to the

¹⁷¹ Te Puni Kōkiri, *Annual Report for year ended 30 June 2007*, <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/tpk-annualreport-2007>, accessed 11 November 2022, p 34.

¹⁷² Te Puni Kōkiri, *Annual Report for year ended 30 June 2006*, <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2006>, accessed 11 November 2022, pp 45-46.

¹⁷³ Te Puni Kōkiri, *Annual Report for year ended 30 June 2008*, <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2008>, accessed 11 November 2022, p 35.

¹⁷⁴ Te Puni Kōkiri, 'Te Taitokerau: Māori Trade Training', Te Puni Kōkiri, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/kokiri-magazine/kokiri-7-2008/te-taitokerau-maori-trade-training>, accessed 30 September 2022.

¹⁷⁵ Tertiary Education Commission, 'Māori and Pasifika Trades Training', Tertiary Education Commission, available: <https://www.tec.govt.nz/funding/funding-and-performance/funding/fund-finder/maori-and-pasifika-trades-training/#:~:text=Overview,trade%20training%20requirements%20of%20industry> <https://www.tec.govt.nz/funding/funding-and-performance/funding/fund-finder/maori-and-pasifika-trades-training>, modified 11 December 2020, accessed 11 November 2022.

Tertiary Education Commission, it 'builds on the experience of the Pasifika Trades Training and He Toki ki te Rika initiatives'.¹⁷⁶ The aims, are to 'develop skills for sustainable employment and achieve better employment outcomes' and 'to enable more Māori and Pasifika learners to obtain practical qualifications, trades apprenticeships and employment'.¹⁷⁷ These are similar to the original Māori Trade Training programme outlined above.

In 2014, the Government announced it would invest \$43 million into the programme, which it funds through organisations within groupings (referred to as 'consortia').¹⁷⁸ In Te Tai Tokerau this is headed by Te Matarau Education Trust (an iwi and hapū collective based in Whangārei) and NorthTec. Te Matarau Education Trust provides pastoral care to participants in the Māori Trade Training Programme.¹⁷⁹ In 2014 an article in the *Northern Advocate* lists the following groups as represented on Te Matarau Education Trust: Te Uri o Hau, Ngātiwai, Ngāti Hau, Ngāti Hine, Ngāti Rangī, and Te Aupōuri.¹⁸⁰ Māori and Pasifika Trades Training participants can study at NorthTec's trades and hospitality training facilities, on working farms, or on forest land, while Te Matarau Education Trust provides pastoral care.¹⁸¹ In 2016 there were 115 students in Te Tai Tokerau Consortium.¹⁸²

In 2017, Martin, Jenkins & Associates (an independent consultancy) undertook an independent evaluation of the national Māori and Pasifika Trades Training Initiative. The authors assessed the implementation of the programme, the operation of consortia, and the attainment of short- and medium-term outcomes. The evaluation found the implementation of the programme was strongly geared towards 'meeting the needs of Māori and Pasifika learners' and providing support for students. However, it also pointed out that the training needed to be supplemented by more of a 'transition to work' focus. Iwi-led consortia highlighted the fact that they could only obtain a small amount of the funding because most of it was channelled into the Tertiary Education Organisation. While the evaluation identified positive outcomes, such as learners gaining relevant skills, and employers obtaining access to skilled workers, it also identified that the low numbers of participants on the

¹⁷⁶ Tertiary Education Commission, 'Consortia', Tertiary Education Commission, available: <https://www.tec.govt.nz/funding/funding-and-performance/funding/fund-finder/maori-and-pasifika-trades-training/consortia/>, last modified 30 October 2018.

¹⁷⁷ Tertiary Education Commission, 'Māori and Pasifika Trades Training', Tertiary Education Commission, available: <https://www.tec.govt.nz/funding/funding-and-performance/funding/fund-finder/maori-and-pasifika-trades-training/#:~:text=Overview,trade%20training%20requirements%20of%20industry> <https://www.tec.govt.nz/funding/funding-and-performance/funding/fund-finder/maori-and-pasifika-trades-training/>, modified 11 December 2020, accessed 11 November 2022; Partnerships at NorthTec | NorthTec.

¹⁷⁸ Mike Barrington, 'Iwi Trust offers trade chance for odd-job man', *Northern Advocate*, 5 July 2014.

¹⁷⁹ Partnerships at NorthTec | NorthTec – this page is no longer working.

¹⁸⁰ Mike Barrington, 'Iwi Trust offers trade chance for odd-job man', *Northern Advocate*, 5 July 2014.

¹⁸¹ Partnerships at NorthTec | NorthTec – this page is no longer working.

¹⁸² Department of Education, brief of evidence concerning Te Paparahi o Te Raki (Northland Inquiry), 9 November 2016, pp 55-56.

programme entering apprenticeships. In general, while iwi-led consortia had a lower rate of course completion than other consortia, survey results indicate they were more positive about the programme's course design and transition to work support. The evaluation suggests that this lower rate of completion may have to do with the iwi-led consortia focus on apprenticeships and sustainable employment. In 2017, three of the sixteen consortia across the country were iwi-led.¹⁸³ It appears the Māori and Pasifika Trades Training Initiative was still operating in Te Tai Tokerau at the time of writing this report, although no further assessments or funding information could be located.

Māori Trades and Training Fund, 2020

In 2020 the Government committed to investing \$50 million into a new Māori Apprenticeship Fund over a two-year period.¹⁸⁴ The Māori Trades and Training Fund is administered jointly by the Ministry of Social Development and Te Puni Kōkiri and aims to support Māori organisations to 'deliver initiatives developed by Māori, for Māori', offer 'paid, employment-based training opportunities', and provide 'wraparound' pastoral care to support 'sustainable employment'.¹⁸⁵ It is also listed as one of the funds administered by the Ministry of Business, Innovation and Employment's Kānoa Regional Economic Development and Investment Unit, discussed earlier in this chapter.¹⁸⁶ It appears that businesses themselves are to receive at least part of the funding. North Drill Ltd, a construction company that operates across Te Tai Tokerau, was announced as a recipient of \$1,75 million from the fund in 2021.¹⁸⁷

2.3.6 Te Hiku Social Development and Wellbeing Accord, 2013

In 2013 Te Rarawa, Te Aupōuri, and Ngāi Takoto, along with the Prime Minister John Key and several other ministers on behalf of the Crown, signed *Te Hiku Social Development and Well Being Accord* (the

¹⁸³ Donella Bellett, *MPTT Evaluation Findings: Final Report*, Martin, Jenkins & Associates Limited for the Tertiary Education Commission, October 2017, <https://www.tec.govt.nz/assets/Reports/2d9d86feda/MPTT-Evaluation-Findings-MartinJenkins-report-Oct-2017.pdf>, pp 2, 3, 24, 31.

¹⁸⁴ Jackson, Willie, *Policy settings for the Māori Trades and Training Fund*, 3 August 2020, Policy settings for the Māori Trades and Training Fund (mbie.govt.nz) p 4.

¹⁸⁵ Work and Income, 'Māori Trades and Training Fund', available: <https://workandincome.govt.nz/providers/programmes-and-projects/maori-trades-and-training-fund>, accessed 11 November 2022.

¹⁸⁶ Ministry of Business, Innovation and Employment, 'Kānoa – Regional Economic Development and Investment Unit', Ministry of Business, Innovation and Employment, <https://www.mbie.govt.nz/business-and-employment/economic-development/regional-economic-development/kanoa-regional-economic-development-investment-unit/>, last modified 8 December 2021.

¹⁸⁷ RNZ, "Trades training for Māori youth: Government announces \$5.5m spend", 15 March 2021, Trades training for Māori youth: Government announces \$5.5m spend | RNZ News, accessed 29 August 2022.

Accord). The Accord was developed during the Te Hiku iwi settlement processes as a way of trying 'to address the Crown's historical failure to ensure meaningful participation by iwi in social and economic development within the rohe'. Ngāti Kuri also signed in 2014, and Ngāti Kahu have an open invitation to join at any point in the future. The Ministry of Social Development, Te Puni Kōkiri, the Ministry of Education, the Tertiary Education Commission, the Ministry of Business, Innovation and Employment, the New Zealand Police, the Ministry of Justice, the Department of Internal Affairs, the Department of Corrections, and Stats NZ are all participating Crown agencies.¹⁸⁸

Te Hiku Iwi Development Trust was established in 2013 to manage collaborative iwi projects, including the Accord. The Crown provided a one-off payment of \$812,000 to each of the participating iwi as a contribution towards the Accord's implementation. While the Accord framework works across various social issues, it initially focussed on the core themes of education, justice, and the economy.¹⁸⁹

An initial report, *Te Hiku Well Being Report Te Oranga o Te Hiku*, was produced by Te Hiku Development Trust in 2014 (referenced earlier in this chapter), with the intention that it be revised every five years. The report outlined the current socio-economic issues affecting Māori in Te Hiku area so as to enable Iwi and the Crown to devise and introduce appropriate improvement measures in the future. A key issue highlighted by the report, however, was the lack of Te Hiku specific data 'that was comparable and recorded in meaningful ways'.¹⁹⁰

Along with the production of a wellbeing report every five years to chart its progress, the Accord stipulated that regular hui were to take place over multiple levels of the organisation and government agencies to ensure momentum and accountability.¹⁹¹ However, after initial momentum, the Ministry of Social Development notes that 'momentum waned' and the Accord had not been maintained (it does not specify how long this initial momentum lasted). The Accord was refreshed in 2018, with Oranga Tamariki and the Ministry of Health joining the other ten Government agencies from the 2013 agreement. A hui held in October that year outlined Te Hiku priorities as 'people's safety and

¹⁸⁸ Te Hiku Development Trust, *Te Hiku Well Being Report Te Oranga o Te Hiku*, 2014, available: https://irp.cdn-website.com/f44d7a17/files/uploaded/e-copy_-_te_hiku_wellbeing_report.pdf, accessed: 19 October 2022, pp 17, 18.

¹⁸⁹ Te Hiku Development Trust, *Te Hiku Well Being Report Te Oranga o Te Hiku*, 2014, available: https://irp.cdn-website.com/f44d7a17/files/uploaded/e-copy_-_te_hiku_wellbeing_report.pdf, accessed: 19 October 2022, pp 18, 19, 21.

¹⁹⁰ Te Hiku Development Trust, *Te Hiku Well Being Report Te Oranga o Te Hiku*, 2014, available: https://irp.cdn-website.com/f44d7a17/files/uploaded/e-copy_-_te_hiku_wellbeing_report.pdf, accessed: 19 October 2022, pp 8, 93.

¹⁹¹ Te Hiku Development Trust, *Te Hiku Well Being Report Te Oranga o Te Hiku*, 2014, available: https://irp.cdn-website.com/f44d7a17/files/uploaded/e-copy_-_te_hiku_wellbeing_report.pdf, accessed: 19 October 2022, p 18.

wellbeing’, ‘economic development’, and ‘education and skills development’.¹⁹² According to the Ministry of Social Development, the operating costs for the Social Accord have been budgeted as \$1,500 million for each of the following periods: 2022/2023, 2023/2024, 2024/2025, 2025/2026, and ‘outyears’.¹⁹³

The Joint Work Programme was developed in 2018 as part of the refresh of the Accord. The Joint Work Programme is a co-governance, shared decision-making model between iwi and the Crown.¹⁹⁴

It has not been possible to determine in what ways the Joint Work Programme has improved income, employment, and economic outcomes for Te Hiku Māori. A 2021 Te Hiku business survey found a ‘desire to move ahead economically by Te Hiku SME’s [small and medium-sized enterprises] is thwarted by a lack of investment in local capability development and infrastructure support’. Comments from businesses surveyed highlighted ongoing issues to do with staffing and skills training, as well as sporadic internet connectivity and lack of sufficient information regarding Te Puni Kōkiri funding. It is intended that these changes within the Joint Work Programme will address these issues.¹⁹⁵

2.4 Conclusion

It has been difficult to find evidence of Crown investment in improving income and employment outcomes for Muriwhenua Māori prior to 2016, although investment has clearly accelerated since then. The Whenua Māori Fund (2016), the Māori Development Fund (2018), and the Provincial Growth Fund (2017) have all aimed to address the high rate of Māori unemployment in the region, but it hasn’t been possible to precisely evaluate their impacts given they are relatively recent investments. Evaluations conducted on various investments covered in this report show themes of a lack of engagement and lack of sustained relationships between Crown and Māori and/or localised groups leading to tensions in goals and approaches, as well as complex funding models that may be difficult

¹⁹² Ministry of Social Development, ‘Te Hiku Social Development and Wellbeing Accord’, Ministry of Social Development, <https://www.msd.govt.nz/about-msd-and-our-work/work-programmes/community/te-hiku-social-development-and-wellbeing-accord.html>, accessed 6 September 2022, paras 4, 10.

¹⁹³ Ministry of Social Development, ‘Te Hiku o te Ika Iwi Social Accord – Budget 2022’, available: <https://www.msd.govt.nz/about-msd-and-our-work/newsroom/budget/2022/factsheets/te-hiku-o-te-ika-iwi-social-accord.html>, accessed 11 November 2022.

¹⁹⁴ Te Hiku Iwi Development Trust, ‘Te Hiku-Crown joint work programme’, Te Hiku Iwi Development Trust, <https://www.tehiku.iwi.nz/JW>, accessed 6 September 2022.

¹⁹⁵ Ministry of Business Innovation and Enterprise, *Joint Work Programme: Economic Development, Infrastructure and Capability Development: Te Hiku SME Business Survey Insights Report*, 2021, <https://irp.cdn-website.com/f44d7a17/files/uploaded/JWP0439%202021%20Te%20Hiku%20SME%20Business%20Survey%20Insights%20Report.pdf>, accessed 6 September 2022, pp 1, 5.

to navigate. These themes also come up in the following chapters covering health, education, and housing.

While it is unclear what impact the more recent initiatives have had, there is a clear need for further investment in the area. Census data show a worsening economic situation for Māori living in the inquiry data area in the period analysed. Between 2006 and 2018, unemployment rose and the income gap grew between Māori living in the inquiry data area (the lowest earning group) and the national non-Māori population (the highest earning group). Additionally, the proportion of Māori living in the inquiry data area receiving income support increased and the average socioeconomic deprivation rating remained stable, while it decreased for the other comparison groups. In 2018, Māori living in the inquiry data area had an unemployment rate nearly four times that of the national non-Māori population, and only 5.3 percent earned an income of over \$70,000. Just over half of Māori living in the inquiry data area aged between 25 and 34, and just under half of all wāhine Māori, were receiving some form of income support. More than half of Māori in the inquiry data area lived in the ten percent of the country with the highest socioeconomic disadvantage as measured by the New Zealand Index of Deprivation. The ongoing impacts of this will be shown throughout the rest of this report, which looks at issues and outcomes for Muriwhenua Māori relating to health (Chapter 3), education (Chapter 4), and housing (Chapter 5).

Chapter 3: Health

3.1 Introduction

3.1.1 Chapter overview

In her 2002 report, *The Muriwhenua Land Claims Post 1865*, Dr Stokes recorded the health impacts of socio-economic disadvantage on Muriwhenua Māori in the nineteenth and twentieth centuries, stating:

*The themes of loss of land, and the vicious circle of poverty, debt and deprivation, inadequate housing and poor health, were already present in the late nineteenth century and persisted through the twentieth.*¹⁹⁶

Recent data shows Māori living in the anticipated inquiry district continue to experience poorer health outcomes on average when compared to non-Māori in the area, the national Māori population, and the national non-Māori population. Research undertaken for this report has identified that Māori living in the inquiry data area experience lower life expectancy and higher smoking rates. Once the age distributions of the populations are taken into account, Māori living in the data inquiry area also have a higher rate of physical or mental activity limitations compared to non-Māori in the inquiry data area and across Aotearoa, and have a higher rate of activity limitations than the national Māori population for those aged 25 years and over.

Additional health issues that disproportionately affect Māori in Te Tai Tokerau include acute rheumatic fever, rangatahi suicide, dental health, cardiac disease, childhood obesity, and sudden unexpected infant death. More specifically, in 2014, Te Hiku Iwi Development Trust reported that its iwi members experienced high tooth decay, high smoking rates, high rates of rheumatic fever, and high death rates from cancer and cardiovascular disease. This included the following:

- Five-year-olds in Te Tai Tokerau have higher rates of tooth decay compared to the national average, with 33 percent of five-year-olds in Te Tai Tokerau having no tooth decay, compared to 41 percent nationally;
- The proportion of Te Hiku Iwi members that smoked regularly in 2013 had decreased from 2006, but was still twice that of the national average (30.8 percent compared to 15.1 percent respectively);
- The Northland District Health Board had the highest rate of rheumatic fever among tamariki Māori, and the second highest number of all annual acute rheumatic fever cases nationally,

¹⁹⁶ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8), p 19.

with between ten and 20 new cases reported in Te Tai Tokerau each year, and one and five new cases in Te Hiku rohe each year. Within Te Tai Tokerau, tamariki Māori aged between five and 15 years had nearly twice the rate of rheumatic fever compared to non-Māori (7.8/100,000 compared to 4/100,000);

- 39 percent of deaths in Te Tai Tokerau are from cancer and 36 percent are from cardiovascular disease (heart disease and stroke).¹⁹⁷

Te Hiku Iwi Development Trust also recognised the socioeconomic influences on health, identifying that housing, education, and income all directly impact the health of individuals. It further recognised the need for the health sector to work alongside other government and local body organisations.¹⁹⁸

This chapter outlines three indicators of health for Māori and non-Māori in the anticipated inquiry district and across Aotearoa, drawn from customised Census data held by Stats NZ. The three indicators are:

- Life expectancy;
- Rates of disability/physical and mental activity limitations; and
- Cigarette smoking behaviour.

The New Zealand Census collects limited data on health. Data for cigarette smoking behaviour is available for the Census years 2006, 2013, and 2018, but data on physical and mental activity limitations was only collected in 2018. Stats NZ also holds data on life expectancy, which is drawn from Census data and death registrations provided by Births, Deaths, and Marriages (part of the Department of Internal Affairs, Te Tari Taiwhenua). Discussion and correspondence with claimants has further highlighted mental health and rheumatic fever as major health issues that need addressing in the area. The chapter includes data available from secondary sources for acute rheumatic in Te Tai Tokerau because more localised data could not be located. Suicide data for Te Tai Tokerau will also be included in the final report.

The second part of the chapter examines what actions the Crown has taken to address health issues in the anticipated inquiry district and the extent to which it has engaged with local Māori on these

¹⁹⁷ Te Hiku Iwi Development Trust, *Te Oranga o Te Hiku: Te Hiku Wellbeing Report*, produced by Te Hiku Development Trust as a discussion document for Te Hiku Iwi living in the rohe of Te Hiku o Te Ika, 2014, available: <https://www.terarawa.iwi.nz/files/pou-social/te-hiku-wellbeing-report-2014.pdf>, accessed 4 November 2022, pp 66-70. Drawn from the New Zealand Census of Population and Dwellings and the Northland District Health Board.

¹⁹⁸ Te Hiku Iwi Development Trust, *Te Oranga o Te Hiku: Te Hiku Wellbeing Report*, produced by Te Hiku Development Trust as a discussion document for Te Hiku Iwi living in the rohe of Te Hiku o Te Ika, 2014, available: <https://www.terarawa.iwi.nz/files/pou-social/te-hiku-wellbeing-report-2014.pdf>, accessed 4 November 2022, p 67.

issues. It looks at national and local Crown investments to address health issues in Te Tai Tokerau managed by the Ministry of Health, Manatū Hauora, the Northland District Health Board, Te Tai Tokerau Primary Health Organisations, including Mahitahi Hauora, and Te Puni Kōkiri, the Ministry of Māori Development. This includes the Māori Provider Development Scheme, the Māori Health Innovation Fund, Te Ao Auhatanga, and programmes to address suicide, rheumatic fever, heart disease, and dental health. The chapter also covers Whānau Ora in Te Tai Tokerau. Whānau Ora aims to facilitate whānau wellbeing, including across health, education, housing, cultural capacity, employment, and income, but is included in this chapter for ease of reading.

3.1.2 Overview of claims relating to health

Renewed Muriwhenua Inquiry (Wai 45) claimants raise a broad range of health allegations relating to the inadequate delivery of health services, limited accessibility of services, lack of protection from addictive substances, lack of adequate data collection, a reactive health system that does not address underlying causes of ill-health, inappropriate funding for hapū to develop their own health care service models, and failure to recognise Te Tiriti/Treaty principles and tikanga Māori in health legislation. Claimants allege these issues are heightened for Māori in the Muriwhenua area due to prevalent poverty and limited transport services in rural areas, a low concentration of resources in the Far North District, the distances that must be travelled to reach them, and hospitals in the northern region that are 'unfit for purpose'.¹⁹⁹ Claimants also highlight the high levels of disability in the Northland Region, which require additional, tailored services.²⁰⁰

Claimants argue these factors, along with other poor social determinants of health (such as employment and housing), have led to their overrepresentation in negative health statistics, including life expectancy, avoidable mortality, mental illness, addiction and substance abuse, hospitalisation rates, diabetes, chronic pain, oral health, and various other negative health indicators.²⁰¹ Claimants also assert the Crown has failed to adequately consult Māori in identifying, developing, and delivering

¹⁹⁹ For example, see: amended statement of claim, Wai 320 #1.1(b); amended statement of claim, Wai 736 claim 1.1(b); statement of claim, Wai 1176, #1.1; amended statement of claim, Wai 1176, #1.1(a), p 11; amended statement of claim, Wai 1176, #1.1(b); amended statement of claim, Wai 1886, #1.1.1(e); amended statement of claim, Wai 1886 #1.1.1(h); and amended statement of claim, Wai 2000, #1.1.1(a). Claimants specifically point to the Health and Disability Act 200 and action 9(c) of the Disability Action Plan, see amended statement of claim, Wai 1886, #1.1.1(h).

²⁰⁰ See amended statement of claim, Wai 1176, #1.1(b) and amended statement of claim Wai 1886, #1.1.1(e).

²⁰¹ For example, see: amended statement of claim, Wai 1541, #1.1.1(b); amended statement of claim, Wai 1176, #1.1(a); amended statement of claim, Wai 1176, #1.1(b); amended statement of claim, Wai 1670, #1.1.1(a); amended statement of claim, Wai 1670, #1.1.1(c); amended statement of claim, Wai 1681, #1.1.1(e); and amended statement of claim, Wai 1886, #1.1.1(d).

health services, leading to a health sector that is discriminatory and does not reflect the community it serves.²⁰² Claimants link low Māori representation in the health workforce to disparities in secondary and tertiary education, and to the inability to adequately pay and retain skilled health workers.²⁰³

During the first research hui for this report held in Taipā on 28 October 2022, claimants also raised issues around a lack of doctors and other health professionals in the area.

3.1.3 Recent Waitangi Tribunal findings on health issues

Issues relating to Māori health and the health system have been reported on in various Waitangi Tribunal reports, including the *Napier Hospital and Health Services Report* (2001), the *Hauraki Report* (2006), *Tauranga Moana 1886-2006: Report on the Post-Raupatu Claims* (2010), *Ko Aotearoa Tēnei* (2011), *He Whiritaunoka: The Whanganui Land Report* (2015), *Te Urewera* (2017), *Hauora: Report on Stage One of the Health Services and Outcomes Kaupapa Inquiry* (2019), and *Haumarū: The COVID 19 Priority Report* (2021).²⁰⁴ Broadly, the Waitangi Tribunal has found the Crown has breached the Te Tiriti o Waitangi/the Treaty of Waitangi by failing to provide adequate health services to Māori.

The Health Services and Outcomes Inquiry (Wai 2575) was in progress at the time of writing this report. The Stage One report was completed in 2019, and hearings for Stage Two began in March 2022. Stage One inquired into the legislative and policy framework of the primary healthcare system and Stage Two will inquire into three priority health areas: mental health, Māori with disabilities, and issues of alcohol, tobacco, and substance abuse. In the Stage One report, *Hauora: Report on Stage One of the Health Services and Outcomes Kaupapa Inquiry*, the Tribunal found the Crown had acted inconsistently with the principles of the Treaty of Waitangi by:

²⁰² For example, see: amended statement of claim, Wai 1886, #1.1.1(c); amended statement of claim, Wai 1886, #1.1.1(d); amended statement of claim, Wai 1886, #1.1.1(e); and amended statement of claim, Wai 1886, #1.1.1(h).

²⁰³ For example, see: statement of claim, Wai 1176, #1.1; amended statement of claim, Wai 1176, #1.1(a); amended statement of claim, Wai 1670, #1.1.1(a); amended statement of claim, Wai 1176 #1.1(b); amended statement of claim, Wai 1670, #1.1.1(a); amended statement of claim, Wai 1886, #1.1.1(c); amended statement of claim, Wai 1886 #1.1.1(d); amended statement of claim, Wai 1886 #1.1.1(f); amended statement of claim, Wai 1886 #1.1.1(h).

²⁰⁴ Waitangi Tribunal, *Haumarū: The COVID-19 priority report*, Pre-publication version (Wellington: Waitangi Tribunal, 2021); Waitangi Tribunal, *Hauora: Report on Stage One of the Health Services and Outcomes Kaupapa Inquiry* (Lower Hutt: Legislation Direct, 2019); Waitangi Tribunal, *The Hauraki Report*, 3 vols (Wellington: Legislation Direct, 2006); Waitangi Tribunal, *He Whiritaunoka: The Whanganui Land Report*, 3 vols, (Lower Hutt: Legislation Direct, 2015); Waitangi Tribunal, *Ko Aotearoa tēnei* (Wellington: Legislation Direct, 2011); Waitangi Tribunal, *The Napier Hospital and Health Services Report* (Wellington: Legislation Direct, 2001); Waitangi Tribunal, *Tauranga Moana 1886-2006: Report on the Post-Raupatu Claims*, 2 vols (Wellington: Legislation Direct, 2010); Waitangi Tribunal, *Te Urewera*, 8 vols (Lower Hutt: Legislation Direct, 2017).

- Failing to implement a legislative framework that commits to achieving health equity for Māori;
- Underfunding Māori primary health organisations;
- Failing to hold health entities to account, including failing to collect, utilise, and report adequate data on Māori health;
- Failing to design the primary health care framework in partnership with Māori.²⁰⁵

During the inquiry, all of the parties accepted that Māori health inequities are influenced by a broad range of factors, including ‘the cumulative effects of colonisation’ and the social determinants of health, such as income, education, employment, and housing.²⁰⁶

3.2 Health trends 2002-2020

3.2.1 Life expectancy

On average, Māori living in the data inquiry area have a lower life expectancy than non-Māori living in the data inquiry area, the national Māori population, and the national non-Māori population.

Life expectancy is calculated by Stats NZ using New Zealand Census data and death registrations provided by Births, Deaths, and Marriages (part of the Department of Internal Affairs, Te Tari Taiwhenua). Stats NZ has stated data measuring mortality for Māori and non-Māori should be ‘interpreted with caution’ because the concept of ethnicity (which is self-reported or reported by whānau) can change over time and because it may be recorded differently within the two sources.²⁰⁷ Data for small areas may also show larger fluctuations because the number of deaths in the area are smaller (i.e. a smaller number of deaths in a small population will impact the overall life expectancy more than in a large population).²⁰⁸

²⁰⁵ Waitangi Tribunal, *Hauora: Report on Stage One of the Health Services and Outcomes Kaupapa Inquiry* (Lower Hutt: Legislation Direct, 2019).

²⁰⁶ Waitangi Tribunal, *Hauora: Report on Stage One of the Health Services and Outcomes Kaupapa Inquiry* (Lower Hutt: Legislation Direct, 2019), p 20.

²⁰⁷ Stats NZ, unpublished life expectancy data technical notes, provided by Stats NZ on 30 June 2022, p. 2. Stats NZ notes: ‘In death registrations, ethnicity is identified by the person completing the registration form and this is most likely to be the funeral director (on the advice of a family member). In the population-at-risk data, ethnic group estimates are based on individuals’ responses at the most recent census. Life tables for the ethnic groups are derived from total responses to the ethnic group as recorded in deaths data and as estimated by the base population respectively’.

²⁰⁸ Stats NZ, unpublished life expectancy data technical notes, provided by Stats NZ on 30 June 2022, p. 2.

The following information shows life expectancy at birth for the years 2006, 2013, and 2018.²⁰⁹ Separate figures are provided for wāhine/women and tāne/men as they differ significantly.

In 2006, the life expectancy at birth for wāhine/women was 73.0 years for Māori in the inquiry data area, compared to 84.1 years for non-Māori in the inquiry data area (a difference of 11.1 years), 75.1 years for Māori across Aotearoa (a difference of 2.1 years), and 83.0 for non-Māori across Aotearoa (a difference of 10.0 years). By 2018, the life expectancy at birth for wāhine/women was 74.2 years for Māori in the inquiry data area, compared to 83.3 years for non-Māori in the inquiry data area (a difference of 9.1 years), 77.1 for Māori across Aotearoa (a difference of 2.9 years), and 84.4 for non-Māori across Aotearoa (a difference of 10.2 years).²¹⁰

Overall, tāne/men had a lower life expectancy than wāhine/women and the difference in life expectancy years between tāne Māori and non-Māori men was higher. In 2006, the life expectancy at birth for tāne/men was 68.0 years for Māori in the inquiry data area, compared to 80.1 years for non-Māori in the inquiry data area (a difference of 12.1 years), 70.4 years for Māori across Aotearoa (a difference of 2.4 years), and 79.0 years for non-Māori across Aotearoa (a difference of 11.0 years). By 2018, the life expectancy at birth for tāne/men was 70.1 years for Māori in the inquiry data area, compared to 79.2 years for non-Māori in the inquiry data area (a difference of 9.1 years), 73.4 years for Māori across Aotearoa (a difference of 3.3 years), and 80.9 years for non-Māori across Aotearoa (a difference of 10.8 years).²¹¹

Life expectancy has increased more on average between 2006 and 2018 across Aotearoa, when compared to the inquiry data area. For example, wāhine Māori across Aotearoa saw an increase of 2.0 years between 2006 and 2018, while wāhine Māori in the inquiry data area saw an increase of 1.2 years. Tāne Māori across Aotearoa saw an increase of 3.0 years, while tāne Māori living in the inquiry data area saw an increase of 2.1 years. For non-Māori living in the inquiry data area, life expectancy decreased over this period, meaning the gap between Māori and non-Māori decreased more significantly within the inquiry data area when compared to the average across Aotearoa.²¹²

This is shown below in **Table 3.1**, **Table 3.2**, **Figure 3.1**, **Figure 3.2**, and **Figure 3.3**.

²⁰⁹ Life expectancy rates are derived over a three-year period, meaning figures for 2006, 2013, and 2018 have been derived from the years 2005-2007, 2012-2014, and 2017-2019. See Stats NZ, unpublished life expectancy data technical notes, provided by Stats NZ on 30 June 2022.

²¹⁰ Derived from customised data provided by Stats NZ on 30 June 2022.

²¹¹ Derived from customised data provided by Stats NZ on 30 June 2022.

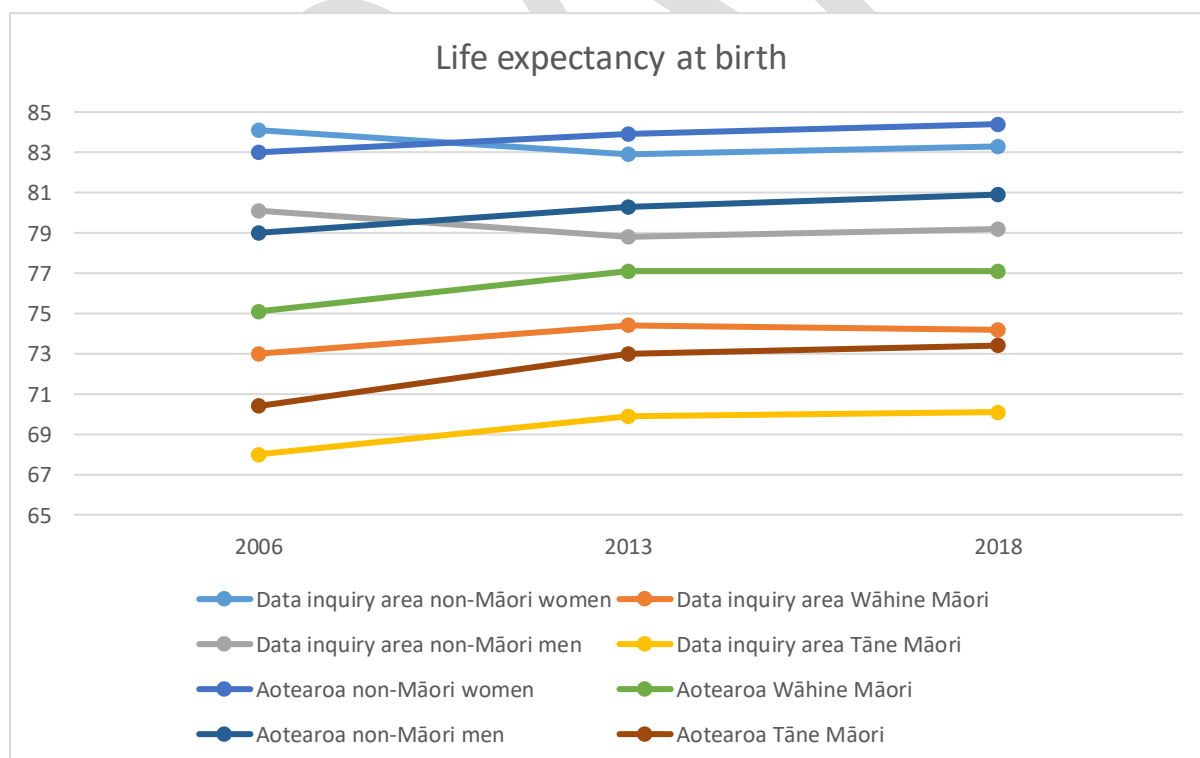
²¹² Derived from customised data provided by Stats NZ on 30 June 2022.

Table 3.1: Life expectancy at birth in the data inquiry area and Aotearoa (years)

	Data inquiry area				Aotearoa			
	Māori		Non-Māori		Māori		Non-Māori	
	Wāhine	Tāne	Women	Men	Wāhine	Tāne	Women	Men
2006	73.0	68.0	84.1	80.1	75.1	70.4	83.0	79.0
2013	74.4	69.9	82.9	78.8	77.1	73.0	83.9	80.3
2018	74.2	70.1	83.3	79.2	77.1	73.4	84.4	80.9
Change 2006- 2018	+ 1.2	+ 2.1	- 0.8	- 0.9	+ 2.0	+ 3.0	+ 1.4	+ 1.9

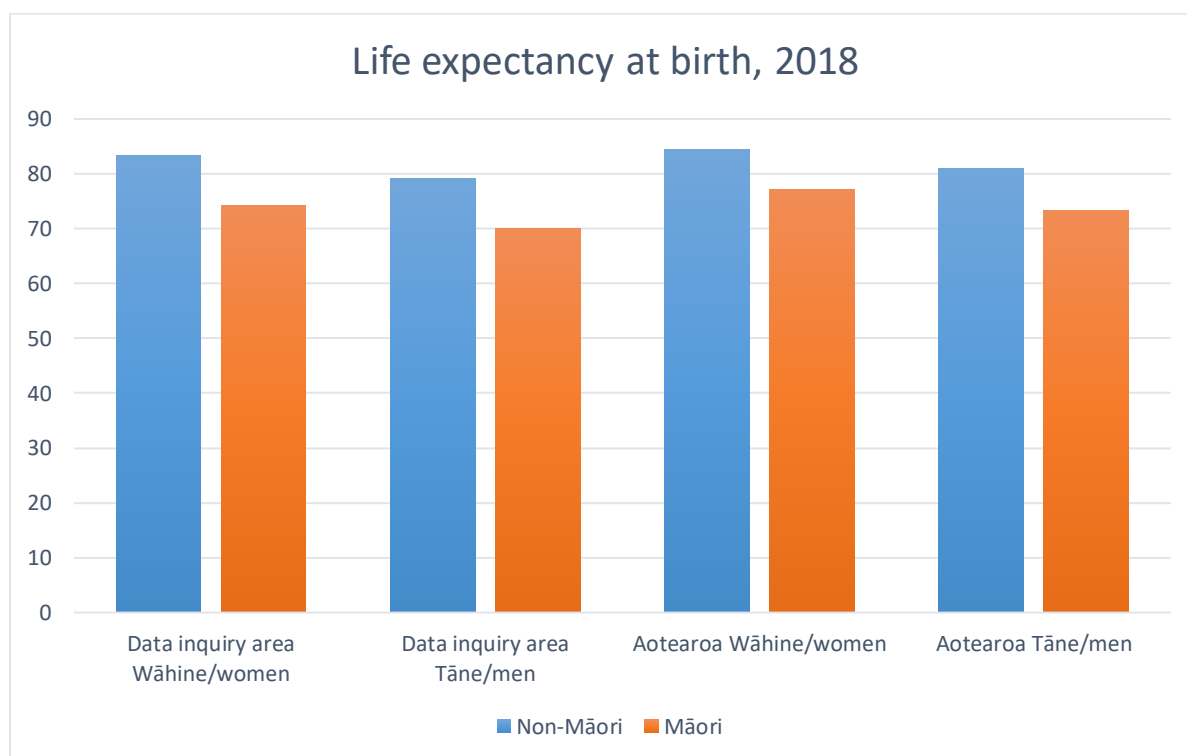
Source: Derived from customised data provided by Stats NZ on 30 June 2022.

Figure 3.1: Life expectancy at birth



Source: Derived from customised data provided by Stats nz on 30 June 2022.

Figure 3.2: Life expectancy at birth, 2018



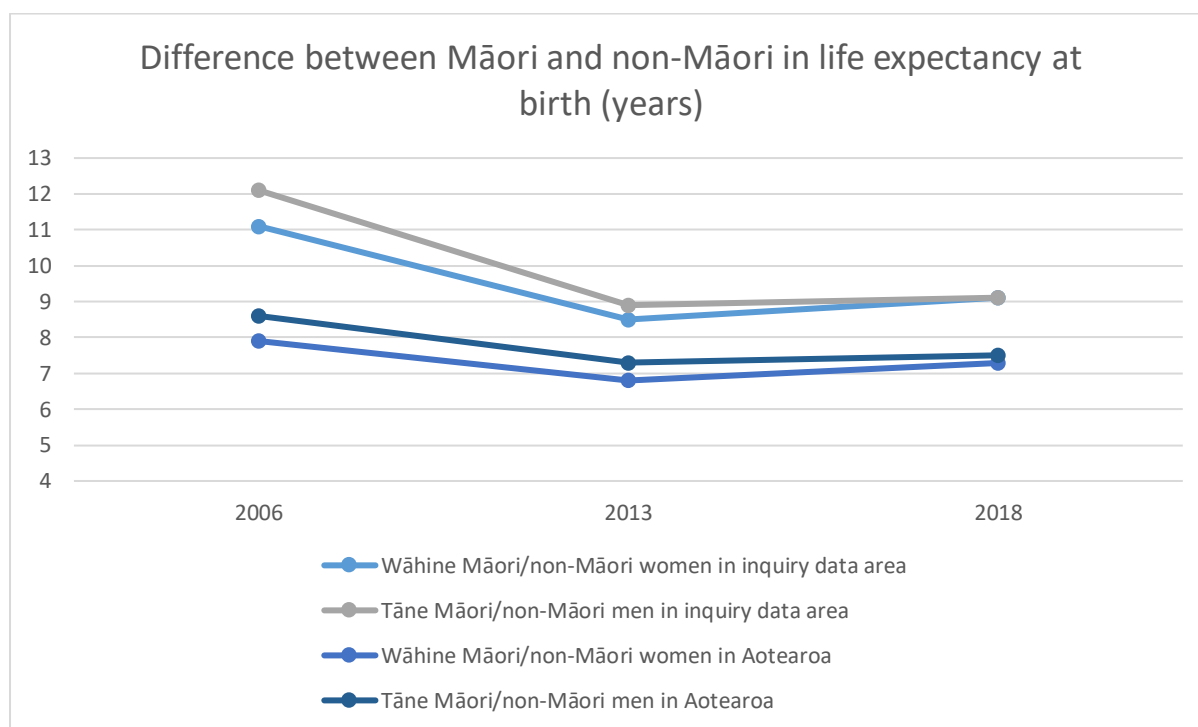
Source: Derived from customised data provided by Stats nz on 30 June 2022.

Table 3.2: Difference between Māori and non-Māori in life expectancy at birth (years)

	Inquiry data area		Aotearoa	
	Wāhine Māori/non-Māori women	Tāne Māori/non-Māori men	Wāhine Māori/non-Māori women	Tāne Māori/non-Māori men
2006	11.1	12.1	7.9	8.6
2013	8.5	8.9	6.8	7.3
2018	9.1	9.1	7.3	7.5

Source: Derived from customised data provided by Stats NZ on 30 June 2022.

Figure 3.3: Difference between Māori and non-Māori in life expectancy at birth (years)



Source: Derived from customised data provided by Stats NZ on 30 June 2022.

3.2.2 Disability/physical or mental activity limitations

The 2018 New Zealand Census of Population and Dwellings included a new question regarding activity limitations experienced by individuals. Respondents were asked whether they had difficulty with any of the following six activities:

- Difficulty seeing;
- Difficulty hearing;
- Difficulty walking or climbing steps;
- Difficulty remembering or concentrating;
- Difficulty washing all over or dressing; or
- Difficulty communicating.²¹³

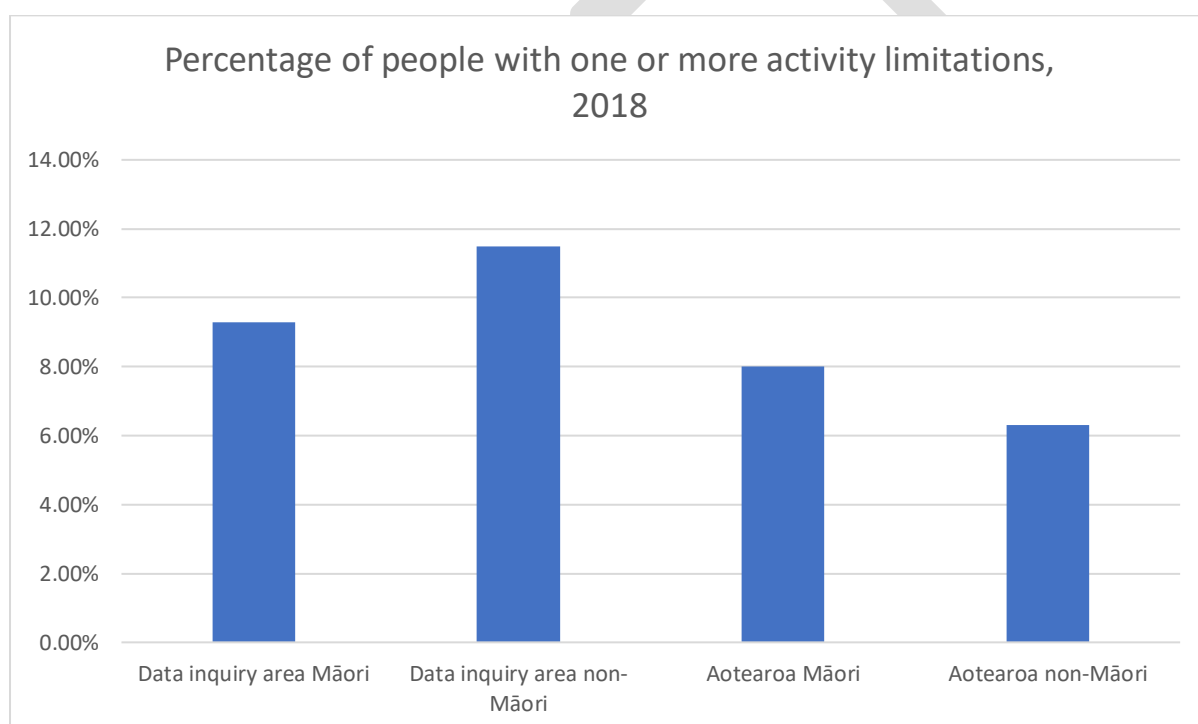
Stats NZ regards a person as having a disability if they responded they have ‘a lot or difficulty’ or ‘cannot do at all’ one or more of the six activities listed. However, it notes: ‘The questions were

²¹³ Stats NZ, ‘Activity limitations’, Stats NZ DataInfo+, available: <https://datainfoplus.stats.govt.nz/item/nz.govt.stats/a7a2b53b-efd4-4bfb-a97e-59f3021ff442>, accessed 3 November 2022.

designed to allow comparisons to be made between average outcomes for disabled and non-disabled populations. They were not designed to identify the disabled population'.²¹⁴

Overall, Māori living in the inquiry data area were less likely to report one or more activity limitations when compared to non-Māori in the inquiry data area (9.3 percent and 11.5 percent respectively). However, Māori in the inquiry data area were more likely to report one or more activity limitations when compared to the national Māori population (8.0 percent) and the national non-Māori population (6.3 percent).²¹⁵ This is shown below in **Figure 3.4**. Figures are also provided in tables in Appendix C.

Figure 3.4: Percentage of people with one or more activity limitations, 2018



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

The age demographics of each comparison group clearly have an impact on this data, given Māori have a higher proportion of younger people, and the inquiry data area has a higher proportion of older people.²¹⁶ When broken down by age group, Māori living in the data inquiry area have a higher proportion of people with one or more activity limitation across every age group, compared to non-

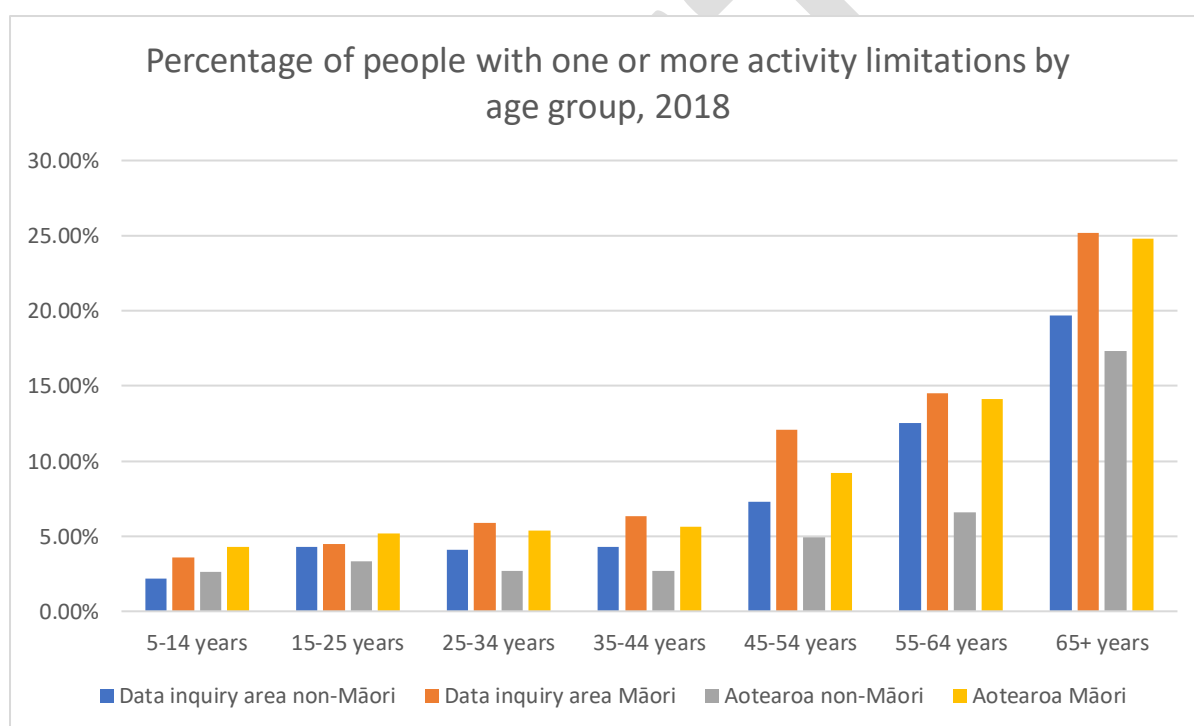
²¹⁴ Stats NZ, 'Activity limitations', Stats NZ DataInfo+, available: <https://datainfoplus.stats.govt.nz/item/nz.govt.stats/a7a2b53b-efd4-4bfb-a97e-59f3021ff442>, accessed 3 November 2022.

²¹⁵ Derived from customised data provided by Stats NZ on 30 June 2022.

²¹⁶ This is discussed in further detail in the introduction to this report.

Māori in the inquiry data area and non-Māori across Aotearoa. Māori in the inquiry data area also have higher rates of activity limitations than the national Māori population for those aged 25 years and over (while the national Māori population has higher rates among those aged under 25 years. As an example, 25.2 percent of Māori in the inquiry data area aged 65 years and over reported one or more activity limitation, compared to 19.7 percent of non-Māori in the data inquiry area, 24.8 percent of Māori across Aotearoa, and 17.3 percent of non-Māori across Aotearoa.²¹⁷ This is shown below in **Figure 3.5**. The precise figures for each age group are shown in tables in Appendix C.

Figure 3.5: Percentage of people with one or more activity limitations by age group, 2018

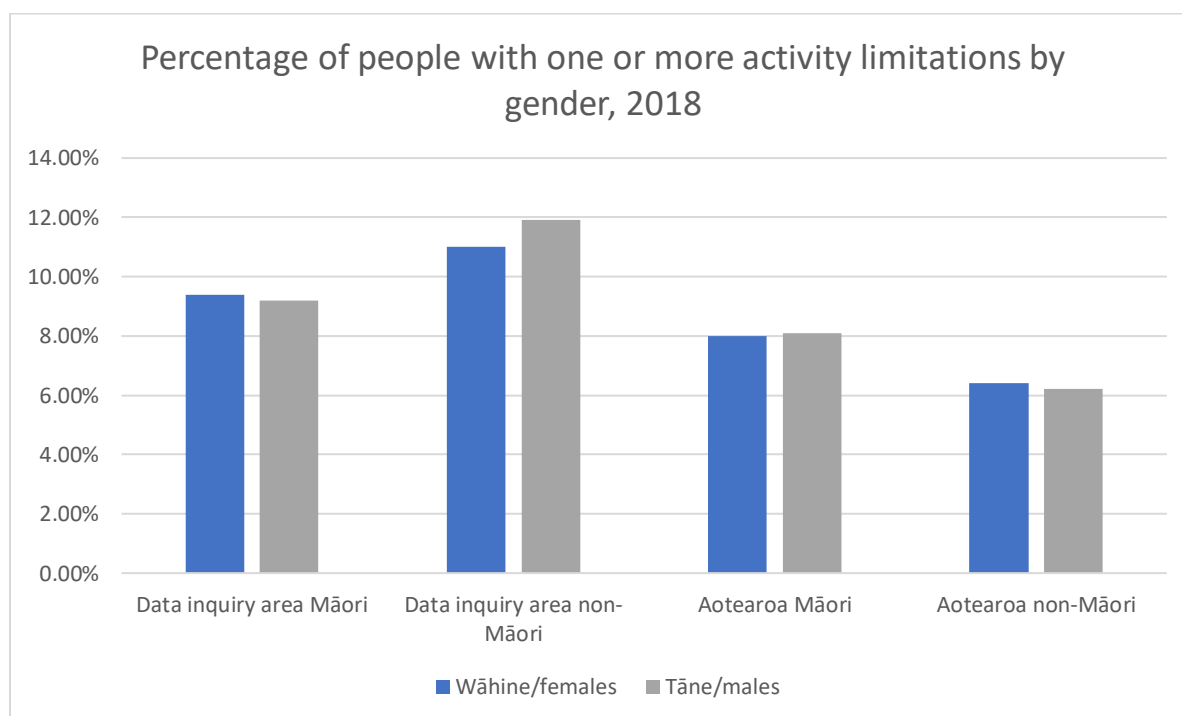


Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Wāhine/women and tāne/men reported activity limitations at similar rates, as shown below in **Figure 3.6**. Precise figures are provided in tables in Appendix C.

²¹⁷ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 3.6: Percentage of people with one or more activity limitations by gender, 2018



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

3.2.3 Cigarette smoking

Cigarette smoking rates (as reported in the NZ Census) are also higher among Māori living in the inquiry data area and have decreased at the lowest rate between 2006 and 2018, when compared to non-Māori in the inquiry data area, the national Māori population, and the national non-Māori population.

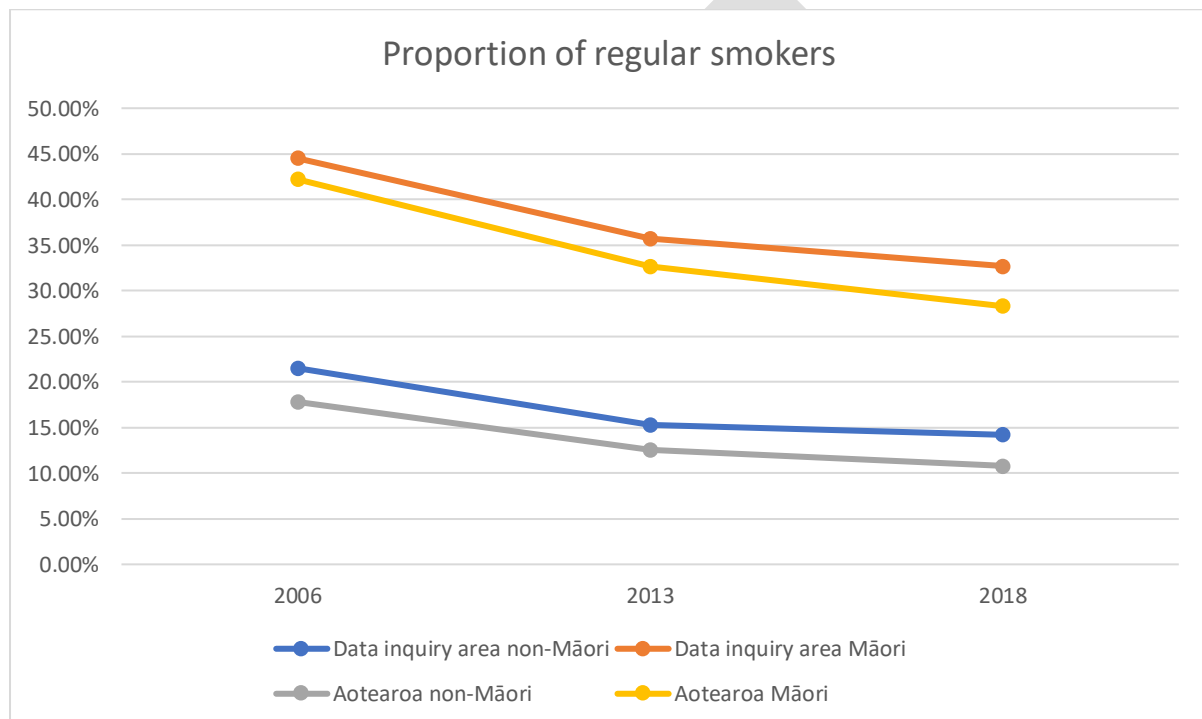
In 2006, Māori living in the inquiry data area were twice as likely to smoke regularly compared to non-Māori living in the inquiry data area (44.5 percent compared to 21.5 percent). Māori in the inquiry data area also had a slightly higher proportion of regular smokers than that of the national Māori population (at 42.2 percent) and were 2.5 times more likely to smoke regularly than non-Māori across Aotearoa (at 17.8 percent).²¹⁸

By 2018, smoking rates had decreased across all groups, but least significantly for Māori in the inquiry data area. The proportion of people smoking regularly decreased by 27 percent for Māori in the inquiry data area, by 34 percent for non-Māori in the inquiry data area and the national Māori

²¹⁸ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

population, and by 39 percent among the national non-Māori population. By 2018, Māori living in the inquiry data area were 2.3 times more likely to smoke regularly than non-Māori in the inquiry data area (32.7 percent compared to 14.2 percent). Māori in the inquiry data area still had a slightly higher proportion of regular smokers than the national Māori population (at 28.3 percent) and were three times more likely to smoke regularly than the national non-Māori population (at 10.8 percent).²¹⁹ This is shown below in **Figure 3.7**. Precise figures are provided in tables in Appendix C.

Figure 3.7: Proportion of regular smokers



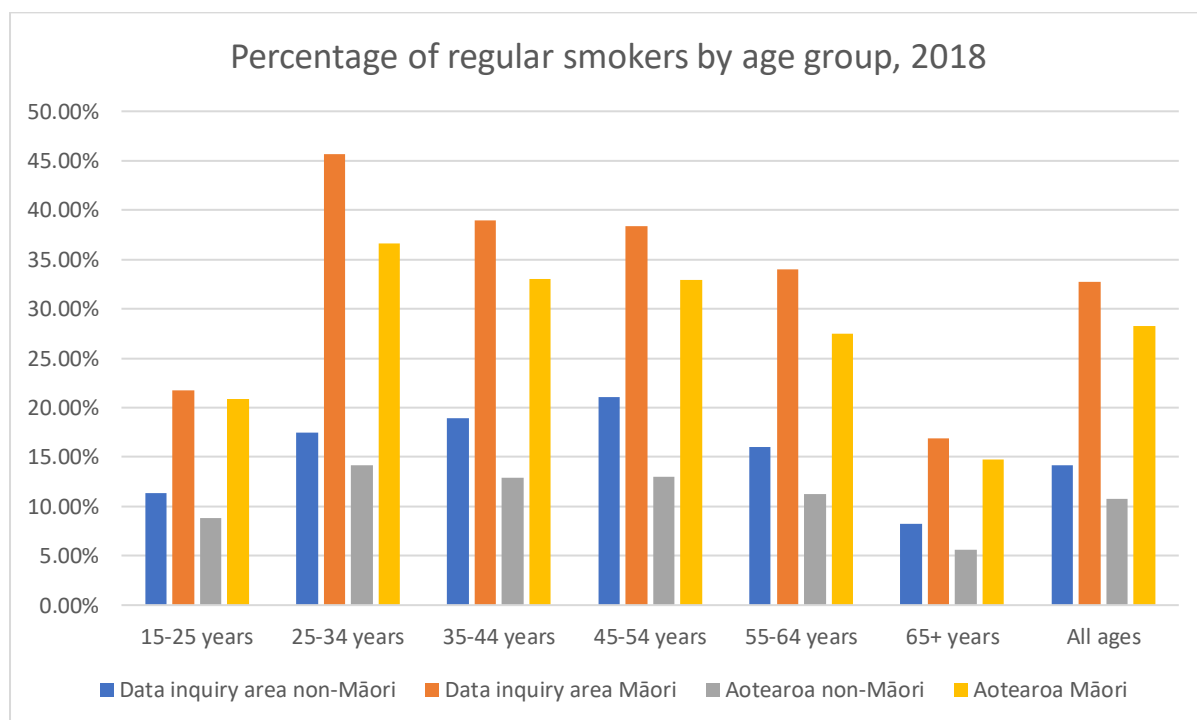
Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

In 2018, smoking rates were highest among those aged between 25 and 34 years, except for non-Māori in the data inquiry area, where smoking rates were highest among those aged between 45 and 54 years. In 2018, 45.7 percent of Māori in the inquiry data area aged between 25 and 34 years smoked regularly, compared to 17.5 percent of non-Māori in the inquiry data area, 36.6 percent of Māori across Aotearoa, and 14.2 percent of non-Māori across Aotearoa. Māori living in the inquiry data area

²¹⁹ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

had the highest proportion of regular smokers among all age groups.²²⁰ This is shown below in **Figure 3.8**. Precise figures are provided in tables in Appendix C.

Figure 3.8: Percentage of regular smokers by age group, 2018



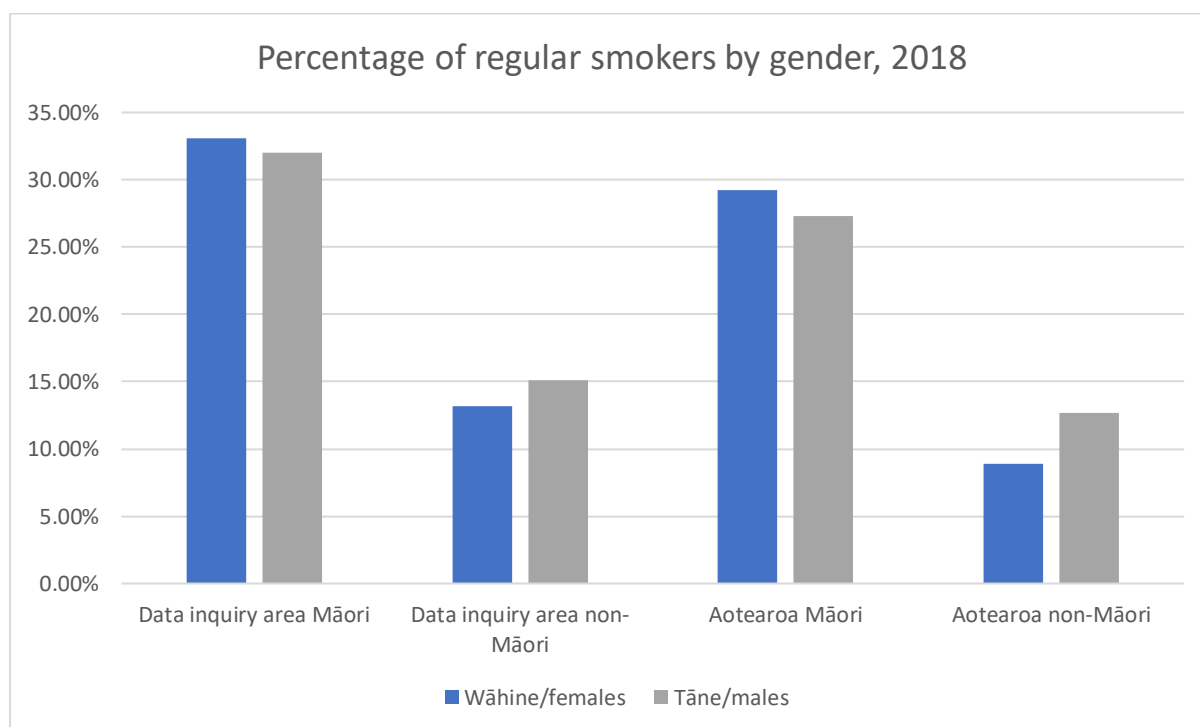
Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

In 2018, Māori smoking rates were higher among wāhine, but non-Māori smoking rates were higher among men, for both the inquiry data area and the national population. Within the data inquiry area, 33.1 percent of wāhine Māori smoked regularly, compared to 32.0 percent of tāne Māori. 13.2 percent of non-Māori women smoked regularly, compared to 15.1 percent of non-Māori men.²²¹ This is shown below in **Figure 3.9**. Precise figures, including those for the national population, are provided in tables in Appendix C.

²²⁰ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

²²¹ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 3.9: Percentage of regular smokers by gender, 2018



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

3.2.4 Rheumatic fever

Acute Rheumatic Fever is associated with poverty, household crowding, and poor access to healthcare, and is now very rare in high-income countries.²²² Research published in 2011 found that national rheumatic fever rates for Pākehā children had decreased since 1993 ‘to negligible levels’, while rates for tamariki Māori and Pasifika children increased by 50 percent.²²³

Rheumatic fever is much more prevalent among tamariki Māori in Te Tai Tokerau and it has been noted these rates can be considered indicators of serious health inequities between tamariki Māori and non-Māori children.²²⁴ In 2011, tamariki Māori constituted 95 percent of acute rheumatic fever cases within the Northland District Health Board and between 2002 and 2011 acute rheumatic fever

²²² Kate Wauchop, Anil Shetty, Catherine Bremner, ‘The epidemiology of acute rheumatic fever in Northland, 2012-2017’, in *The New Zealand Medical Journal* vol 132, no 1498 (2019), p 32.

²²³ Lance O’Sullivan, ‘e Runanga o Te Rarawa Rheumatic Fever Reduction Progamme—Kaitaia’, in *Journal of Primary Health Care*, vol 3, no 4 (2011), p 325.

²²⁴ Lance O’Sullivan, ‘e Runanga o Te Rarawa Rheumatic Fever Reduction Progamme—Kaitaia’, in *Journal of Primary Health Care*, vol 3, no 4 (2011), p 325.

rates among tamariki Māori in Te Tai Tokerau were ‘some of the highest in the country’.²²⁵ In 2014, Te Hiku Development Trust reported the Northland District Health Board had the highest rate of rheumatic fever among tamariki Māori, and the second highest number of all annual acute rheumatic fever cases nationally, with between ten and 20 new cases reported in Te Tai Tokerau each year, and one and five new cases in Te Hiku rohe each year. Within Te Tai Tokerau, tamariki Māori aged between five and 15 years had nearly twice the rate of rheumatic fever compared to non-Māori (7.8/100,000 compared to 4/100,000).²²⁶ Research published in 2011 showed that by the end of school, roughly one in every 200 tamariki Māori in Te Tai Tokerau would have a damaged heart resulting from rheumatic fever.²²⁷ Further research published in 2019 has identified that, between 2012 and 2017, the ethnicity of 93 percent of all cases (64) of acute rheumatic fever were Māori, compared to NZ European at one percent (1 case) and Pacific Islander at six percent (four cases). The highest rates, and the highest disparity between Māori and non-Māori rates, were found in the five to 14 year age group. In fact, the rate of acute rheumatic fever incidence for Māori in this group was similar to those in low-income countries. While the research demonstrated there had been a very slight decrease in acute rheumatic fever rates in Te Tai Tokerau Māori population (by one-fifth), they remained significantly higher than rates for the national Māori population.²²⁸

Research has also identified Kaitiāia as one of several areas in Te Tai Tokerau with particularly high rates. Research published in 2011 showed that 29 out of 30 children with rheumatic fever in Kaitiāia were Māori.²²⁹

3.3 Crown strategies to improve health outcomes for Māori in Te Tai Tokerau 2002-2020

The following section details key government programmes, interventions, and funds to improve Māori health outcomes in Te Tai Tokerau between 2002 and 2020 and, where possible, in the Far North

²²⁵ Anneka Anderson, Clair Mills, Kyle Eggleton, ‘Whānau perceptions and experiences of acute rheumatic fever diagnosis for Māori in Northland, New Zealand’, in *The New Zealand Medical Journal*, vol 130, no 1465 (2017), pp 80-81.

²²⁶ Te Hiku Iwi Development Trust, *Te Oranga o Te Hiku: Te Hiku Wellbeing Report*, produced by Te Hiku Development Trust as a discussion document for Te Hiku Iwi living in the rohe of Te Hiku o Te Ika, 2014, available: <https://www.terarawa.iwi.nz/files/pou-social/te-hiku-wellbeing-report-2014.pdf>, accessed 4 November 2022, pp 66-70.

²²⁷ Lance O’Sullivan, ‘e Runanga o Te Rarawa Rheumatic Fever Reduction Programme—Kaitiāia’, in *Journal of Primary Health Care*, vol 3, no 4 (2011), p 325.

²²⁸ Kate Wauchop, Anil Shetty, Catherine Bremner, ‘The epidemiology of acute rheumatic fever in Northland, 2012-2017’, in *The New Zealand Medical Journal* vol 132, no 1498 (2019), pp 32-35, 38.

²²⁹ Lance O’Sullivan, ‘e Runanga o Te Rarawa Rheumatic Fever Reduction Programme—Kaitiāia’, in *Journal of Primary Health Care*, vol 3, no 4 (2011), p 325.

District or the anticipated inquiry district. The discussion focusses on government-led projects that have aimed to address health issues disproportionately affecting Māori in the region, including acute rheumatic fever, rangatahi suicide, dental health, cardiac disease, childhood obesity, and sudden unexpected death of an infant (sometimes referred to as SUDI). It also provides information on funding programmes that have allowed for whānau, hapū, and iwi-led interventions to improve health outcomes for Māori.

The following discussion is structured around key government health entities operating in the area, namely: the Ministry of Health, Manatū Hauora, the Northland District Health Board, Te Poari Hauora Ā Rohe o Te Tai Tokerau, Te Tai Tokerau Primary Health Organisation / Mahitahi Hauora, and Te Puni Kōkiri, the Ministry of Māori Development. There is, of course, some overlap, as particular interventions may receive funding and/or support from several government agencies and some health issues will be addressed through several different programmes offered by different entities.

What becomes clear in this overview is that introduced measures are largely reactive, often only being initiated after a serious event or health crisis occurs, such as the rapid rise in rangatahi suicides in 2012. Additionally, despite interventions to address health issues experienced by Te Tai Tokerau and Muriwhenua Māori, severe disparities in health outcomes persist, both between Māori and non-Māori in the region, and between Te Tai Tokerau and many other parts of the country (some of which have been outlined in the previous section). The section concludes with an examination of the first few years of phase two of the Whānau Ora initiative in Te Tai Tokerau. Whānau Ora aims to provide an inter-sectoral, whānau-centred approach to addressing health, education, housing, cultural capacity, and employment and income issues. National evaluations indicate the programme has been beset by issues to do with funding, the large geographical area covered by commissioning agencies, and low uptake of the approach by government agencies. However, there is little regional information available, making it difficult to assess its impacts in Te Tai Tokerau.

3.3.1 The Ministry of Health

The Ministry of Health has overall responsibility for the health system in Aotearoa. Between 2002 and 2020, it invested in various programmes intended to improve health outcomes for Māori in Te Tai Tokerau and across Aotearoa, including: the Māori Provider Development Scheme, the Māori Health Innovation Fund, the Rheumatic Fever Prevention Programme, and the Northland Fluoridation Advocacy Programme. These programmes are underpinned by the Crown's national Māori Health

Strategy, *He Korowai Oranga*, which was developed in 2002 and updated in 2014.²³⁰ *He Korowai Oranga* is not discussed in detail in this chapter as national health strategies fall outside the scope of this report. These are likely to be addressed in the Health Services and Outcomes Inquiry (Wai 2575).

The Māori Provider Development Scheme, 1997

The Māori Provider Development Scheme was established in 1997 to help 'Māori health providers develop more effective health service provision and to expand the Māori health and disability workforce'.²³¹ In its first year, the Scheme administered \$7.5 million for four funding priorities: Māori Health Scholarships, Provider Assistance, Workforce and Service Development Pilots, and Best Practice and Procedure Models.²³² Between 1998 and 2009, the Scheme administered \$10 million per annum.²³³ The Scheme is still operating, however, more recent annual funding amounts between 2010 and 2020 could not be located at the time of writing this report. The Government's Budget 2022 allocated an investment of \$30 million to the Māori Provider Development Scheme, which constituted 'the biggest uplift' to the Scheme since its establishment in 1997.²³⁴

Between the years 2010/11 and 2019/20, the following funds from the Māori Provider Development Scheme were allocated to Regional Māori Health and Disability Providers within the Northland District Health Board region:

- \$417,875.07 (out of a total of \$5,604,000 funding for all District Health Board regions) for 2010/2011;
- \$437,776.80 (out of a total of \$5,851,500 funding for all District Health Board regions) for 2012/2013;

²³⁰ Ministry of Health, Manatū Hauora, *He Korowai Oranga, Māori Health Strategy* (Wellington: Ministry of Health, Manatū Hauora, 2002).

²³¹ CBG Health Research Limited, *Evaluation of the Maori Provider Development Scheme*, September 2009, available: <https://www.health.govt.nz/system/files/documents/publications/mpds-report-sep09.pdf>, accessed 3 November 2022, p 15.

²³² Ministry of Health, *An Introduction to the Māori Provider Development Scheme*, Ministry of Health, 1997, available: [https://www.moh.govt.nz/notebook/nbbooks.nsf/0/5EEFA3602C206C2ECC256C23007D7753/\\$file/102797.pdf](https://www.moh.govt.nz/notebook/nbbooks.nsf/0/5EEFA3602C206C2ECC256C23007D7753/$file/102797.pdf), accessed 8 November 2022.

²³³ CBG Health Research Limited, *Evaluation of the Maori Provider Development Scheme*, September 2009, available: <https://www.health.govt.nz/system/files/documents/publications/mpds-report-sep09.pdf>, accessed 3 November 2022, p 15.

²³⁴ Peeni Henare, 'Budget 2022 invests \$30 million into Māori provider development', press release, 27 May 2022, New Zealand Government, available: <https://www.beehive.govt.nz/release/budget-2022-invests-30-million-m%C4%81ori-provider-development>, accessed 15 November 2022, para 6.

- \$437,776.80 (out of a total of \$5,811,500 per annum funding for all District Health Board regions) for the years 2013/14, 2014/15, and 2015/16; and
- \$538,210.10 (out of a total of \$6,851,500 funding for all District Health Board regions) for 2019/2020.²³⁵

An independent evaluation of the Māori Provider Development Scheme was conducted in 2009, using source document analysis, examination of Māori Provider Development Scheme databases and qualitative research based on feedback from providers. This included feedback from 100 Māori Health Providers, including Ngāti Kahu Social and Health Services, and Te Hauora o Te Hiku o Te Ika (both Māori Health Providers based within the anticipated inquiry district), 20 District Health Boards, including Northland District Health Board, and three Māori Co-Purchasing Organisations, including Te Tai Tokerau Māori Co-Purchasing Organisation (both discussed below).²³⁶

The evaluation found that Māori Health Providers receiving support through the scheme found it 'invaluable'. However, the evaluation also recommended that the levels of funding be increased, in particular, the amount of capital funding allocated to providers, workforce development support, and accreditation and service innovation. It was also suggested that funding be extended to cover a three-year period in some cases.²³⁷ The evaluation does not provide details of the feedback received from Ngāti Kahu Social and Health Services and Te Hauora o Te Hiku o Te Ika.

²³⁵ Ministry of Health, *2010/11 Purchasing Intentions: Māori Provider Development Scheme*, April 2010, available:

[https://www.moh.govt.nz/notebook/nbbooks.nsf/0/23EF500E269407D4CC25770C006FF5C2/\\$file/2010-11-purchasing-intentions-maori-provider-dev-scheme.pdf](https://www.moh.govt.nz/notebook/nbbooks.nsf/0/23EF500E269407D4CC25770C006FF5C2/$file/2010-11-purchasing-intentions-maori-provider-dev-scheme.pdf), accessed 3 November 2022, p 8; Ministry of Health, *Māori Provider Development Scheme (MPDS): 2012/13 purchasing intentions*, May 2012, available: [https://www.moh.govt.nz/notebook/nbbooks.nsf/0/BDC92EC6D1E44AB5CC2579FA000B746F/\\$file/mpds-purchasing-intentions-2012-13.pdf](https://www.moh.govt.nz/notebook/nbbooks.nsf/0/BDC92EC6D1E44AB5CC2579FA000B746F/$file/mpds-purchasing-intentions-2012-13.pdf), accessed: 3 November 2022, p 8; Ministry of Health, *Māori Provider Development Scheme (MPDS) 2013/16: Purchasing intentions*, June 2013, available: [https://www.moh.govt.nz/notebook/nbbooks.nsf/0/F8598DD6C2D039D1CC257BA9000C9436/\\$file/maori-provider-development-scheme-2013-16-purchasing-intentions-jul13.pdf](https://www.moh.govt.nz/notebook/nbbooks.nsf/0/F8598DD6C2D039D1CC257BA9000C9436/$file/maori-provider-development-scheme-2013-16-purchasing-intentions-jul13.pdf), accessed 3 November 2022, p 7; Ministry of Health, *Māori Provider Development Scheme (MPDS) 2019/20: Purchasing intentions*, available: <https://www.health.govt.nz/system/files/documents/publications/mpds-purchasing-intentions-2019-20-may19.pdf>, accessed 3 November 2022, p 7. Awaiting details of funding from the Ministry of Health for the years 2011/12, 2016/17, 2017/18 and 2018/19

²³⁶ CBG Health Research Limited, *Evaluation of the Maori Provider Development Scheme*, September 2009, available: <https://www.health.govt.nz/system/files/documents/publications/mpds-report-sep09.pdf>, accessed 3 November 2022, pp 14, 76-81.

²³⁷ CBG Health Research Limited, *Evaluation of the Maori Provider Development Scheme*, September 2009, available: <https://www.health.govt.nz/system/files/documents/publications/mpds-report-sep09.pdf>, accessed 3 November 2022, pp 8-11.

The Māori Health Innovation Fund, Te Ao Auhatanga, 2009

The Māori Health Innovation Fund, Te Ao Auhatanga Hauora Māori, was established in 2009 'to improve Māori health outcomes and achieve whānau ora through innovative service design, delivery and evaluation'. The Fund supported Māori health providers over a four-year period to 'scope design, develop, implement and evaluate their vision of innovative initiatives that effectively meet the health needs of whānau, hapū, iwi and their wider communities.'²³⁸

Details of funding going back to 2009 could not be located during research for this report. However, an evaluation of the 2013-2017 funding round detailed the specific projects that received funding for this period. The 2013-2017 funding round focussed on 'Te Ao Māori approaches to whānau health and wellbeing through improved child health outcomes'. During this period, 22 innovation pilots across Aotearoa were supported for an initial trial phase of funding. Two of these were within the anticipated inquiry district:

- iMOKO (developed by Navillus Medical Ltd) – use of trained volunteers with smart tablets to collect data on common health problems affecting children in schools, early childhood education centres, and kōhanga reo. The data is then sent to a central digital health team to diagnose and develop appropriate treatment plans; and
- Ngā Kaitiaki (developed by Ngāti Kahu Social and Health Services Limited) - a marae-based youth mentoring programme to improve rangatahi skills, knowledge, and confidence in adopting healthy lifestyles and leadership roles.²³⁹

An evaluation of the Māori Health Innovation Fund was undertaken for the Ministry of Health in 2017. For the iMOKO pilot scheme, the evaluation reported decreases in skin conditions in the iMOKO focus area, when compared to the rest of Te Tai Tokerau. There were also decreases in acute rheumatic fever and chronic rheumatic heart disease, both of which were zero in the iMOKO focus area in 2015

²³⁸ Brown Research Ltd, *Analysis of Te Kākano: Seeding Innovation 2013-2017*, Brown Research Ltd for the Ministry of Health, November 2017, available: <https://www.health.govt.nz/system/files/documents/publications/auahatanga-hauora-maori-analysis-te-kakano-seeding-innovation-2013-2017-aug18.pdf>, accessed 2 November 2022, p 3.

²³⁹ Brown Research Ltd, *Analysis of Te Kākano: Seeding Innovation 2013-2017*, Brown Research Ltd for the Ministry of Health, November 2017, available: <https://www.health.govt.nz/system/files/documents/publications/auahatanga-hauora-maori-analysis-te-kakano-seeding-innovation-2013-2017-aug18.pdf>, accessed 2 November 2022, pp 3, 20-22; Rebecca McBeth, 'iMOKO tackling issue of inequitable access to healthcare', Health Informatics New Zealand, 18 February 2019, available: <https://www.hinz.org.nz/news/438034/iMOKO-tackling-issue-of-inequitable-access-to-healthcare.htm>, accessed 15 November 2022.

and 2016. The evaluation also reported broader impacts for tamariki, whānau, and the community, such as improved health literacy and knowledge, and becoming more proactive in health care.²⁴⁰

The authors concluded these statistics were ‘encouraging’ but remained unclear on the extent to which they could be solely attributed to the iMOKO initiative, stating:

*The part the Innovation [iMOKO] has played in the downward movement of these diseases is not clear but it is likely that it has contributed to it. These are encouraging sign that iMOKO and other initiatives to eliminate serious skin conditions and eradicate rheumatic fever in Northland tamariki are having an impact.*²⁴¹

iMOKO is a digital diagnostic tool that works in conjunction with throat-swabbing. The Ministry of Health had previously funded a throat-swabbing intervention in Kaitiāia as part of its Rheumatic Fever Prevention Programme (2011), detailed in the following section.

A 2019 article stated that the service costs a school \$2 per a week per child, but that philanthropic funding was available for those who could not afford it.²⁴² The article also pointed out that although iMOKO had a contract with Northland District Health Board as part of their rheumatic fever prevention plan, it had yet to secure government funding for the rollout of the programme, which was essential for its survival.²⁴³ There is evidence that iMOKO was adopted in other regions – for example, it is listed as a service delivered by Huria Trust in Tauranga, although their website states that the programme is currently on hold.²⁴⁴ From June 2018 to December 2019 the Ministry of Health and the Accident Compensation Corporation funded Dovetail Consulting to conduct an independent evaluation of iMOKO.²⁴⁵ This evaluation could not be located for inclusion in this report. It is unclear whether iMOKO is still operating as no records could be found after 2020.

²⁴⁰ Brown Research Ltd, *Analysis of Te Kāhano: Seeding Innovation 2013-2017*, Brown Research Ltd for the Ministry of Health, November 2017, available: <https://www.health.govt.nz/system/files/documents/publications/auahatanga-hauora-maori-analysis-te-kakano-seeding-innovation-2013-2017-aug18.pdf>, accessed 2 November 2022, p 22.

²⁴¹ Brown Research Ltd, *Analysis of Te Kāhano: Seeding Innovation 2013-2017*, Brown Research Ltd for the Ministry of Health, November 2017, available: <https://www.health.govt.nz/system/files/documents/publications/auahatanga-hauora-maori-analysis-te-kakano-seeding-innovation-2013-2017-aug18.pdf>, accessed 2 November 2022, p 22.

²⁴² Rebecca McBeth, ‘iMOKO tackling issue of inequitable access to healthcare’, Health Informatics New Zealand, 18 February 2019, available: <https://www.hinz.org.nz/news/438034/iMOKO-tackling-issue-of-inequitable-access-to-healthcare.htm>, accessed 15 November 2022

²⁴³ Rebecca McBeth, ‘iMOKO tackling issue of inequitable access to healthcare’, Health Informatics New Zealand, 18 February 2019, available: <https://www.hinz.org.nz/news/438034/iMOKO-tackling-issue-of-inequitable-access-to-healthcare.htm>, accessed 15 November 2022

²⁴⁴ Huria Trust, ‘iMOKO support’, Huria Trust, available: <https://www.huriatrust.co.nz/imoko-support/>, accessed 15 November 2022

²⁴⁵ Rebecca McBeth, ‘Government-funded study assessing iMOKO’, Health Informatics New Zealand, 18 February 2019, available: <https://www.hinz.org.nz/news/438037/Government-funded-study-assessing-iMOKO.htm>, accessed 15 November 2022

In terms of Ngā Kaitiaki, the marae-based youth mentoring programme developed by Ngāti Kahu Social and Health Services Limited, the 2017 evaluation noted that all participants who had been on the programme for at least a year increased their knowledge of marae kawa and tikanga, increased their self-confidence on the marae, achieved goals and ‘received awards’.²⁴⁶ The authors also noted ‘youth that came to the programme through the courts did not reoffend’, although timeframes and quantitative measures were not provided.²⁴⁷

More broadly, the evaluation concluded this initial trial phase of the Māori Health Innovation Fund had successfully met all four of its objectives: enabling Māori approaches to improving health outcomes; supporting whānau-centred collaborations; promoting tailored responses addressing whānau, hapū, iwi, and Māori health issues; and enhancing the physical, mental, emotional, and spiritual health of Māori. However, the evaluation also highlighted several challenges encountered by providers, including staff and volunteer issues, the lack of time and resources to develop a high-quality service, difficulties establishing relationships with other organisations, including government agencies, and burdensome data collection requirements. The evaluation report provided suggestions for improving the programme, including providing extra time for developing innovations, providing support for data management, facilitating networking and knowledge-sharing across different programmes, and more consistently evaluating programmes. At the time this evaluation was published (2017), 13 of the programmes had continued into the next phase, but only four of them had secured funding to do so from the Māori Innovation Fund.²⁴⁸ The evaluation does not list which trials continued into the next phase, nor which four secured Māori Innovation Fund funding.

²⁴⁶ Brown Research Ltd, *Analysis of Te Kākano: Seeding Innovation 2013-2017*, Brown Research Ltd for the Ministry of Health, November 2017, available: <https://www.health.govt.nz/system/files/documents/publications/auahatanga-hauora-maori-analysis-te-kakano-seeding-innovation-2013-2017-aug18.pdf>, accessed 2 November 2022, p 20

²⁴⁷ Brown Research Ltd, *Analysis of Te Kākano: Seeding Innovation 2013-2017*, Brown Research Ltd for the Ministry of Health, November 2017, available: <https://www.health.govt.nz/system/files/documents/publications/auahatanga-hauora-maori-analysis-te-kakano-seeding-innovation-2013-2017-aug18.pdf>, accessed 2 November 2022, p 20

²⁴⁸ Brown Research Ltd, *Analysis of Te Kākano: Seeding Innovation 2013-2017*, Brown Research Ltd for the Ministry of Health, November 2017, available: <https://www.health.govt.nz/system/files/documents/publications/auahatanga-hauora-maori-analysis-te-kakano-seeding-innovation-2013-2017-aug18.pdf>, accessed 2 November 2022, pp 6-9

The Rheumatic Fever Prevention Programme, 2011

In 2011 the Ministry of Health invested approximately \$65 million into setting up the Rheumatic Fever Prevention Programme to support initiatives to reduce rheumatic fever in high-risk regions.²⁴⁹ Specific areas of investment included:

*strengthening frontline primary health care services; providing additional community based sore throat services (such as school-based services) to very high-risk populations; raising community awareness and improving health care worker training; improving surveillance, monitoring and research; and working across government agencies to improve other contributors to throat infections and other infectious diseases, such as poor housing.*²⁵⁰

As part of its interventions the Ministry of Health funded throat-swabbing services to identify throat infections that could potentially develop into rheumatic fever. This programme targeted children aged 5 to 14 years and eligible whānau in eight high-risk districts, including Te Tai Tokerau.²⁵¹ Kaitāia was identified as one of six high-risk areas in Te Tai Tokerau.²⁵² In September 2011, the Minister of Whānau Ora and Associate Minister of Health, Tariana Turia, launched MOKO (Manawa Ora, Korokoro Ora) at Te Kura Kaupapa o te Rangianianiwa in Kaitāia.²⁵³ This community-based initiative was contracted by the Ministry of Health to conduct kaimahi school visits in Kaitāia to take throat swabs between 2011 and 2015.²⁵⁴ In 2012 the Ministry of Health estimated that by 2016 around 35,000 children would be included in the national throat-swabbing programme.²⁵⁵

The following financial resources for the Rheumatic Fever Prevention Programme, to be supplied by the Ministry of Health and the Northland District Health Board, were allocated for the two-and-a-half year period from 2013/2014 to 2015/2016:

²⁴⁹ Kate Wauchop, Anil Shetty and Catherine Bremner, 'The epidemiology of acute rheumatic fever in Northland, 2012-2017', in *The New Zealand Medical Journal*, vol 132, no 1498, 2019, pp 32-33.

²⁵⁰ Ministry of Health, *Annual Report for the year ended 30 June 2011*, Ministry of Health, 2011, available: https://www.health.govt.nz/system/files/documents/publications/annual-report-2011_0.pdf, accessed 24 October 2022, p 24

²⁵¹ Ministry of Health, *Annual Report for the year ended 30 June 2012*, Ministry of Health, 2012, available: <https://www.health.govt.nz/system/files/documents/publications/annual-report-for-year-ended-30-june2012-v2.pdf>, accessed 24 October 2022, p 45.

²⁵² Northland District Health Board, *Annual Report for 2012/2013*, Northland District Health Board, 2013, available: <https://www.northlanddhub.org.nz/assets/Communications/Publications/2013-NDHB-Annual-Report-FINAL-website.pdf>, accessed 26 October 2022, p 25.

²⁵³ Tariana Turia, 'Rheumatic fever programme launch', Speech, 13 September 2011, available: <https://www.beehive.govt.nz/>, accessed 15 November 2022

²⁵⁴ Lance O'Sullivan, 'e Runanga o Te Rarawa Rheumatic Fever Reduction Prog[r]amme—Kaitaia', in *Journal of Primary Health Care*, Vol. 3, No. 4, 2011, p 326.

²⁵⁵ Ministry of Health, *Annual Report for the year ended 30 June 2012*, Ministry of Health, 2012, available: <https://www.health.govt.nz/system/files/documents/publications/annual-report-for-year-ended-30-june2012-v2.pdf>, accessed 24 October 2022, p 45.

Table 3.3: Rheumatic Fever Prevention Programme funding

	2013/14	2014/15	2015/16 (6 months)
Ministry of Health funding	\$1,258,310	\$1,067,652	\$254,240
Northland District Health Board funding	\$15,000	\$618,162	\$323,418
Total	\$1,273,310	\$1,685,814	\$577,658

Source: Northland District Health Board, *Rheumatic Fever Prevention Plan, 2013-2017*, Northland District Health Board, 6 November 2013, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/NDHB-Rheumatic-Fever-Prevention-Plan-V1-0.pdf>, p 10.

Research conducted between 2013 and 2017 into Māori experiences of acute rheumatic fever evaluated primary prevention programmes in Te Tai Tokerau by examining Māori ‘pathways to primary healthcare and key barriers and facilitators for the diagnosis of ARF [acute rheumatic fever]’. This participant observation study identified a number of barriers to accessing primary care in the prevention of acute rheumatic fever in Māori populations in Te Tai Tokerau including visiting costs, work schedules, lack of transport, petrol costs, geographic distance, unavailability of appointments, mistrust of General Practitioners, fear of being judged by General Practitioners, delays in diagnosis, misdiagnosis, and possible lack of awareness of acute rheumatic fever by healthcare practitioners.²⁵⁶

An audit on the incidence of acute rheumatic fever in Te Tai Tokerau during the 2012-2017 period highlighted the potential inadequacy of the Ministry of Health’s case definitions, which led to their publications exhibiting a significant improvement in acute rheumatic fever incidence. In contrast, the audit found ‘despite significant public health campaigns [and the Rheumatic Fever Prevention Campaign], little improvement has been seen for Northland Māori’. The audit concluded by pointing out the need for increased investment in fighting acute rheumatic fever in Te Tai Tokerau, noting that the disease would not be eliminated without major improvements to income inequities, housing, and primary health care access.²⁵⁷

²⁵⁶ Anneka Anderson, Clair Mills and Kyle Eggleton, ‘Whānau perceptions and experiences of acute rheumatic fever diagnosis for Māori in Northland, New Zealand’, in *The New Zealand Medical Journal*, Vol. 130, No. 1465, 2017, pp 81-84.

²⁵⁷ Kate Wauchop, Anil Shetty and Catherine Bremner, ‘The epidemiology of acute rheumatic fever in Northland, 2012-2017’, in *The New Zealand Medical Journal*, vol 132, no 1498 (2019), pp 9, 39.

The Rheumatic Fever Prevention Programme ended on 30 June 2017. It has been noted that prevention of the disease remained a focus for District Health Boards experiencing high incidence rates. Eleven District Health Boards, including the Northland District Health Board, were allocated \$5 million per annum for the following five years to continue to prevent and treat the disease.²⁵⁸ This funding was due to end in June 2022.²⁵⁹

After 2017, tracking rheumatic fever prevention strategies becomes more difficult. In 2019, a review of the Northland Rheumatic Fever Prevention Programme found that the intensive throat-swabbing programme had not resulted in a decrease in the incidence of acute rheumatic fever in Te Tai Tokerau. The Chief Executive of the Northland District Health Board, Nick Chamberlain, when responding to an Official Information Act request in 2021, has stated the region's Rheumatic Fever Prevention Programme going forward would move away from solely relying on school-based sore throat swabbing to a more whānau ora-centred approach that takes into account a range of risk factors.²⁶⁰

3.3.2 Northland District Health Board

Te Tai Tokerau Māori Co-Purchasing Organisation and Te Poutokomanawa

With the establishment of the District Health Boards in 2001, it was anticipated that DHBs would be able to undertake health initiatives tailored to the community, including with mana whenua. Northland District Health Board supports Māori health providers, as well as initiatives that aim to address inequities in Māori health outcomes in Te Tai Tokerau. The information available regarding this support between 2002 and 2020 is patchy, however, and it has thus not always been possible to adequately track or measure the impact of these initiatives.

Te Tai Tokerau was one of three regions to have a Māori Co-Purchasing Organisation. The purpose of the Māori Co-Purchasing Organisation model was to ensure that any 'purchasing' that would impact

²⁵⁸ Ministry of Health, *Annual Report for the year ended 30 June 2017*, Ministry of Health, 2017, available: <https://www.health.govt.nz/system/files/documents/publications/ministry-of-health-annual-report-for-year-ending-30-june-2017.pdf>, accessed 24 October 2022, p 17; Ministry of Health, *Refresh of rheumatic fever prevention plans: Guiding information for high incidence District Health Boards*, June 2015, available: https://nsfl.health.govt.nz/system/files/documents/pages/refresh_of_rheumatic_fever_prevention_plans_guidance.pdf, accessed 15 November 2022, p 1.

²⁵⁹ Nick Chamberlain, 'Official Information Act Request', 9 June 2021, Northland District Health Board, available: <https://www.northlanddhb.org.nz/assets/News-and-Media/OIAs/Throat-Swab-programme-9-Jun-21.pdf>, accessed 18 November 2022.

²⁶⁰ Nick Chamberlain, 'Official Information Act Request', 9 June 2021, Northland District Health Board, available: <https://www.northlanddhb.org.nz/assets/News-and-Media/OIAs/Throat-Swab-programme-9-Jun-21.pdf>, accessed 18 November 2022.

on the status of Māori health was undertaken in conjunction with the appropriate body.²⁶¹ Te Tai Tokerau Māori Co-Purchasing Organisation was established in the mid-1990s and operated until 2010.²⁶² Iwi represented on Te Tai Tokerau Māori Co-Purchasing Organisation included Ngāpuhi, Ngāi Wai, Te Rarawa, Ngāti Kahu, Te Aupōuri, Ngāi Takoto and Ngāti Kuri.²⁶³

It has been possible to determine what funding was provided by the Northland District Health Board to Māori Health Services from 2013. This is shown in the following table:

Table 3.4: Northland District Health Board funding of Māori Health Services between 2013 and 2021

	Funding to Māori Health Services	Total allocated funding
2013	\$7 million	\$523 million
2014	\$7 million	\$535 million
2015	\$7 million	\$556 million
2016	\$7 million	\$576 million
2017	\$6 million	\$607 million
2018	\$6 million	\$655 million
2019	\$6 million	\$721 million
2020	\$9 million	\$759 million
2021	\$10 million	\$822 million
TOTAL	\$65 million	\$4,696,000,000

²⁶¹ Paul O’Neil, Jane Bryson, Tricia Cutforth, Gill Minogue, ‘Discussion Paper: Mental health services in Northland’, in *Developing Human Capability: Employment institutions, organisations and individuals A research programme funded by the Foundation for Research, Science & Technology*, February 2008, p 14.

²⁶² Annette King, ‘Sector Design: A Model for Maori Partnership 2/3’, press release, 1 August 2000, available: <https://www.beehive.govt.nz/>, accessed 2 November 2022; Louise Kuraia, ‘Te Tai Tokerau Whānau Ora Collective Submission on Draft Report’, letter to Geoff Lewis of the New Zealand Productivity Commission, available: <https://www.productivity.govt.nz/assets/Submission-Documents/459b02d0f5/DR-227-Te-Tai-Tokerau-Whanau-Ora-Collective.pdf>, accessed 14 November 2022; Paul O’Neil, Jane Bryson, Tricia Cutforth, Gill Minogue, ‘Discussion Paper: Mental health services in Northland’, in *Developing Human Capability: Employment institutions, organisations and individuals A research programme funded by the Foundation for Research, Science & Technology*, February 2008, p 1.

²⁶³ Paul O’Neil, Jane Bryson, Tricia Cutforth, Gill Minogue, ‘Discussion Paper: Mental health services in Northland’, in *Developing Human Capability: Employment institutions, organisations and individuals A research programme funded by the Foundation for Research, Science & Technology*, February 2008, p 14.

Sources: Northland District Health Board, *Annual Report for 2012/2013*, Northland District Health Board, 2013, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/2013-NDHB-Annual-Report-FINAL-website.pdf>, accessed 26 October 2022, p 9; Northland District Health Board, *Annual Report for 2013/2014*, Northland District Health Board, 2014, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/Ann-Rep-14-Proof-FINAL-LowRes.pdf>, accessed 26 October 2022, p 9; Northland District Health Board, *Annual Report for 2014/2015*, Northland District Health Board, 2015, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/1205-NDHB-Annual-Report-2015-min.pdf>, accessed 26 October 2022, p 9; Northland District Health Board, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available: <https://www.dropbox.com/s/hu6191d37mbqsb4/2016%20NDHB%20Annual%20Report-min.pdf?dl=0>, accessed 26 October 2022, p 9; Northland District Health Board, *Māori Health Plan 2016-17*, Northland District Health Board, available: [Northland-DHB-Maori-Health-Plan-2016-17-FINAL.pdf](https://www.northlanddhb.org.nz/assets/Communications/Publications/Maori-Health-Plan-2016-17-FINAL.pdf) (northlanddhb.org.nz), accessed 27 October 2022, p 5; Northland District Health Board, *Annual Report for 2017/2018*, Northland District Health Board, 2018, available: <https://www.northlanddhb.org.nz/assets/Uploads/NDHB-Annual-Report-2018-WEB.pdf>, accessed 27 October 2022, p 5; Northland District Health Board, *Annual Report for 2018/2019*, Northland District Health Board, 2019, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/Northland-DHB-Annual-Report-2019.pdf>, accessed 27 October 2022, p 5; Northland District Health Board, *Annual Report for 2019/2020*, available: <https://www.northlanddhb.org.nz/assets/Publications/2839-NDHB-Annual-Report-2020-WEB.PDF>, accessed 27 October 2022, p 5; Northland District Health Board, *Annual Report for 2020/2021*, Northland District Health Board, 2021, available: <https://www.northlanddhb.org.nz/assets/Publications/3129-NDHB-Annual-Report-2021-WEB.pdf>, accessed 27 October 2022, p 5.

In 2020, the following Māori Health providers located in the anticipated inquiry district were listed as being associated with the Northland District Health Board:

- Te Hauora o Te Hiku o Te Ika;
- Ngāti Kahu Health and Social Services;
- Te Rūnanga o Te Rarawa Anga Mua; and
- Te Mana Oranga Trust²⁶⁴

According to a brief of evidence of the Northland District Health Board Chief Executive, Nick Chamberlain, for the Health Inquiry in 2018, Te Kahu o Taonui/Northland DHB Partnership Board ‘focuses on achieving outcomes for whānau that are premised on a whānau-centered approach that recognises and nurtures Whānau capability and resilience while delivering effective services’.²⁶⁵ The Board is comprised of the chairs of nine iwi (Te Rūnanga o Ngāti Whātua, Te Rūnanga o Whaingaroa, Te Rūnanga o Ngāi Takoto, Te Rūnanga o Te Rarawa, Te Rūnanganui o Te Aupōuri, Te Runanga a Iwi o

²⁶⁴ Northland District Health Board, *Annual Report for 2019/2020*, available: <https://www.northlanddhb.org.nz/assets/Publications/2839-NDHB-Annual-Report-2020-WEB.PDF>, accessed 27 October 2022, p 7.

²⁶⁵ Nick Chamberlain, ‘Brief of evidence of Dr Nick Chamberlain concerning the Health Services and Outcomes Kaupapa Inquiry’ (Wai 2575), 12 September 2018, p 4, paras 15-16.

Ngāpuhi, Te Rūnanga Ngāti Kahu, Te Rūnanga Ngāti Kurī, and Ngātiwai Trust Board) that sit on Te Tai Tokerau Iwi Chairs Forum, and nine representatives from the Northland District Health Board.²⁶⁶

In 2016 the Northland District Health Board reported that Te Poutokomanawa, Northland District Health Board's Māori Health Directorate, supported the provision of whānau-centred health services 'by Māori for Māori'.²⁶⁷ This included support such as employing Takawaenga (cultural support workers), who assisted Māori patients to navigate the health system, promoted immunisation, ensured easy and safe access to health services, identified vulnerable patients, and made referrals to other programmes (such as the healthy homes project and smoking cessation programmes).²⁶⁸ It has not been possible to determine when Te Poutokomanawa was established in the preparation of this report.

Northland District Health Board produced a Māori Health Plan for 2016-2017.²⁶⁹ After 2017 District Health Boards were no longer required to produce discrete Māori health plans but were directed to include any projects or interventions aimed at reducing inequities in Māori health outcomes within their annual plans.²⁷⁰

Sudden unexpected Death of an Infant

In 2012, Te Tai Tokerau had the highest rate of sudden unexpected death of an infant (often referred to as SUDI), with six to eight Māori babies dying each year.²⁷¹ That year the Northland District Health Board introduced a SUDI action plan, Kohunga Aituaa Ohorere, with pilot projects commencing in Kaitiāia and Whangārei in 2013.²⁷²

²⁶⁶ Nick Chamberlain, 'Brief of evidence of Dr Nick Chamberlain concerning the Health Services and Outcomes Kaupapa Inquiry' (Wai 2575), 12 September 2018, p 4, para 15, footnote 3.

²⁶⁷ Northland District Health Board, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available: <https://www.dropbox.com/s/hu6191d37mbqsb4/2016%20NDHB%20Annual%20Report-min.pdf?dl=0>, accessed 26 October 2022, p 57.

²⁶⁸ Northland District Health Board, *Annual Report for 2012/2013*, Northland District Health Board, 2013, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/2013-NDHB-Annual-Report-FINAL-website.pdf>, accessed 26 October 2022, p 37.

²⁶⁹ Northland District Health Board, *Māori Health Plan 2016-17*, Northland District Health Board, available: [Northland-DHB-Maori-Health-Plan-2016-17-FINAL.pdf](https://www.northlanddhb.org.nz/assets/Communications/Publications/2016-17-Maori-Health-Plan-FINAL.pdf) (northlanddhb.org.nz), accessed 27 October 2022

²⁷⁰ Waitangi Tribunal, *Hauora: Report on Stage One of the Health Services and Outcomes Kaupapa Inquiry* (Lower Hutt: Legislation Direct, 2019), p 59.

²⁷¹ Northland District Health Board, *Annual Report for 2018/2019*, Northland District Health Board, 2019, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/Northland-DHB-Annual-Report-2019.pdf>, accessed 27 October 2022, p 41.

²⁷² Northland District Health Board, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available:

The First 2000 Days programme, aimed at ensuring all children have access to health services and addressing inequitable health outcomes for tamariki Māori (including the initiatives to target SUDI), was introduced in 2014/2015. One of the core functions of the programme was to improve access to health care for pregnant Māori women and improve the health outcomes of Māori infants.²⁷³ In the year 2015/2016 SUDI prevention wānanga facilitated by Māori midwives were held in 40 marae across Te Tai Tokerau.²⁷⁴ In 2017 the District Health Board reported that, due to a range of interventions, including distribution of over 900 safe sleep spaces to infants at risk of SUDI, there had been a 60 percent reduction in SUDI rates.²⁷⁵

In 2017 the Ministry of Health also launched a National SUDI Prevention Programme and committed \$5 million a year to continue decreasing the rate of SUDI.²⁷⁶ However, the benefit of that funding has been questioned by Hāpai Te Hauora Chief Executive Selah Hart in May 2022, after the Ministry of Health released findings and recommendations of analysis based on infant deaths (likely to be as a result of SUDI) nationally between July 2019 and June 2020. Selah Hart noted that what ‘the data shows us and tells us is that with all of the millions of dollars that are poured into this space, it's still not reaching those communities that are suffering the most incidents of SUDI’.²⁷⁷

Data on SUDI deaths for 2014-2018 showed that Te Tai Tokerau’s rate at 1 per 1,000 live births was the fourth highest incidence in the country and was above the national average.²⁷⁸ This is, however, an improvement on the period 2009-2013, when the rate was 1.8 per 1,000 live births.²⁷⁹

<https://www.dropbox.com/s/hu6191d37mbqsb4/2016%20NDHB%20Annual%20Report-min.pdf?dl=0>, accessed 26 October 2022, p 38.

²⁷³ Northland District Health Board, *Annual Report for 2014/2015*, Northland District Health Board, 2015 <https://www.northlanddnhb.org.nz/assets/Communications/Publications/1205-NDHB-Annual-Report-2015-min.pdf>, accessed 26 October 2022, pp 2, 49.

²⁷⁴ Northland District Health Board, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available: <https://www.dropbox.com/s/hu6191d37mbqsb4/2016%20NDHB%20Annual%20Report-min.pdf?dl=0>, accessed 26 October 2022, p 38.

²⁷⁵ Northland District Health Board, *Annual Report for 2016-17*, Northland District Health Board, 2017, available: <https://www.northlanddnhb.org.nz/assets/Communications/Publications/NDHB-Annual-Report-2017.pdf>, accessed 27 October 2022, p 30.

²⁷⁶ Jordan Bond, ‘Unexpected infant deaths on the rise, ministry to review \$5m programme’, *RNZ*, 10 March 2021, available: <https://www.rnz.co.nz/news/national/438025/unexpected-infant-deaths-on-the-rise-ministry-to-review-5m-programme>, accessed 3 November 2022.

²⁷⁷ Ripu Bhatia, ‘Sudden unexplained deaths in Māori infants 8.3 times higher, report finds’, *Stuff*, 31 May 2022, available: <https://www.stuff.co.nz/pou-tiaki/128812364/sudden-unexplained-deaths-in-mori-infants-83-times-higher-report-finds>, accessed 3 November 2022.

²⁷⁸ This was the most recent data available at the time of this research. Environmental Health Intelligence New Zealand, ‘Interactive Regional Dashboard’, available: <https://dashboards.instantatlas.com/viewer/report?appid=8eed490450534fa59bced69a44cd7c41>, Environmental Health Intelligence NZ, Massey University, accessed 3 November 2022.

²⁷⁹ Gabrielle McDonald, Paula King and Felicity Dumble, *Sudden unexpected death in infancy (SUDI): Special report*, Child and Youth Mortality review Committee, 2017, available: <https://www.hqsc.govt.nz/assets/Our->

Fusion group

In 2012, a significant increase in deaths by suicide occurred in Te Tai Tokerau, mainly affecting rangatahi Māori.²⁸⁰ Between 2011 and 2012, the number of people under 25 years old that died by suicide in Te Tai Tokerau increased from five to 19.²⁸¹ In response to this, an inter-agency group based in Te Tai Tokerau ki Muriwhenua named Fusion formed with the goal to prevent further deaths due to exposure and suicide ideation.²⁸² Fusion brought together Child, Youth and Family (now Oranga Tamariki), the Ministry of Education, the District Health Boards' child and adolescent mental health service – Te Roopu Kimiora, and non-government organisations Ngāti Hine Health Trust and Ki A Ora Ngātiwai to work together on this kaupapa.²⁸³ Fusion works to prevent suicide through early intervention and post-vention work (supporting the whānau and friends of suicide victims).

The Ministry of Health later committed to fund Fusion, which led to the appointment of a suicide prevention coordinator to the Northland District Health Board.²⁸⁴ In the year 2013/2014, the number of people under 25 years old that died by suicide reduced again to five.²⁸⁵ The Suicide Mortality Review

work/Mortality-review-committee/CYMRC/Publications-resources/CYMRC_SUDI_Report.pdf, accessed 3 November 2022, p 14.

²⁸⁰ Northland District Health Board, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available: <https://www.dropbox.com/s/hu6191d37mbqsb4/2016%20NDHB%20Annual%20Report-min.pdf?dl=0>, accessed 26 October 2022, p 56.

²⁸¹ Liane Penney and Terry Dobbs, *Promoting Whānau and Youth Resilience in Te Tai Tokerau: Evaluation of the Northland District Health Board Youth Suicide Prevention Project*, Liane Penney and Terry Dobbs for Northland District Health Board, January 2014, available: https://www.researchgate.net/publication/282355335_Penny_L_Dobbs_T_2014_Promoting_whanau_youth_resilience_in_Te_Tai_Tokerau_Evaluation_of_the_Northland_District_Health_Board_Youth_Suicide_Prevention_Project, accessed 17 November 2022, p 7.

²⁸² Suicide Mortality Review Committee, *Suicide post-vention, An example: 'Fusion', Te Tai Tokerau*, 2019, available: <https://www.hqsc.govt.nz/assets/Our-work/Mortality-review-committee/SuMRC/Publications-resources/Suicide-post-vention-Fusion-final.pdf>, accessed 5 July 2022, p 5.

²⁸³ Suicide Mortality Review Committee, *Suicide post-vention, An example: 'Fusion', Te Tai Tokerau*, 2019, available: <https://www.hqsc.govt.nz/assets/Our-work/Mortality-review-committee/SuMRC/Publications-resources/Suicide-post-vention-Fusion-final.pdf>, accessed 5 July 2022, p 6.

²⁸⁴ The specific date of this funding is not included in this report. Suicide Mortality Review Committee, *Suicide post-vention, An example: 'Fusion', Te Tai Tokerau*, 2019, available: <https://www.hqsc.govt.nz/assets/Our-work/Mortality-review-committee/SuMRC/Publications-resources/Suicide-post-vention-Fusion-final.pdf>, accessed 5 July 2022, p 6.

²⁸⁵ Northland District Health Board, *Annual Report 2013/2014*, Northland District Health Board, 2014, available: <https://www.northlanddnhb.org.nz/assets/Communications/Publications/Ann-Rep-14-Proof-FINAL-LowRes.pdf>, accessed 26 October 2022, p 55.

Committee attributed the Fusion project to influencing this downward trend in rangatahi suicide rates, particularly its locally developed, whānau-oriented approach.²⁸⁶

In 2015 the Northland District Health Board reported that its suicide prevention activities/programmes targeted youth (under 25 years) with a focus on Māori.²⁸⁷ The programme of action, 'Promoting Whānau and Youth Resilience for Suicide Prevention in Te Tai Tokerau' funded training for educators, whānau and communities,²⁸⁸ and the production of a play, *Matanui*, about youth resilience, that toured secondary schools in Te Tai Tokerau, including those in the Far North, in 2013 and 2014.²⁸⁹ In 2017 a programme called the UPSTANDER programme was introduced to schools in Te Tai Tokerau, which aimed 'to help rangatahi be more resourceful in recognising strategies to reduce/eliminate bullying and/or family harm.'²⁹⁰

There has not been a repeat of the high number of suicides in Te Tai Tokerau experienced in 2012. In 2018 seven rangatahi were recorded as dying by suicide.²⁹¹ However, since 2017 suicide rates in Te Tai Tokerau have remained high. Further suicide statistics for Te Tai Tokerau will be included in the final report.

²⁸⁶ Suicide Mortality Review Committee, *Suicide post-vention, An example: 'Fusion', Te Tai Tokerau*, 2019, available: <https://www.hqsc.govt.nz/assets/Our-work/Mortality-review-committee/SuMRC/Publications-resources/Suicide-post-vention-Fusion-final.pdf>, accessed 5 July 2022, p 9

²⁸⁷ Northland District Health Board, *Annual Report for 2014/2015*, Northland District Health Board, 2015 <https://www.northlanddhb.org.nz/assets/Communications/Publications/1205-NDHB-Annual-Report-2015-min.pdf>, accessed 26 October 2022, p 70.

²⁸⁸ Liane Penney and Terry Dobbs, *Promoting Whānau and Youth Resilience in Te Tai Tokerau: Evaluation of the Northland District Health Board Youth Suicide Prevention Project*, Liane Penney and Terry Dobbs for Northland District Health Board, January 2014, available: https://www.researchgate.net/publication/282355335_Penny_L_Dobbs_T_2014_Promoting_whanau_youth_resilience_in_Te_Tai_Tokerau_Evaluation_of_the_Northland_District_Health_Board_Youth_Suicide_Prevention_Project, accessed 17 November 2022, p 5.

²⁸⁹ Northland District Health Board, *Annual Report for 2012/2013*, Northland District Health Board, 2013, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/2013-NDHB-Annual-Report-FINAL-website.pdf>, accessed 26 October 2022, p 2; Northland District Health Board, *Annual Report for 2013/2014*, Northland District Health Board, 2014, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/Ann-Rep-14-Proof-FINAL-LowRes.pdf>, accessed 26 October 2022, p 3.

²⁹⁰ Northland District Health Board, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available: <https://www.dropbox.com/s/hu6191d37mbqsb4/2016%20NDHB%20Annual%20Report-min.pdf?dl=0>, accessed 26 October 2022, p 56.

²⁹¹ Suicide Mortality Review Committee, *Suicide post-vention, An example: 'Fusion', Te Tai Tokerau*, 2019, available: <https://www.hqsc.govt.nz/assets/Our-work/Mortality-review-committee/SuMRC/Publications-resources/Suicide-post-vention-Fusion-final.pdf>, accessed 5 July 2022, p 13.

The Rangatahi Māori Suicide Prevention Fund, 2015

The Rangatahi Māori Suicide Prevention Fund was established by Te Puni Kōkiri in 2015 to support ‘a wide range of suicide prevention projects across the country’. This included the interactive play touring Te Tai Tokerau, discussed above. Te Puni Kōkiri’s annual report for 2016/2017 states that ‘[a]ll funded initiatives have a strong emphasis on using Māori cultural frameworks to build protective factors of strength and resilience in rangatahi.’²⁹²

The following programmes or Māori providers addressing rangatahi suicide within the anticipated inquiry district were funded through the Rangatahi Māori Suicide Prevention Fund between 2017 and 2021:

- Te Rarawa Anga Mua Trust - \$30,000 (2017/2018);
- Te Hauora o te Hiku o te Ika Trust - \$13,516 (2017/2018) for a Youth Space programme;
- Te Hauora o te Hiku o te Ika Trust - \$75,200 (2019/2020) for a Youth Space programme.²⁹³

3.3.3 Te Tai Tokerau Primary Health Organisation, 2002, and Mahitahi Hauora, 2018

Some health initiatives in the anticipated inquiry district were funded or provided by Primary Health Organisations. Primary Health Organisations were established to take a population-based approach to healthcare, and to be community owned and driven.²⁹⁴

Between 2002 and 2020 Primary Health Organisations were funded by District Health Boards.²⁹⁵ Te Tai Tokerau Primary Health Organisation, for example, was a partnership between Primary Health Holdings (a network of doctors, nurses and staff from general practice providers) and Te Tai Tokerau Māori Strategic Alliance, which operated within the anticipated inquiry district until 2018. Te Tai Tokerau Māori Strategic Alliance was made up of a number of Māori trusts and service providers,

²⁹² Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for year ended 30 June 2017*, Te Puni Kōkiri, 2017, available: <https://www.tpk.govt.nz/documents/download/documents-2593/TPK-Annual-Report-2017.pdf>, accessed 7 November, p 32.

²⁹³ Te Puni Kōkiri, *Investment Recipients 2019/20*, Te Puni Kōkiri, 2020, available: <https://www.tpk.govt.nz/documents/download/documents-1410-A/TPK%20Investment%20Recipients%202019-20.pdf>, accessed 7 November 2022, p 66; Te Puni Kōkiri, *Te Pōti Whanaketanga Māori: Ministers’ Report in relation to non-departmental appropriations for the year ended 30 June 2018*, Te Puni Kōkiri, 2018, available: <https://www.tpk.govt.nz/documents/download/documents-4706/tpk-votemaori-2018.pdf>, accessed 7 November 2022, p 23.

²⁹⁴ Therese Crocker, *Māori Health Services and Outcomes Inquiry: Pre-casebook Discussion Paper: Part 1* (Wai 2575), Waitangi Tribunal Unit, April 2018, pp 46- 47.

²⁹⁵ Therese Crocker, *Māori Health Services and Outcomes Inquiry: Pre-casebook Discussion Paper: Part 1* (Wai 2575), Waitangi Tribunal Unit, April 2018, p 23.

including Whakawhiti Ora Pai, Te Hauora O Te Hiku O Te Ika, Te Rūnanga O Te Rarawa, Ngāti Hine Health Trust, and Ki A Ora Ngāti Wai.²⁹⁶

In June 2018, Te Tai Tokerau Primary Health Organisation merged with Manaia Primary Health Organisation, also situated in Te Tai Tokerau, to form Te Kaupapa Mahitahi Hauora (Mahitahi Hauora). Mahitahi Hauora is made up of representatives of the previous Primary Health Organisation boards, community representatives, iwi representatives, and the Northland District Health Board Chief Executive as a non-voting member.²⁹⁷ Northland District Health Board records do not specify who the community and iwi representatives are.

Manaaki Manawa: Cardiovascular Disease

In 2004 and 2005 a collaborative project between researchers from Massey University and Te Tai Tokerau Primary Health Organisation considered ‘the experience of healthcare for Māori with ischaemic heart disease (IHD) from the perspective of Māori patients, whānau, and healthcare practitioners’. The project was conceptualised in collaboration with Māori healthcare providers in Te Tai Tokerau (Whakawhiti Ora Pai, Te Hauora o Te Hiku o Te Ika, Hauora Whānui, and Ki a Ora Ngāti Wai), and First Health. At the time, First Health ‘were the management representative organisation of the General Practitioners of the Mid and Far North areas.’²⁹⁸ Researchers undertook in-depth interviews with Māori living with ischaemic heart disease, their whānau, and health practitioners, as well as a series of hui with stakeholders to develop ideas for change.²⁹⁹ The study identified potential barriers to accessing health care, including travel distance, cost, General Practitioner availability, long waiting lists, poor communication by healthcare providers, discrimination, and lack of cultural competency.³⁰⁰

The research resulted in the proposal for a kaupapa Māori community-based cardiac rehabilitation service in the mid and Far North areas, Manaaki Manawa. Manaaki Manawa was established and received funding by Te Tai Tokerau Primary Health Organisation.³⁰¹ A 2010 evaluation of Manaaki

²⁹⁶ Paul O’Neil, Jane Bryson, Tricia Cutforth, Gill Minogue, ‘Discussion Paper: Mental health services in Northland’, in *Developing Human Capability: Employment institutions, organisations and individuals A research programme funded by the Foundation for Research, Science & Technology*, February 2008, p 16.

²⁹⁷ Northland District Health Board, *Annual Report for 2018/2019*, Northland District Health Board, 2019, available: <https://www.northlanddnhb.org.nz/assets/Communications/Publications/Northland-DHB-Annual-Report-2019.pdf>, accessed 27 October 2022, p 11.

²⁹⁸ Liane Penney, Tim McCreanor and Helen Moewaka Barnes, *New perspectives on heart disease management in Te Tai Tokerau: Māori and Health Practitioners Talk: Final Report*, Massey University, 2006, pp 2, 18.

²⁹⁹ Liane Penney, Tim McCreanor and Helen Moewaka Barnes, *New perspectives on heart disease management in Te Tai Tokerau: Māori and Health Practitioners Talk: Final Report*, Massey University, 2006, p 20

³⁰⁰ Liane Penney, Tim McCreanor and Helen Moewaka Barnes, *New perspectives on heart disease management in Te Tai Tokerau: Māori and Health Practitioners Talk: Final Report*, Massey University, 2006, pp 26-39

³⁰¹ Liane Penney, Tim McCreanor and Helen Moewaka Barnes, *New perspectives on heart disease management in Te Tai Tokerau: Māori and Health Practitioners Talk: Final Report*, Massey University, 2006, pp 41-42

Manawa showed positive impacts for participants, which included 'lifestyle change, uptake of medical advice, self-confidence and satisfaction for clients and strengthened service integration and coordination among primary care providers.'³⁰² No statistics regarding these outcomes were provided in the report.

The Manaaki Manawa programme is now listed as a service provided by Te Hiku Hauora, a charitable trust situated in the anticipated inquiry district that delivers health services to whānau, hapū, iwi and communities.³⁰³

Healthy Lifestyle

Several programmes and intervention measures supported by the Northland District Health Board and Te Tai Tokerau Primary Health Organisation have attempted to promote healthy lifestyles and reduce the impacts of obesity and smoking in Te Tai Tokerau. It was not possible to locate evaluations of the outcomes of these programmes and initiatives beyond brief information contained in annual reports. It has therefore not been possible to determine the impacts of these programmes in the anticipated inquiry district. Some examples include:

- **Te Roopu Kai Hapai Oranga Alliance Leadership team**, which prioritised the reduction of smoking and obesity rates in Te Tai Tokerau. The Alliance Leadership team comprises senior leadership from the nine Māori health providers aligned to the Northland District Health Board, the two Northland primary health organisations and the Northland District Health Board.³⁰⁴
- **The Tai Tokerau Childhood Obesity Prevention Framework**, which was created by a working party comprised of representatives from local council, primary and secondary care, Māori providers, Cancer Society, Sport Northland, and the Heart Foundation. The Prevention Framework set the goal to increase the number of Māori tamariki (up to the age of ten) at a healthy weight by five percent over the following five years.³⁰⁵

³⁰² Sandy Kerr, Liane Penney, Helen Moewaka Barnes and Tim McCreanor, 'Kaupapa Maori Action Research to improve heart disease services in Aotearoa, New Zealand', in *Ethnicity and Health*, Vol. 15, Iss. 1, 2010, p 9.

³⁰³ Te Hiku Hauora, *Manaaki Manawa Cardiac Rehabilitation*, Te Hiku Hauora, available: <https://www.tehikuhauora.nz/services/manaaki-manawa-cardiac-rehabilitation/>, accessed 3 November 2022.

³⁰⁴ Northland District Health Board, *Annual Report for 2013/2014*, Northland District Health Board, 2014, available: <https://www.northlanddnhb.org.nz/assets/Communications/Publications/Ann-Rep-14-Proof-FINAL-LowRes.pdf>, accessed 26 October 2022, p 2.

³⁰⁵ Northland District Health Board, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available: <https://www.dropbox.com/s/hu6191d37mbqsb4/2016%20NDHB%20Annual%20Report-min.pdf?dl=0>, accessed 26 October 2022, p 2.

- **Project Energize** was initiated in Te Tai Tokerau in 2016. The Under 5 Energise Programme was delivered through nutrition workshops and physical activity sessions at early childhood centres, kōhanga reo, and puna reo by Te Hiku Hauora. In 2017/2018 this programme reached 1,004 tamariki.³⁰⁶
- The **Northland Stop Smoking Service**, which was almost exclusively delivered by Māori health providers. The Mahitahi Hauora annual report for 2019/2020 notes that over 970 people were enrolled in the ABC Smoking Cessation programme during that period. Of the 505 successful follow ups conducted, 49 percent were Māori. During 2020 a new four-week smoking cessation model was introduced, focussing particularly on Māori communities of Te Tai Tokerau. During 2020/2021 of the 227 people followed up with at four weeks 101 had stopped smoking. 51 percent of this group were Māori.³⁰⁷
- The **Taitokerau Kai Ora Fund**, piloted in 2015 by Te Tai Tokerau Primary Health Organisation and the Far North District Council, was established to support local food projects in Te Tai Tokerau. Between 2015 and 2021, 179 community-based food security projects had been funded within Te Tai Tokerau. According to Mahitahi Hauora annual reports, Kai Ora funded 38 community groups in Te Tai Tokerau to sustainably grow food for consumption in 2019/2020 (of which 71 percent were Māori-led), and 50 projects in Te Tai Tokerau in 2020/2021 (the 'majority' of which were Māori-led).³⁰⁸

³⁰⁶ Northland District Health Board, *Annual Report for 2016-17*, Northland District Health Board, 2017, available: <https://www.northlanddnhb.org.nz/assets/Communications/Publications/NDHB-Annual-Report-2017.pdf>, accessed 27 October 2022, p 26; Northland District Health Board, *Annual Report for 2017/2018*, Northland District Health Board, 2018, available: <https://www.northlanddnhb.org.nz/assets/Uploads/NDHB-Annual-Report-2018-WEB.pdf>, accessed 27 October 2022, p 24

³⁰⁷ Mahitahi Hauora, *Mahitahi Hauora Annual Report for 2019/2020*, available: <https://mahitahihauora.co.nz/wp-content/uploads/2022/06/Annual-Report-2019-2020-1.pdf>, accessed 27 October 2022, p 28; Mahitahi Hauora, *Mahitahi Hauora Annual Report for 2020/2021*, available: <https://mahitahihauora.co.nz/wp-content/uploads/2022/06/Annual-Report-2020-2021.pdf>, accessed 27 October 2022, p 29; Nick Chamberlain, 'Brief of evidence of Dr Nick Chamberlain concerning the Health Services and Outcomes Kaupapa Inquiry' (Wai 2575), 12 September 2018, p 11, para 39.

³⁰⁸ Activity & Nutrition Aotearoa, 'The Taitokerau Kai Ora fund', available: <https://ana.org.nz/the-taitokerau-kai-ora-fund/>, accessed 18 November 2022; Mahitahi Hauora, *Mahitahi Hauora Annual Report for 2019/2020*, available: <https://mahitahihauora.co.nz/wp-content/uploads/2022/06/Annual-Report-2019-2020-1.pdf>, accessed 27 October 2022, p 28; Mahitahi Hauora, *Mahitahi Hauora Annual Report for 2020/2021*, available: <https://mahitahihauora.co.nz/wp-content/uploads/2022/06/Annual-Report-2020-2021.pdf>, accessed 27 October 2022, p 28

3.3.4 Te Puni Kōkiri

Māra Kai, 2009, and Mātika – Moving the Māori Nation, 2016

Te Puni Kōkiri aims to support health outcomes for Māori through funding for housing initiatives, Whānau Ora, and other wellbeing-focussed projects. The Māra Kai programme, introduced in 2009, provided one-off grants of up to two thousand dollars for schools, kura, kōhanga reo, marae, and Māori communities to establish sustainable community garden projects.³⁰⁹ Mātika – Moving the Māori Nation is a contestable fund established in 2016 to support individuals, whānau, and community organisations to deliver healthy lifestyles at a ‘grassroots level’.³¹⁰

Te Puni Kōkiri has recorded the following allocated funding between 2018 and 2021 for Māra Kai, Mātika, or health-focussed projects in the anticipated inquiry district:

- In 2017/2018 (out of total funding of \$3,104,000) Te Hauora o Te Hiku o Te Ika received \$74,000 for providing a rangatahi wellbeing initiative as part of Mātika – Moving the Māori Nation;³¹¹
- In 2018/2019 (out of total funding of \$3,585,000) Te Hauora o Te Hiku o Te Ika received a further \$1,000 for providing a rangatahi wellbeing initiative as part of Mātika – Moving the Māori Nation;³¹²
- In 2018/2019 Te Tai Tokerau Primary Health Organisation received \$25,800 of funding from the Māori Development Fund for ‘Māra Kai support’;³¹³

³⁰⁹ Te Puni Kōkiri, *Maara Kai Programme 2015-[2016]*, Te Puni Kōkiri, available: https://www.tpk.govt.nz/_documents/tpk-maarakai-%20form2016.pdf, p 1, accessed 7 November 2022

³¹⁰ Te Puni Kōkiri, ‘Mātika – Moving the Māori Nation’, Facebook, 15 August 2016, available: <https://www.facebook.com/tepunikokiri/posts/992519164192500/>, accessed 7 November 2022

³¹¹ Te Puni Kōkiri, *Te Pōti Whanaketanga Māori: Ministers’ Report in relation to non-departmental appropriations for the year ended 30 June 2018*, Te Puni Kōkiri, 2018, available: [file:///C:/Users/muldeme.JUSTICE/Downloads/tpk-votemaori-2018%20\(1\).pdf](file:///C:/Users/muldeme.JUSTICE/Downloads/tpk-votemaori-2018%20(1).pdf), accessed 7 November 2022, pp 20, 96.

³¹² Te Puni Kōkiri, *Investment Recipients 2018/19*, Te Puni Kōkiri, 2019, available: <https://www.tpk.govt.nz/documents/download/documents-7041/TPK%20M%C4%81ori%20Development%20-%20Investment%20recipients.pdf>, accessed 7 November 2022, pp 14, 96.

³¹³ Te Puni Kōkiri, *Investment Recipients 2018/19*, Te Puni Kōkiri, 2019, available: <https://www.tpk.govt.nz/documents/download/documents-7041/TPK%20M%C4%81ori%20Development%20-%20Investment%20recipients.pdf>, accessed 7 November 2022, p 23.

- In 2019/2020 Te Rangi Aniwaniwa in Awanui received \$10,000 from the Māori Development Fund for ‘an initiative that promotes leadership, healthier lifestyles and stronger rangatahi and whānau through Te Kura Kaupapa Māori Wiki Hakinakina’.³¹⁴

Whānau Ora

Whānau Ora was introduced in 2010 and since then has become a significant coordinator and funder of a ‘whanau-centred approach’ to deliver ‘support services that work to improve whanau wellbeing, including health, education, housing, cultural capacity, employment and income.’ The first phase of the programme was implemented between 2010 and 2015. This phase was aimed at building the capability of providers to deliver whānau-centred services, including introducing ‘navigators’ to work directly with whānau. ‘Navigators’, also later referred to as ‘kaiārahi’, are staff who work closely with whānau to identify their needs and support their goals. These contracts were completed by July 2016.³¹⁵

The second phase of the programme began in 2014. This phase saw the establishment of three commissioning agencies to make funding decisions, including Te Pou Matakana (North Island), which encompasses the anticipated inquiry district.³¹⁶ Te Pou Matakana is now known as the Whānau Ora Commissioning Agency and operates within six regions – Te Tai Tokerau, Tāmaki Makaurau, Hauraki Waikato, Waiariki, Te Tai Hauāuru, and Ikaroa-rāwhiti. Te Tai Tokerau Whānau Ora Collective, is a collective of Māori providers in Te Tai Tokerau, which comprises eight partners, two of which are located within the inquiry district (Te Hauora O Te Hiku O Te Ika and Te Rūnanga O Te Rarawa).³¹⁷ Sometime between March 2020 and March 2021, Ngāti Kahu Social and Health Services joined Te Tai

³¹⁴ Te Puni Kōkiri, *Investment Recipients 2019/20*, Te Puni Kōkiri, 2020, available: <https://www.tpk.govt.nz/documents/download/documents-1410-A/TPK%20Investment%20Recipients%202019-20.pdf>, accessed 7 November 2022, p 14.

³¹⁵ Te Puni Kōkiri, *Whānau Ora Annual Summary Report: 1 July 2016-30 June 2017*, Te Puni Kōkiri, 2017, available: <https://www.tpk.govt.nz/en/o-matou-mohiotanga/whanau-ora/whanau-ora-annual-summary-report-2016-2017>, accessed 3 November 2022, pp 11, 13.

³¹⁶ Te Puni Kōkiri, *Whānau Ora Annual Summary Report: 1 July 2016-30 June 2017*, Te Puni Kōkiri, 2017, available: <https://www.tpk.govt.nz/en/o-matou-mohiotanga/whanau-ora/whanau-ora-annual-summary-report-2016-2017>, accessed 3 November 2022, p 13.

³¹⁷ Louise Kuraia, ‘Te Tai Tokerau Whānau Ora Collective Submission on Draft Report’, letter to Geoff Lewis of the New Zealand Productivity Commission, available: <https://www.productivity.govt.nz/assets/Submission-Documents/459b02d0f5/DR-227-Te-Tai-Tokerau-Whanau-Ora-Collective.pdf>, accessed 14 November 2022; Whānau Ora Commissioning Agency, *Annual Report 2019-2020*, Whānau Ora Commissioning Agency, 2020, available: <https://whanauora.nz/wp-content/uploads/2021/06/Whanau-Ora-Annual-Report-ONLINE-4-1.pdf>, accessed 9 November 2022, p. 48.

Tokerau Whānau Ora Collective, although they are not currently listed as a partner on the Whānau Ora website.³¹⁸

Te Puni Kōkiri is the administering agency for Whānau Ora and funds the commissioning agencies to 'build whanau and family capability'.³¹⁹ A 2018 review of Whānau Ora noted that iwi interests in Te Pou Matakana/the Whānau Ora Commissioning Agency were represented by six iwi chair representatives who formed part of the Whānau Ora Partnership Group. Ministers for Whānau Ora, finance, education, health, social development and economic development were also represented on the Group.³²⁰

While Whānau Ora is open to all New Zealanders, a review undertaken by the Independent Whānau Ora Review Panel in 2018 found that between 85 and 89 percent of whānau engaged with the programme through the Whānau Ora Commissioning Agency (then Te Pou Matakana) were Māori. The review pointed out that this 'reflects the need of those who have struggled to engage, or not been engaged at all, in other government-funded interventions.'³²¹

Between the years 2016/2017 and 2020/2021, the number of whānau and whānau members accessing services in Te Tai Tokerau through Te Pou Matakana/Whānau Ora Commissioning Agency increased. This is outlined in **Table 3.5** below. Figures for earlier years do not appear to be available.

³¹⁸ <https://twitter.com/whanauoraagency/status/1371634543216652290?lang=fr>; Whānau Ora, 'Our Partners', Whānau Ora, available: <https://whanauora.nz/partners/>, accessed 14 November 2022

³¹⁹ Independent Whānau Ora Review Panel, *Whānau Ora Review*, 2018, available: <https://www.tpk.govt.nz/docs/tpk-wo-review-2019.pdf>, accessed 3 November 2022, p 20.

³²⁰ Independent Whānau Ora Review Panel, *Whānau Ora Review Tipu Matoro ki te Ao: Final Report to the Minister for Whānau Ora*, Whānau Ora, 2018, available: <https://whanauora.nz/wp-content/uploads/2021/06/tpk-wo-review-2019.pdf>, accessed 10 November 2022, p 71.

³²¹ Independent Whānau Ora Review Panel, *Whānau Ora Review Tipu Matoro ki te Ao: Final Report to the Minister for Whānau Ora*, Whānau Ora, 2018, available: <https://whanauora.nz/wp-content/uploads/2021/06/tpk-wo-review-2019.pdf>, accessed 10 November 2022, p 46.

Table 3.5: Number of whānau and whānau members accessing services through Te Pou Matakana/Whānau Ora Commissioning Agency funding streams in Te Tai Tokerau (2016-2021)

	Whānau Direct (whānau)	Whānau Direct (members)	Kaiārahi engagement (whānau)	Kaiārahi engagement (members)	Collective Impact (whānau)	Collective Impact (members)
2016/2017	498	1,633	1,070	2,598	120	323
2017/2018	552	1,820	1,021	2,686	269	933
2018/2019	546	1,708	1,131	3,188	210	511
2019/2020	1,629	5,264	894	2,154	103	454
2020/2021	943	2,515	1,402	2,717	162	290

Note: Figures relate to whānau and whānau members engaged during the course of the year being reported on.

Sources: Te Pou Matakana, *Te Pou Matakana Annual Report 2016/2017*, Te Pou Matakana, 2017, available: https://issuu.com/tepoumatakana/docs/final_annual_report_20162017_pages, accessed 9 November 2022, pp 9, 11, 13; Te Pou Matakana, *Te Pou Matakana Annual Report 2017/18*, Te Pou Matakana, 2018, available: <https://whanauora.nz/wp-content/uploads/2021/06/te-pou-matakana-annual-report-2017-2018.pdf>, accessed 9 November 2022, pp 13, 19, 23; Whānau Ora Commissioning Agency, *Annual Report 2018-2019*, Whānau Ora Commissioning Agency, 2019, available: <https://whanauora.nz/wp-content/uploads/2021/06/Whanau-Ora-Commissioning-Agency-Annual-Report.pdf>, accessed 9 November 2022, pp 24, 30, 40; Whānau Ora Commissioning Agency, *Annual Report 2019-2020*, Whānau Ora Commissioning Agency, 2020, available: <https://whanauora.nz/wp-content/uploads/2021/06/Whanau-Ora-Annual-Report-ONLINE-4-1.pdf>, accessed 9 November 2022, pp 28-30; Whānau Ora Commissioning Agency, *Whānau Ora 2020/21*, Whānau Ora Commissioning Agency, 2021, available: <https://whanauora.nz/wp-content/uploads/2022/04/Whanau-Ora-Annual-Report-2021-Updated-8-Mar-DIGITAL-Small-compressed-1.pdf>, accessed 9 November 2022, pp 25-27.

The Whānau Ora Commissioning Agency provides the following funding streams:

- **Whānau Direct:** provides immediate assistance to whānau, often to address urgent needs, through small grants;
- **Kaiārahi Engagement:** ‘kaiārahi/navigators’ work directly with whānau and assist them to identify their needs, navigate access to services, and build their capability;
- **Collective Impact:** specific longer-term outcomes identified by a collective of organisations, and focussed on ‘health, education, housing, financial literacy, employment, whānau relationships and cultural knowledge outcomes’; and

- **Innovation fund** (from 2016): Funding provided to Whānau Ora partners ‘to develop innovative approaches to meet whānau needs’ in one of the six specified outcome areas (health, standards of living, knowledge, participation in the community, whānau, relationships, and engagement in te ao Māori).³²²

The following table provides the number of whānau and whānau members accessing services through Te Pou Matakana/Whānau Ora Commissioning Agency Innovation Fund in Te Tai Tokerau for the years 2017/2018, 2018/2019, and 2020/2021. Information for the years 2016/2017 (when the Fund was established) and 2019/2020 do not appear to be available.

Table 3.6: Number of whānau and whānau members accessing services through Te Pou Matakana/Whānau Ora Commissioning Agency Innovation Fund in Te Tai Tokerau (2017/2018-2020/2021)

	Whānau engaged	Whānau members
2016/2017	NO DATA PROVIDED	NO DATA PROVIDED
2017/2018	647	752 ³²³
2018/2019 ³²⁴	165	210 ³²⁵
2019/2020	NO DATA PROVIDED	NO DATA PROVIDED
2020/2021	860	2,497 ³²⁶

Sources: Te Pou Matakana, *Te Pou Matakana Annual Report 2017/18*, Te Pou Matakana, 2018, available: <https://whanauora.nz/wp-content/uploads/2021/06/te-pou-matakana-annual-report-2017-2018.pdf>,

³²² Te Puni Kōkiri, *Whānau Ora Annual Summary Report 1 July 2014 – 30 June 2015*, Te Puni Kōkiri, December 2016, available:

<https://www.tpk.govt.nz/en/o-matou-mohiotanga/whanau-ora/whanau-ora-annual-summary-report-2014-15>, accessed 10 November 2022, p 24; Te Puni Kōkiri, *Whānau Ora Annual Summary Report: 1 July 2016 – 30 June 2017*, Te Puni Kōkiri, June 2018, available: <https://www.tpk.govt.nz/documents/download/documents-4129/Whanau%20Ora%20Annual%20Summary%20Report%202018.pdf>, accessed 10 November 2022, p 27.

³²³ Te Pou Matakana, *Te Pou Matakana Annual Report 2017/18*, Te Pou Matakana, 2018, available: <https://whanauora.nz/wp-content/uploads/2021/06/te-pou-matakana-annual-report-2017-2018.pdf>, accessed 9 November 2022, p 27.

³²⁴ Priority whānau and whānau members engaged since 1 July 2018.

³²⁵ Whānau Ora Commissioning Agency, *Annual Report 2018-2019*, Whānau Ora Commissioning Agency, 2019, available: <https://whanauora.nz/wp-content/uploads/2021/06/Whanau-Ora-Commissioning-Agency-Annual-Report.pdf>, accessed 9 November 2022, p 50.

³²⁶ Whānau Ora Commissioning Agency, *Whānau Ora 2020/21*, Whānau Ora Commissioning Agency, 2021, available: <https://whanauora.nz/wp-content/uploads/2022/04/Whanau-Ora-Annual-Report-2021-Updated-8-Mar-DIGITAL-Small-compressed-1.pdf>, accessed 9 November 2022, p 28.

accessed 9 November 2022, p 27; Whānau Ora Commissioning Agency, *Annual Report 2018-2019*, Whānau Ora Commissioning Agency, 2019, available: <https://whanauora.nz/wp-content/uploads/2021/06/Whanau-Ora-Commissioning-Agency-Annual-Report.pdf>, accessed 9 November 2022, p 50; Whānau Ora Commissioning Agency, *Whānau Ora 2020/21*, Whānau Ora Commissioning Agency, 2021, available: <https://whanauora.nz/wp-content/uploads/2022/04/Whanau-Ora-Annual-Report-2021-Updated-8-Mar-DIGITAL-Small-compressed-1.pdf>, accessed 9 November 2022, p 28.

An independent review of the Whānau Ora commissioning model was conducted in 2018. The review included a series of interviews and hui with ‘Whānau Ora Commissioning Agencies, a sample of Whānau Ora partners, providers, entities, navigators, whānau, government agencies and key stakeholders’, as well as public submissions and document analysis. The review found that key features of the commissioning model had enabled it to have a positive impact. This included what is described as its flexible, whānau-centred, ‘culturally-anchored’, and ‘strengths-based’ approach, its passionate workforce who were invested in their communities, and the ‘high level of support provided by Commissioning Agencies to partners, providers and whānau entities’. The report noted, however, that the commissioning approach was too recent for the review panel to determine ‘whether the changes experienced by whānau will be sustainable into the future’.

The review also considered that these key features of the commissioning model were not necessarily valued, and that insufficient effort was being channelled into nurturing and sustaining relationships between whānau and local agencies. Several other issues were highlighted through the review, including:

- That the large geographic area served by the commissioning agencies prevents close relationships forming with partners and providers;
- Funding and resources invested in the programme are not adequate to meet demand, forcing ‘kaiārahi/navigators’ to focus on ‘crisis-based interventions’; and
- Services do not sufficiently reach into rural areas and socioeconomically disadvantaged communities.³²⁷

The review panel spoke with several providers in the North Island who felt that Te Pou Matakana/the Whānau Ora Commissioning Agency forced them into collaborating with other providers with whom they shared little in common both ‘in terms of population needs or iwi association’, which served to damage rather than improve local relationships. Other feedback highlighted the lack of capacity in the

³²⁷ Independent Whānau Ora Review Panel, *Whānau Ora Review Tipu Matoro ki te Ao: Final Report to the Minister for Whānau Ora*, Whānau Ora, 2018, available: <https://whanauora.nz/wp-content/uploads/2021/06/tpk-wo-review-2019.pdf>, accessed 10 November 2022, pp 7-8, 16, 18, 32.

programme that prevented whānau not involved in Whānau Ora from accessing support or services, especially those most in need of them.³²⁸

The review pointed to larger systemic issues in the provision of services to those most in need of them, finding that Whānau Ora was often tasked with ‘filling gaps in central government service provision’, which detracted from the broader aim of the programme, which is to build whānau resilience and capability. This also impacted the quality of service whānau were receiving, as some ‘kaiārahi/navigators’ were having to provide specialist services for which they were not qualified, in order to compensate for the lack of skilled clinicians or social workers available. This was particularly pertinent in isolated, rural areas. One Whānau Ora ‘kaiārahi/navigator’ in the Far North highlighted this issue of having to step into areas they were not trained in, stating they ‘turn[ed] to Dr Google and become a meth educator’.³²⁹

The review also found there had been insufficient ‘buy-in’ from government agencies, often based on an inability of staff in Wellington to understand the varying customised, local approaches to whānau-centred service provision across the rohe.³³⁰

The review pointed out that ‘Whānau Ora is not a substitute for government agency inaction’, and thus recommended that a ‘culture shift’ be enacted in government. It therefore recommended establishing more local commissioning agencies and regional hubs, that commissioning agencies assess their current ability to meet demand, especially in rural areas and disadvantaged communities, and ensuring sufficient mechanisms are in place for whānau to be involved in decision-making. The evaluation did not provide any quantitative details of whether Whānau Ora had improved outcomes for Māori at the regional or local level.³³¹

Te Puni Kōkiri reported that, following this review, four trials were commenced in the year 2019/2020 to test a more localised commissioning model. These trial sites were: Te Tihi o Ruahine Whānau Ora

³²⁸ Independent Whānau Ora Review Panel, *Whānau Ora Review Tipu Matoro ki te Ao: Final Report to the Minister for Whānau Ora*, Whānau Ora, 2018, available: <https://whanauora.nz/wp-content/uploads/2021/06/tpk-wo-review-2019.pdf>, accessed 10 November 2022, pp 41, 53-54.

³²⁹ Independent Whānau Ora Review Panel, *Whānau Ora Review Tipu Matoro ki te Ao: Final Report to the Minister for Whānau Ora*, Whānau Ora, 2018, available: <https://whanauora.nz/wp-content/uploads/2021/06/tpk-wo-review-2019.pdf>, accessed 10 November 2022, pp 31, 33, 51.

³³⁰ Independent Whānau Ora Review Panel, *Whānau Ora Review Tipu Matoro ki te Ao: Final Report to the Minister for Whānau Ora*, Whānau Ora, 2018, available: <https://whanauora.nz/wp-content/uploads/2021/06/tpk-wo-review-2019.pdf>, accessed 10 November 2022, p 34.

³³¹ Independent Whānau Ora Review Panel, *Whānau Ora Review Tipu Matoro ki te Ao: Final Report to the Minister for Whānau Ora*, Whānau Ora, 2018, available: <https://whanauora.nz/wp-content/uploads/2021/06/tpk-wo-review-2019.pdf>, accessed 10 November 2022, pp 11, 34-36.

Alliance, Te Whare Maire O Tapuwae Charitable Trust, Huria Trust, and Raukawa Settlement Trust.³³² None of these are located in Te Tai Tokerau. At the time of writing this report, no further trials had been commenced.

An earlier independent evaluation of the Whānau Ora commissioning model conducted in 2016 for Te Puni Kōkiri pointed to the difficulties in developing standardised measures in a programme focused on adapting provision of services to meet varied whānau need.³³³ Some reports have outlined quantitative impacts of particular funding streams (whānau direct, kaiārahi engagement, collective impact and innovation funding) for the North Island but are not provided at a regional or local level.³³⁴ Supplying data with a regional or local focus would help to give a clearer picture of the impact of Whānau Ora in Te Tai Tokerau.

3.4 Conclusion

Māori in the anticipated inquiry district have continued to experience significant disparities in health outcomes between 2002 and 2020. This includes a much lower life expectancy and higher regular smoking rates compared to non-Māori in the inquiry data area, the national Māori population, and the national non-Māori population. Māori living in the data inquiry area also have a higher rate of physical or mental activity limitations across each age group compared to non-Māori in the inquiry data area and across Aotearoa, and have a higher rate of activity limitations than the national Māori population for those aged 25 years and over. Māori in Te Tai Tokerau also disproportionately live with and die from preventable diseases, such as rheumatic fever, tooth decay, cardiovascular disease, and sudden unexpected death of an infant.

The Crown has invested in a variety of national and local programmes through the Ministry of Health, the Northland District Health Board, Primary Health Organisations, and Te Puni Kōkiri. It has been difficult to assess the outcomes of many of these initiatives or the extent to which Muriwhenua Māori have been involved in the design and implementation. The limited information available regarding the

³³² Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for the year ended 30 June 2020*, Te Puni Kōkiri, 2020, available: <https://www.tpk.govt.nz/documents/download/documents-1411-A/TPK%20Annual%20Report%202020%20WEB.pdf>, accessed 14 November 2022, p 42.

³³³ Nan Wehipeihana, Louise Were, Shaun Akroyd and Tolotea Lanumata, *Formative Evaluation of the Whānau Ora commissioning agency model: An independent evaluation report*, Te Puni Kōkiri, December 2016, available: <https://www.tpk.govt.nz/en/o-matou-mohiotanga/whanau-ora/formative-evaluation-of-the-whanau-ora-model>, accessed 14 November 2022, p 12.

³³⁴ Te Puni Kōkiri, *Whānau Ora Annual Summary Report: 1 July 2016 – 30 June 2017*, Te Puni Kōkiri, June 2018, available: <https://www.tpk.govt.nz/en/o-matou-mohiotanga/whanau-ora/whanau-ora-annual-summary-report-2016-2017>, accessed 24 November 2022, pp 21, 24, 31, 40, 46.

rollout of the programmes themselves, as well as a lack of accessible evaluations and measurable quantitative data, makes definitive statements about their duration, reach, and impact impossible.

Various issues have been identified in evaluations and critiques of responses to this crisis, including insufficient funding of Māori health providers, lack of services, and difficulty accessing medical care and navigating the health system.³³⁵ As the literature has identified, these issues cannot be addressed within the realm of healthcare only. They are the outcome of failures on several fronts, including education, housing, and income and employment support, all discussed in other chapters in this report. Whānau Ora is an example of an inter-sectoral government response to socioeconomic and health disparities experienced by Māori. However, issues around the large geographical focus area of the Whānau Ora Commissioning Agency (formerly Te Pou Matakana), demand for services exceeding capacity, and lack of Government agency uptake of the programme, are still being ironed out, and regional information on the programme is very limited.

³³⁵ See, for example, Kate Wauchop, Anil Shetty and Catherine Bremner, 'The epidemiology of acute rheumatic fever in Northland, 2012-2017', in *The New Zealand Medical Journal*, Vol. 132, No. 1498, 2019; Anneka Anderson, Clair Mills and Kyle Eggleton, 'Whānau perceptions and experiences of acute rheumatic fever diagnosis for Māori in Northland, New Zealand', in *The New Zealand Medical Journal*, Vol. 130, No. 1465, 2017; Ripu Bhatia, 'Sudden unexplained deaths in Māori infants 8.3 times higher, report finds', *Stuff*, 31 May 2022, available: <https://www.stuff.co.nz/pou-tiaki/128812364/sudden-unexplained-deaths-in-mori-infants-83-times-higher-report-finds>, accessed 3 November 2022; Liane Penney, Tim McCreanor and Helen Moewaka Barnes, *New perspectives on heart disease management in Te Tai Tokerau: Māori and Health Practitioners Talk: Final Report*, Massey University, 2006 Independent Whānau Ora Review Panel, *Whānau Ora Review Tipu Matoro ki te Ao: Final Report to the Minister for Whānau Ora*, Whānau Ora, 2018, available: <https://whanauora.nz/wp-content/uploads/2021/06/tpk-wo-review-2019.pdf>, accessed 10 November 2022.

Chapter 4: Education and te reo Māori

4.1 Introduction

4.1.1 Chapter overview

Dr Stokes does not cover education outcomes and te reo Māori in great detail in her 2002 report, only referring briefly to the 'poor educational attainment' experienced by Māori in the Muriwhenua area, resulting from 'many generations of deprivation'.³³⁶ Education outcomes and the loss of te reo Māori form a significant part of the grievances raised by Renewed Muriwhenua Inquiry (Wai 45) claimants in their statements of claim, which are discussed in detail later in this section. The two issues are also closely linked, both in statements of claim and in the educational attainment and outcomes measured in this chapter, which is why they have been included together.

Recent figures show that Māori living in the inquiry data area continue to experience lower educational outcomes than non-Māori in the inquiry data area, the national Māori population, and the national non-Māori population across various indicators. New Zealand Census data also indicates the ability to speak te reo among Māori in the inquiry data area is declining, particularly among older age groups.

The first part of this chapter (**section 4.2**) examines the following indicators relating to New Zealand Qualifications Framework (NZQF) outcomes, enrolment in Māori-medium education, and the ability to speak te reo Māori:

- Adults with no NZQF qualification;
- Adults with NZQF level 3 certificate or higher (National Certificate of Education Achievement (NCEA) level 3 or higher);
- Adults with NZQF level 7 certificate or higher (a bachelor's degree or higher);
- Children enrolled in kōhanga reo;
- Children enrolled in Māori-medium primary and secondary school; and
- Those able to speak te reo Māori.

³³⁶ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8), p 395.

Where possible, figures for Māori in the inquiry data area are compared to non-Māori in the area and the national Māori and non-Māori populations. Where targeted data for this area are unavailable, data for the Far North District is used instead.

The second part of this chapter (**section 4.3**) looks at major strategies and programmes the Crown has implemented to lift education and te reo outcomes for Māori in Te Tai Tokerau, Northland, between 2002 and 2020. This includes the programmes to lift education outcomes: Te Pūtahitanga Mātauranga (established 1999 and no longer running); Engaging Taitamariki in Learning (which ran between 2008 and 2013); and Te Kotahitanga (government-funded from 2002 and also appears to no longer be running). The chapter also identifies Crown funding for te reo revitalisation at the iwi and community level, including funding through: Te Taura Whiri i te Reo Māori, the Māori Language Commission; Te Mātāwai; Te Puni Kōkiri, the Ministry of Māori Affairs; the Department of Internal Affairs, Te Tari Taiwhenua; and He Māngai Pāho, the Māori Broadcast Funding Agency.

As has been raised in previous chapters, information on Crown investments to improve education and te reo Māori in the area were difficult to track. Several programmes have come and gone over the short period covered in this report, often without consistent and robust reporting and evaluation. With the exception of Te Kotahitanga, qualitative evidence of success is not backed up by measurable, quantitative data showing improvements in outcomes.

4.1.2 Overview of claims relating to education and te reo

Education outcomes and the loss of te reo Māori form a significant part of the grievances raised by Renewed Muriwhenua Inquiry (Wai 45) claimants in their statements of claim. Claimants who raise education-related issues point to historical assimilation policies that led to the near loss of te reo Māori and to low Māori educational outcomes that are still seen today.³³⁷ Claimants also highlight the impact lower education outcomes have had on employment and income prospects for Māori in Northland.³³⁸ Figures from Stats NZ show people who gain higher qualifications tend to have higher personal incomes.³³⁹ In 2013, the median income for people in Aotearoa with no recognised secondary or tertiary qualification was \$19,400, while for people with a bachelor's degree or equivalent it was

³³⁷ For example, see: amended statement of claim, Wai 320, #1.1(b); and amended statement of claim, Wai 736, #1.1(b).

³³⁸ For example, see: amended statement of claim, Wai 1670, #1.1.1(a); and amended statement of claim, Wai 1886, #1.1.1(c)

³³⁹ Stats NZ, *Tātauranga Aotearoa, 2013 Census QuickStats about education and training* (Wellington: Stats NZ, 2015).

\$46,700. For people with a doctorate degree it was \$83,600.³⁴⁰ During the first research hui for this report held in Taipā on 28 October 2022, claimants also raised that current curriculums do not meet the needs of Māori students, and that there were not enough Kōhanga Reo or Kura Kaupapa Māori in the area to meet demand.

Issues relating to the health of te reo Māori are included in this chapter because claimants have linked the loss of te reo Māori, in part, to historical assimilationist education policies argued to have devalued traditional Māori knowledge and education, and prohibited te reo in schools.³⁴¹ Claimants also link the loss of te reo Māori to urbanisation and disconnection from their land, community, and tikanga.³⁴² Schooling is now one of the key environments where tamariki learn and develop te reo Māori, particularly through Māori-medium education. Māori-medium education is discussed in **section 4.2** of this chapter.

4.1.3 Recent Waitangi Tribunal findings on education and te reo Māori

The Waitangi Tribunal has considered education and te reo Māori claims in a number of inquiries over the past 40 years. The Tribunal inquired into the Te Reo Māori claim in 1985 (Wai 11). In its report published the following year, *Report of the Waitangi Tribunal on the Te Reo Maori Claim*, the Tribunal found te reo Māori was a taonga in which the Crown had an active duty to protect.³⁴³ The following year, the Government implemented the Māori Language Act 1987, making te reo Māori an official language of Aotearoa/New Zealand and establishing Te Taura Whiri i te reo Māori (the Māori Language Commission).³⁴⁴ At the time of publication, the Tribunal found kōhanga reo enrolments were increasing, although tamariki were losing te reo once they started at primary school.³⁴⁵

Kōhanga reo enrolments began declining in the following decade, a matter the Waitangi Tribunal has reported on in both *Ko Aotearoa Tēnei* in 2011, and *Matua Rautia: The Report on the Kōhanga Reo Claim* in 2013.³⁴⁶ In *Matua Rautia*, the Tribunal found the Crown had failed in its duty to actively

³⁴⁰ Stats NZ, *Tatauranga Aotearoa, 2013 Census QuickStats about education and training* (Wellington: Stats NZ, 2015), p 9.

³⁴¹ For example, see: amended statement of claim, Wai 320, #1.1(b); amended statement of claim, Wai 736, #1.1(b); amended statement of claim, Wai 1670, #1.1.1(a); and statement of claim, Wai 1673, #1.1.1.

³⁴² For example, see: statement of claim, Wai 1886, #1.1.1; and statement of claim, Wai 2000, #1.1.1.

³⁴³ Waitangi Tribunal. *Report of the Waitangi Tribunal on the Te Reo Maori Claim*. Wellington: Government Printer, 1986.

³⁴⁴ Māori Language Act 1987.

³⁴⁵ Waitangi Tribunal. *Report of the Waitangi Tribunal on the Te Reo Maori Claim* (Wellington: Government Printer, 1986).

³⁴⁶ Waitangi Tribunal, *Ko Aotearoa Tēnei* (Wellington: Legislation Direct, 2011); Waitangi Tribunal, *Matua Rautia: The report on the Kōhanga Reo Claim* (Lower Hutt: Legislation Direct, 2013).

protect te reo Māori in early childhood education.³⁴⁷ In 2015, the Whanganui Tribunal supported the findings of the Kōhanga Reo Tribunal, noting at the time of hearings in that district, ‘the funding of kōhanga reo was inequitable... and that kōhanga were not sufficiently autonomous’.³⁴⁸ The Whanganui Tribunal also found more work was needed on behalf of the Crown to preserve and promote local dialects and culture.³⁴⁹

The Waitangi Tribunal inquired into claims concerning lack of equitable funding for wānanga compared to other tertiary education institutions in the 1998 Wananga Capital Establishment Inquiry (Wai 718). In its report published 1999, *The Wananga Capital Establishment Report*, the Tribunal found the Crown’s system of funding did not adequately cater for the specific needs of wānanga.³⁵⁰ The Tribunal inquired into the Aotearoa Institute Claim concerning Te Wānanga o Aotearoa (Wai 1298) in 2005, finding the Crown had breached the principles of the Treaty of Waitangi in failing to protect the rangatiratanga of Te Wānanga o Aotearoa, causing prejudice to the claimants.³⁵¹

The Waitangi Tribunal inquired into the health of te reo Māori again with its inquiry into the Indigenous Flora and Fauna and Cultural Intellectual Property Claim (Wai 262). In its report, *Ko Aotearoa Tēnei*, published in 2011, the Tribunal found: ‘Most of the key indicators show that the language is currently going backward’.³⁵² This included te reo proficiency among tamariki, the number of schools offering Māori-medium education, the proportion of Māori students enrolled in Māori-medium education, and staffing shortfalls in Kura Kaupapa.³⁵³ The Tribunal found not only was the Government’s Māori language agenda ‘not working’, but that it had promoted a misconception about the health of te reo Māori, stating: ‘... the notion [that] te reo is making steady forward progress, particularly amongst the young, is manifestly false. The Government bears significant responsibility for this misconception’.³⁵⁴

In its 2010 inquiry into Tauranga Moana post-Raupatu claims 1886-2006, the Waitangi Tribunal also found ‘there was a general failure by the Crown to give adequate attention to the issue of poor Māori educational achievement relative to Pākehā’.³⁵⁵ The Tribunal acknowledged this had extensive

³⁴⁷ Waitangi Tribunal, *Matuia Rautia: The Report on the Kōhanga Reo Claim* (Lower Hutt: Legislation Direct, 2013).

³⁴⁸ Waitangi Tribunal, *He Whiritaunoka: The Whanganui Land Report* (Lower Hutt: Legislation Direct, 2015), p 1174.

³⁴⁹ Waitangi Tribunal, *He Whiritaunoka: The Whanganui Land Report* (Lower Hutt: Legislation Direct, 2015).

³⁵⁰ Waitangi Tribunal, *The Wananga Capital Establishment Report* (Wellington: GP Publications, 1999).

³⁵¹ Waitangi Tribunal, *The Report on the Aotearoa Institute Claim concerning Te Wānanga o Aotearoa* (Wellington: Legislation Direct, 2005).

³⁵² Waitangi Tribunal, *Ko Aotearoa Tēnei* (Wellington: Legislation Direct, 2011), p 477.

³⁵³ Waitangi Tribunal, *Ko Aotearoa Tēnei* (Wellington: Legislation Direct, 2011).

³⁵⁴ Waitangi Tribunal, *Ko Aotearoa Tēnei* (Wellington: Legislation Direct, 2011), pp 468-469, 477.

³⁵⁵ Waitangi Tribunal, *Tauranga Moana 1886-2006* (Wellington: Legislation Direct, 2010), p 817.

economic and cultural impacts on the Tauranga Moana claimants by reducing their ability to participate fully in the region's development.³⁵⁶

4.2 Education and te reo Māori trends 2002-2020

4.2.1 New Zealand Qualifications Framework (NZQF) outcomes

Secondary and tertiary education qualifications in Aotearoa are covered by the New Zealand Qualifications Framework (NZQF). The Framework has ten levels ranging from level 1 certificates to level 10 doctoral degrees. Students work towards NZQF levels 1-3 during secondary school, through the National Certificate of Education Achievement (NCEA), usually between school years 11 to 13 (ages 15-17).³⁵⁷ The National Certificate of Education Achievement (NCEA) was introduced between 2002 and 2004, replacing School Certificate, University Entrance, Sixth Form Certificate, and University Bursary qualifications.³⁵⁸

NCEA qualifications provide opportunities in employment and further study after secondary school. The New Zealand Qualifications Authority, Mana Tohu Mātauranga o Aotearoa, states: 'NCEA and other national certificates are recognised by employers and are used as the benchmark for selection by universities and polytechnics. NCEA level 2 provides the foundation skills required for employment'.³⁵⁹ Students can also study Vocational Pathways at NCEA level 2, which focuses on attaining skills required for the creative, primary, service, social services, construction, and manufacturing industries (replacing what were known as 'trade certificates').³⁶⁰

Entrance to university currently requires certain credits at all three NCEA levels,³⁶¹ although students may also be eligible if they have completed Year 12 or are over 20 years of age.³⁶² Tertiary education

³⁵⁶ Waitangi Tribunal, *Tauranga Moana 1886-2006* (Wellington: Legislation Direct, 2010).

³⁵⁷ New Zealand Qualifications Authority, Mana Tohu Mātauranga o Aotearoa, 'Understanding the New Zealand Qualifications Framework (NZQF)', New Zealand Qualifications Authority [not dated], available: <https://www.nzqa.govt.nz/qualifications-standards/understanding-nzqf/#heading2-5>, accessed 18 May 2022.

³⁵⁸ New Zealand Qualifications Authority, Mana Tohu Mātauranga o Aotearoa, 'History of NCEA', New Zealand Qualifications Authority [not dated], available: www.nzqa.govt.nz/ncea/understanding-ncea/history-of-ncea/.

³⁵⁹ New Zealand Qualifications Authority, Mana Tohu Mātauranga o Aotearoa, 'Using NCEA after leaving school', New Zealand Qualifications Authority [not dated], available: <https://www.nzqa.govt.nz/ncea/understanding-ncea/using-ncea-after-leaving-school/>, accessed 6 April 2022.

³⁶⁰ Ministry of Education, Te Tāhuhu o te Mātauranga, 'Vocational Pathways', Ministry of Education, 2022, available: <https://youthguarantee.education.govt.nz/initiatives/vocational-pathways/>, accessed 17 June 2022.

³⁶¹ New Zealand Qualifications Authority, Mana Tohu Mātauranga o Aotearoa, 'University entrance', New Zealand Qualifications Authority [not dated], available: <https://www.nzqa.govt.nz/qualifications-standards/awards/university-entrance/>, accessed 6 April 2022.

³⁶² New Zealand Qualifications Authority, Mana Tohu Mātauranga o Aotearoa, 'Other school-leaver qualifications', New Zealand Qualifications Authority [not dated], available:

in Aotearoa includes universities, wānanga, Te Pūkenga – New Zealand Institute of Skills and Technology, private training establishments, and workplace training.³⁶³ Students can study at a range of NZQF levels, including:

- Level 7 graduate certificates, graduate diplomas and Bachelor's degrees;
- Level 8 postgraduate certificates, postgraduate diplomas and Bachelor's Honours degrees;
- Level 9 Master's degrees; and
- Level 10 doctoral degrees.³⁶⁴

In 2021, the top five qualifications in demand in the Far North District were:

1. Management and commerce qualifications, requiring NZQF certificate level 1-3 (NCEA level 1-3);
2. Engineering and related technologies, requiring NZQF certificate level 1-3 (NCEA level 1-3);
3. Education, requiring NZQF degree level 7+ (bachelor's degree or equivalent, or higher);
4. Engineering and related technologies, requiring NZQF certificate level 4; and
5. Management and commerce, requiring NZQF degree level 7+ (bachelor's degree or equivalent, or higher).³⁶⁵

Māori living in the inquiry data area continue to achieve lower educational outcomes than both non-Māori in the district and the national Māori population (although in one indicator, wāhine Māori in the inquiry data area are achieving at the highest rate, discussed below). In 2002, Northland had the lowest proportion of Māori students leaving school with Sixth Form Certificate (roughly equivalent to NCEA Level 2), at 31 percent, compared to 39 percent for the national Māori student population.³⁶⁶ In 2001, only four percent of intermediate school students in Kaitaia had age-appropriate writing skills.³⁶⁷

<https://www.universitiesnz.ac.nz/new-zealand-students/get-admission-university/other-school-leaver-qualifications>, accessed 6 April 2022.

³⁶³ New Zealand Qualifications Authority, Mana Tohu Mātauranga o Aotearoa, 'Tertiary education', New Zealand Qualifications Authority [not dated], available: <https://www.nzqa.govt.nz/qualifications-standards/understanding-nzqf/tertiary-education/>, accessed 6 April 2022.

³⁶⁴ Tertiary Education Commission, Te Amorangi Mātauranga Matua and New Zealand Government, 'Qualifications and their levels', [Careers.govt.nz](https://www.careers.govt.nz/courses/find-out-about-study-and-training-options/qualifications-and-their-levels/), updated 18 October 2020, available: <https://www.careers.govt.nz/courses/find-out-about-study-and-training-options/qualifications-and-their-levels/>, accessed 6 April 2022.

³⁶⁵ Infometrics, Regional Economic Profile, Far North District, available: <https://ecoprofile.infometrics.co.nz/far%20north%20district>, accessed 25 May 2022.

³⁶⁶ Ministry of Education, Te Tāhuhu o te Mātauranga. *Ngā Haeata Mātauranga, Annual Report on Māori Education 2002/2003*. Ministry of Education 2003. Available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0016/7612/moe-ar-signoff11.pdf. Accessed 5 August 2022, p 40.

³⁶⁷ Ministry of Education, Te Tāhuhu o te Mātauranga, *Ngā Haeata Mātauranga, Annual Report on Māori Education 2004* (Wellington: Ministry of Education, 2004), available:

Adults (aged 15 years and over) with no NZQF qualification

Overall, Māori living in the inquiry data area (aged 15 years and over) are less likely to have a formal NZQF qualification at any level than non-Māori in the inquiry data area and the national Māori population, although the gap between these groups has decreased over the period covered in this report. As shown in **Figure 4.1**, Māori living in the inquiry data were 1.5 more likely to have no formal NZQF qualification when compared to non-Māori in the inquiry data area (48.1 percent of Māori compared to 31.4 percent of non-Māori in the inquiry data area), and 1.2 times more likely to have no formal NZQF qualification compared to the national Māori population (at 39.9 percent). Māori living in the inquiry data area were more than twice as likely to have no formal NZQF qualification when compared to the national non-Māori population (at 23.0 percent).³⁶⁸

By 2018 these gaps had significantly decreased. The proportion of those aged 15 years and over with no formal NZQF qualification was 29.8 percent for Māori in the inquiry data area, 26.4 percent for non-Māori in the data inquiry area, and 25.3 percent for the national Māori population. However, Māori in the inquiry data area remained 1.7 times more likely to have no formal NZQF when compared to the national non-Māori population (at 17.1 percent).³⁶⁹

Overall, between 2006 and 2018, the proportion of Māori without a formal NZQF qualification decreased at a faster rate for Māori compared to non-Māori. The proportion of Māori living in the inquiry data area without a formal NZQF qualification decreased by 38 percent (from 48.1 percent to 29.8 percent), compared to a 16 percent decrease for non-Māori in the inquiry data area (from 31.4 percent to 26.4 percent), a 37 percent decrease for the national Māori population (from 39.9 percent to 25.3 percent), and a 26 percent decrease for the national non-Māori population (from 23.0 percent to 17.1 percent).³⁷⁰ This is shown below in **Figure 4.1**. The precise figures are shown in tables in Appendix C.

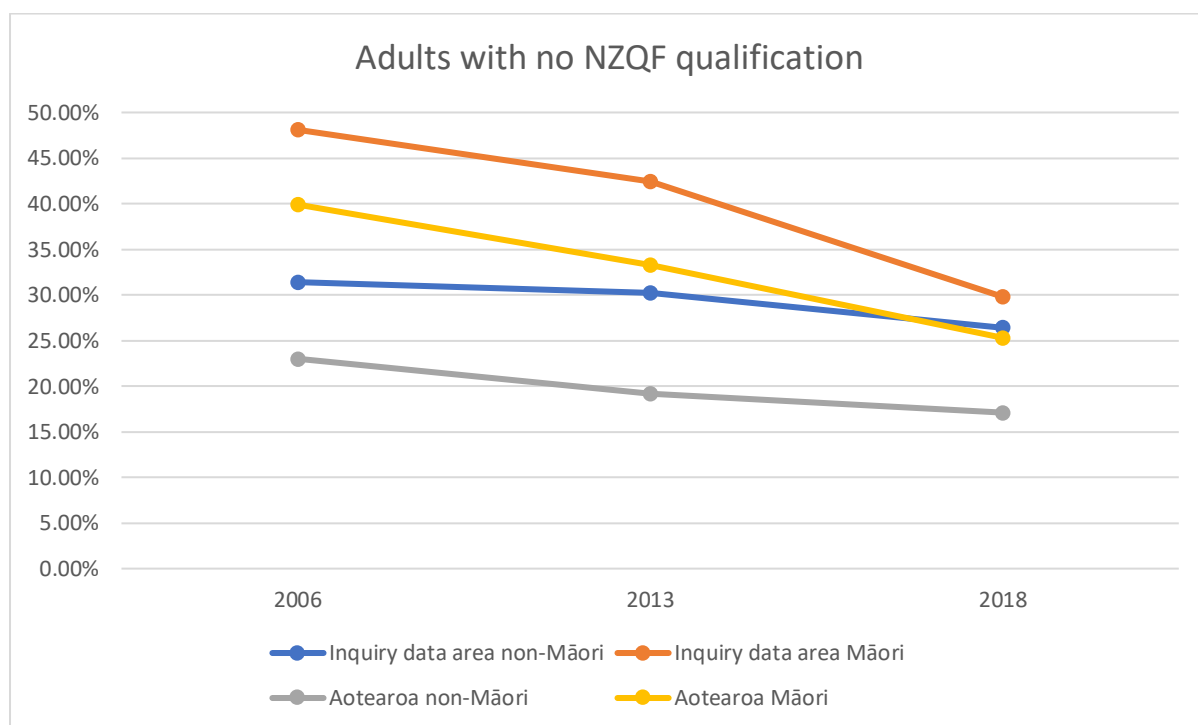
https://www.educationcounts.govt.nz/__data/assets/pdf_file/0019/9316/nga-haeata-matauranga---maori-ann.-report-2004.pdf, accessed 2022, p 66.

³⁶⁸ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

³⁶⁹ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

³⁷⁰ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 4.1: Adults with no NZQF qualification



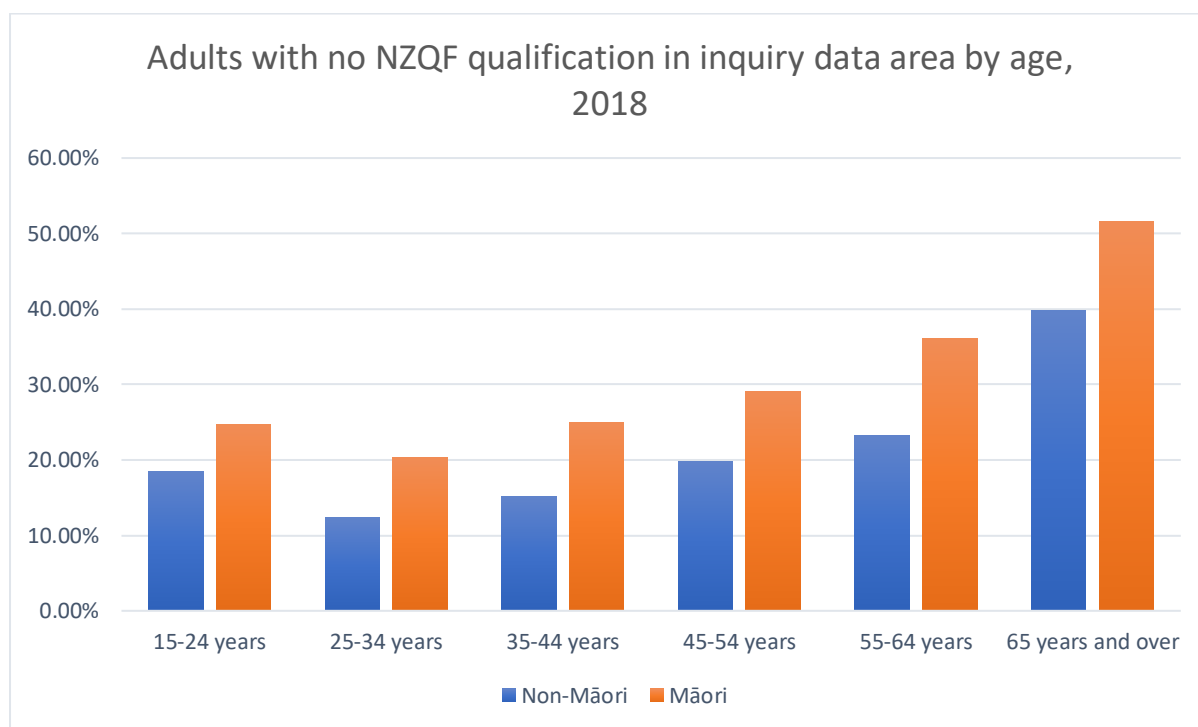
Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

As others have recognised, qualification profiles will reflect the age structure of the population to some extent.³⁷¹ As set out in the introduction to this report, the Māori population within the inquiry data area has a higher proportion of people under 40 years compared to the non-Māori population, and a lower proportion of those aged 40 years and over (see **Figure 1.8**). Older population groups are less likely to have a formal qualification, as shown below in **Figure 4.2** for the inquiry data area.³⁷² The figures for all age groups are shown in tables in Appendix C.

³⁷¹ Christoffel, Paul, 'Education, Health and Housing in the Taihape Inquiry District, 1880-2013', a report prepared by Paul Christoffel for the Waitangi Tribunal's Taihape district inquiry, March 2016 (Wai 2180, #A41).

³⁷² Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 4.2: Adults with no NZQF qualification in inquiry data area by age, 2018



Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Further Stats NZ data for Te Hiku iwi was published by Te Hiku Development Trust in 2014, which showed approximately 40 percent of Te Hiku iwi members had no formal qualification, compared to 22.4 percent of the national population, although the figures are not dated.³⁷³

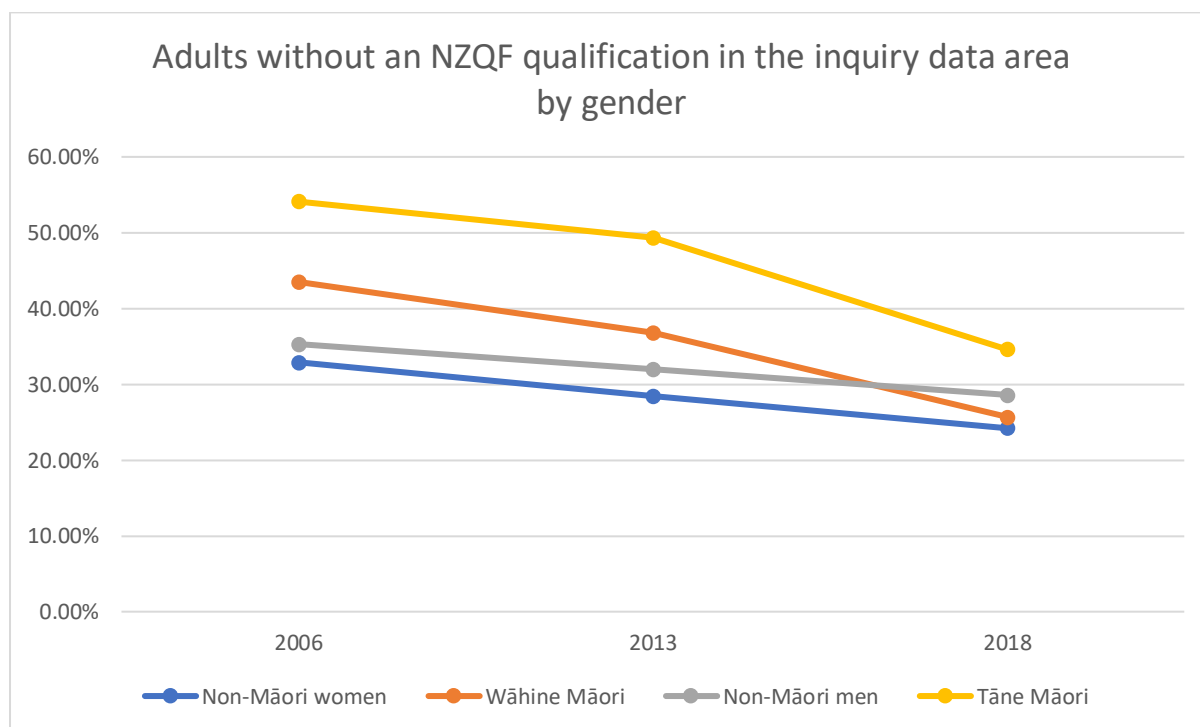
When broken down by gender, figures show that in 2018, both wāhine Māori and non-Māori women in the inquiry data area became more likely to have a formal NZQF qualification than tāne Māori and non-Māori men, as shown below in **Figure 4.3**. As of 2018, rates for wāhine Māori and non-Māori in the inquiry data area with a recognised qualification surpassed those of tāne Māori and non-Māori men, and the difference between wāhine Māori and non-Māori women in the inquiry data area was very small (25.7 percent and 24.2 percent respectively).³⁷⁴ These figures are shown in tables in Appendix C. As outlined in the introduction to this report, 2018 Census statistics should be treated

³⁷³ Te Hiku Development Trust, *Te Hiku Well Being Report, Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: https://irp.cdn-website.com/f44d7a17/files/uploaded/e-copy_-_te_hiku_wellbeing_report.pdf, accessed 4 August 2022, p 44.

³⁷⁴ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

with some caution, although this trend is also consistent with trends for achieving NZQF level 3 certificate, which are outlined below.

Figure 4.3: Adults without an NZQF qualification in the inquiry data area by gender



Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Achieving NZQF level 3 or 4 certificate

Māori living in the inquiry data area achieved level 3 or 4 certificate at lower rates than non-Māori in the data inquiry area, the national Māori population, and the national non-Māori population. However, achievement rates for Māori in the data inquiry area increased at a higher rate over the period and were similar to rates for non-Māori in 2013 and 2018. As shown in **Figure 4.4**, in 2006, non-Māori in the inquiry data area were 1.3 times more likely to have achieved NZQF level 3 or 4 at secondary school than Māori in the inquiry data area (at 5.8 percent and 7.6 percent respectively), and the national Māori population was twice as likely to have achieved NZQF level 3 or 4 than Māori in the inquiry data area (at 11.7 percent). Non-Māori across Aotearoa were three times more likely to

have achieved NZQF level 3 or 4 at secondary school than Māori in the inquiry data area (at 17.6 percent).³⁷⁵

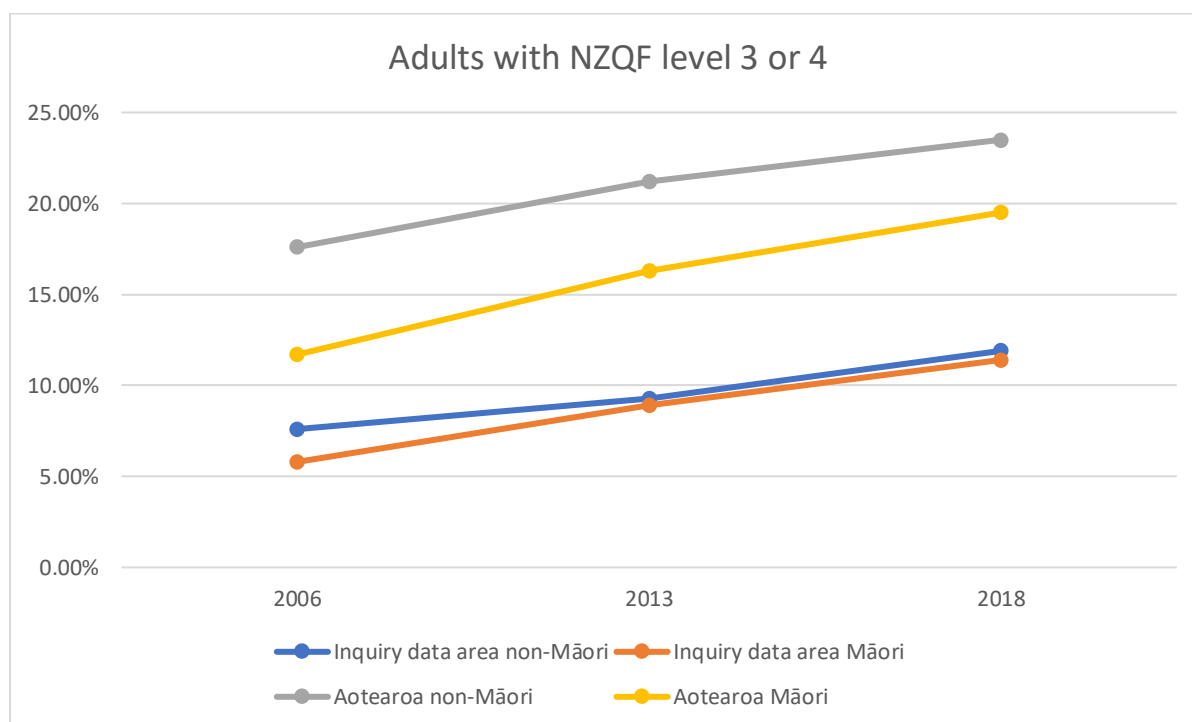
Between 2006 and 2018, the proportion of Māori living in the inquiry data area who had achieved NZQF level 3 or 4 certificate at secondary school increased by 97 percent (from 5.8 percent to 11.4 percent). By 2013 and 2018, Māori in the inquiry data area had achieved NZQF level 3 or 4 at a similar rate to non-Māori in the inquiry data area (at 8.9 percent and 9.3 percent respectively in 2013, and 11.4 percent and 11.9 percent respectively in 2018). However, the national Māori population remained 1.7 times more likely to have achieved this qualification than Māori in the inquiry data area (at 19.5 percent and 11.4 percent respectively), and the national non-Māori population remained more than twice as likely to have achieved this qualification (at 23.5 percent).³⁷⁶ This is shown below in **Figure 4.4**. The precise figures are shown in tables in Appendix C.

It should be noted that figures are for individuals aged 15 years and over, including those still in school. Students would not be expected to achieve level 3 certificate before the age of 17 or 18. As discussed above, the younger age composition of the Māori population is also likely to have an impact on achievement numbers. Figures do not include equivalent qualifications achieved at an overseas secondary school.

³⁷⁵ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

³⁷⁶ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 4.4: Adults with NZQF level 3 or 4

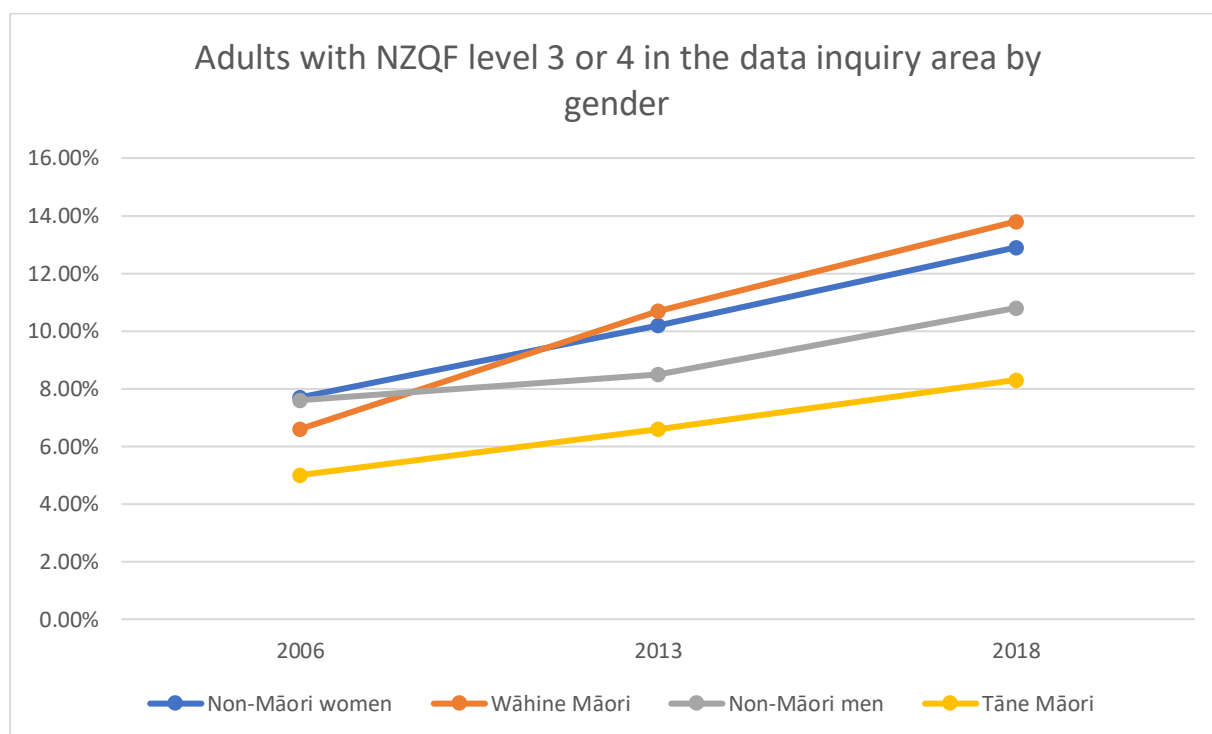


Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

When broken down by gender, figures show NZQF level 3 or 4 certificate achievement rates for wāhine Māori living in the inquiry data area overtook those of non-Māori women, non-Māori men, and tāne Māori living in the inquiry data area in 2013. Between 2006 and 2018, rates for wāhine Māori increased by 109 percent (from 6.6 percent to 13.8 percent), compared to a 68 percent increase for non-Māori women (from 7.7 percent to 12.9 percent) and a 42 percent increase for non-Māori men (from 7.6 percent to 10.8 percent). Tāne Māori in the inquiry data area continued to achieve level 3 or 4 certificate at the lowest rates but showed a higher rate of increase than non-Māori men of 66 percent (from 5.0 percent to 8.3 percent). Overall, the achievement gaps between tāne Māori and the highest achieving groups (non-Māori women in 2006 and wāhine Māori in 2013 and 2018) increased over the period.³⁷⁷ This is shown below in **Figure 4.5**. The precise figures are shown in tables in Appendix C.

³⁷⁷ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 4.5: Adults with NZQF level 3 or 4 in the data inquiry area by gender



Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

The Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, has published more recent figures for NZQF level 3 achievement for school-leavers in Te Tai Tokerau. In 2020, 46.9 percent of all students in Te Tai Tokerau left school with NCEA level 3, compared to 59.1 percent of the national student population. Only 37.6 percent of Māori students in Te Tai Tokerau left school with NCEA level 3, although this was up by 31 percent from 28.6 percent in 2019. Māori in Te Tai Tokerau were also less likely to stay in school. In 2020, 67.8 percent of Māori students in Te Tai Tokerau stayed in school until they turned 17 years old, compared to 74 percent of all students in Te Tai Tokerau.³⁷⁸

Achieving a tertiary qualification

Figures published by Stats NZ, Tatauranga Aotearoa, show Māori in the Far North District are less likely to enrol in tertiary education when compared to the entire Far North population. In 2020, 40.2 percent

³⁷⁸ Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, *Tai Tokerau Regional Skills Leadership Group Regional Labour Market Overview*, prepared for the Tai Tokerau interim regional skills leadership group by the MBIE secretariat, 29 September 2021, available: <https://www.mbie.govt.nz/dmsdocument/17919-tai-tokerau-regional-labour-market-overview>, accessed 4 August 2022, p 5.

of Māori in the Far North District who left school in 2018 were enrolled in tertiary education two years later, compared to 53.2 percent for European/Pākehā, and 45.1 percent for all ethnicities in the Far North.³⁷⁹

Customised Census data from Stats NZ also show that between 2006 and 2018, Māori living in the inquiry data area were less likely to have an NZQF level 7 bachelor's degree (or equivalent) or higher than non-Māori in the data inquiry area, the national Māori population, and the national non-Māori population. However, qualification rates for Māori living in the inquiry data area are increasing at a much higher rate. As shown in **Figure 4.6**, in 2006, non-Māori living in the inquiry data area were 2.4 times more likely to have a bachelor's degree (or equivalent) or higher than Māori living in the inquiry data area (at 8.7 percent and 3.7 percent respectively), and the national Māori population was nearly twice as likely to have a bachelor's degree (or equivalent) or higher than Māori living in the inquiry data area (at 7.1 percent). Non-Māori across Aotearoa were 4.6 times more likely to have a bachelor's degree (or equivalent) or higher than Māori living in the inquiry data area (at 17.0 percent).³⁸⁰

Between 2006 and 2018, rates for Māori in the inquiry data area achieving an NZQF level 7 bachelor's degree (or equivalent) or higher more than doubled (from 3.7 percent to 8.2 percent). The rate for non-Māori in the inquiry data area increased by 71 percent (from 8.7 percent to 14.9 percent) and the rate for Māori across Aotearoa increased by 76 percent (from 7.1 percent to 12.5 percent). The rate for non-Māori across Aotearoa increased by 58 percent (from 17.0 percent to 26.8 percent).³⁸¹ Despite these rapid increases, the gap between Māori living in the inquiry data area and the other comparison groups also increased. The gap between Māori living in the inquiry data area and the national non-Māori population has increased most markedly between 2006 and 2018 (from a difference of 13.3 percentage points in 2006 to 18.6 percentage points in 2018).³⁸²

By 2018, non-Māori living in the inquiry data area were 1.8 times more likely to have a bachelor's degree (or equivalent) or higher than Māori living in the inquiry data area (at 14.9 percent and 8.2 percent respectively), and the national Māori population was 1.5 times more likely to have a bachelor's degree (or equivalent) or higher than Māori living in the inquiry data area (at 12.5 percent). Non-Māori across Aotearoa remained 3.3 times more likely to have a bachelor's degree (or equivalent)

³⁷⁹ Ministry of Education, Te Tāhuhu o te Mātauranga, 'Know your region', Education Counts, updated 2022, available: <https://www.educationcounts.govt.nz/know-your-region>, accessed 17 March 2022. Figures for non-Māori are not available.

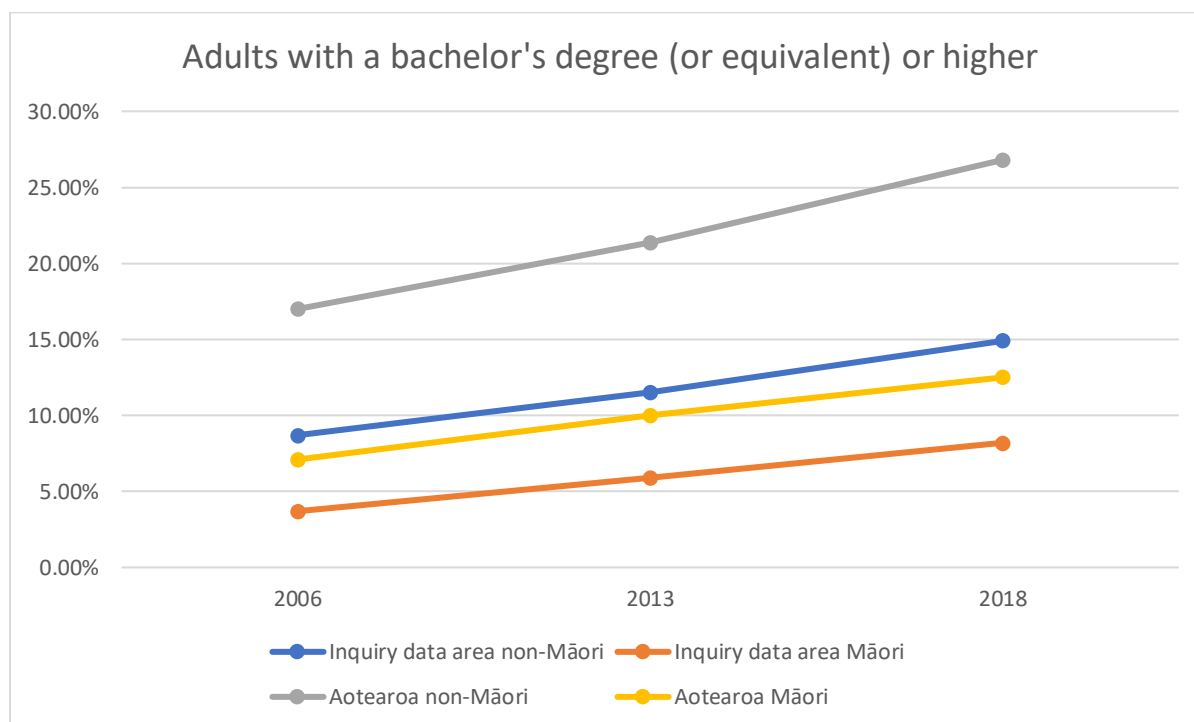
³⁸⁰ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

³⁸¹ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

³⁸² Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

or higher than Māori living in the inquiry data area (at 26.8 percent).³⁸³ This is shown below in **Figure 4.6**. The precise figures are shown in tables in Appendix C.

Figure 4.6: Adults with a bachelor's degree (or equivalent) or higher



Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Again, figures are for individuals aged 15 years and over, including those still in school or studying in tertiary education, and it is unlikely students will achieve an NZQF level 7 bachelor's degree or equivalent roughly before the age of 20. As discussed above, the younger age composition of the Māori population is likely to have an impact on achievement numbers.

When broken down by gender, figures show the proportion of wāhine Māori living in the inquiry data area with a bachelor's degree (or equivalent) or higher overtook the proportion of non-Māori men in 2018, meaning wāhine Māori and non-Māori women were gaining tertiary education qualifications at a higher rate than tāne Māori and non-Māori men in the inquiry data area. Between 2006 and 2018, qualification rates for wāhine Māori increased from 4.9 percent to 12.9 percent (an increase of 145 percent), compared to an increase from 9.9 percent to 19.0 percent for non-Māori women (an

³⁸³ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

increase of 92 percent), an increase from 2.2 percent to 3.7 percent for tāne Māori (and increase of 68 percent), and an increase from 7.3 percent to 10.8 percent for non-Māori men (and increase of 48 percent).³⁸⁴

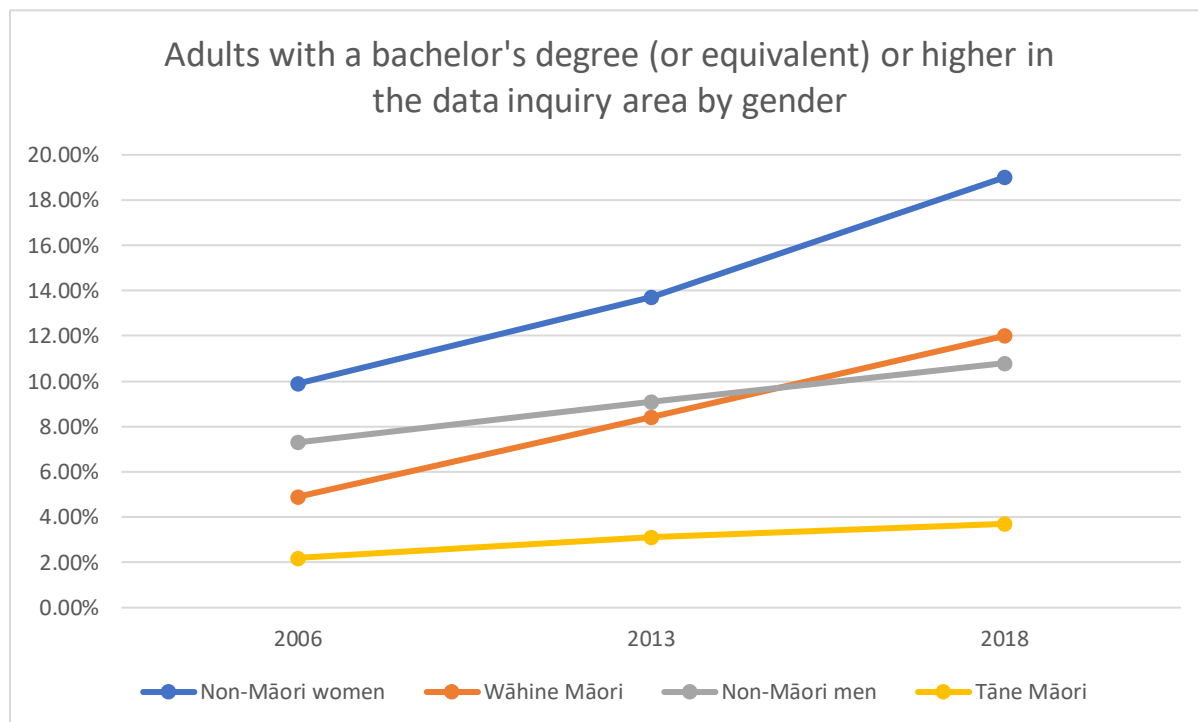
As discussed previously, data from the 2018 Census needs to be treated with some caution. However, the trend of wāhine Māori achieving higher rates of NZQF qualifications than non-Māori men was observed in each of the three indicators outlined in this chapter for the year 2018, as well as the year 2013 for NZQF level 3 or 4, suggesting it is a reliable trend.

Despite this progress for wāhine Māori, non-Māori women in the inquiry data area still had a much higher rate of bachelor's degree level or higher qualifications in 2018, at 1.6 times that of wāhine Māori in the inquiry data area (19.0 percent compared to 12.0 percent). Non-Māori men were also still gaining bachelor's degree level or higher qualifications at nearly three times the rate of tāne Māori in the inquiry data area (10.8 percent compared to 3.7 percent). Furthermore, the gap between tāne Māori (the group with lowest rate of tertiary qualifications) and non-Māori women (the group with the highest rate) increased over the period, from a difference of 7.7 percentage points in 2006 to 15.3 percentage points in 2018.³⁸⁵ This is shown below in **Figure 4.7**. Figures are also shown in tables in Appendix C.

³⁸⁴ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

³⁸⁵ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 4.7: Adults with a bachelor's degree (or equivalent) or higher in the data inquiry area by gender



Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

4.2.2 Enrolment in Māori-medium education

Māori-medium or English-medium education refers to the predominant language used for teaching in schools. In Māori-medium schools, te reo Māori is used the majority of the time, if not exclusively. Officially, Māori-medium education is defined as teaching in te reo Māori 51 percent of the time or more. Mixed-medium schools offer both Māori-medium and English-medium education for students in separate classes, so some students are taught in te reo Māori for 51 percent of the time or more, while others are taught predominantly or fully in English.³⁸⁶ Many Māori-medium education providers also teach according to kaupapa Māori philosophies.³⁸⁷

³⁸⁶ Ministry of Education, Te Tāhuhu o te Mātauranga, Māori language in schooling pivot table: School numbers 2000-2021, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

³⁸⁷ Ministry of Education, Te Tāhuhu o te Mātauranga, *Tau Mai Te Reo: The Māori Language in Education Strategy 2013-2017*, Ministry of Education [not dated], available: <https://www.education.govt.nz/our-work/overall-strategies-and-policies/ka-hikitia-ka-hapaitia/ka-hikitia-history/ka-hikitia-accelerating-success-20132017/ka-hikitia-publications-and-resources-english-language-versions/>, accessed 29 March 2022.

In English-medium schools, no students are taught in te reo Māori 51 percent of the time, although students may learn te reo Māori as a subject.³⁸⁸ According to the Ministry of Education, 90 percent of those learning te reo Māori across Aotearoa in 2010 were doing so in English-medium schools.³⁸⁹ According to evidence provided by the Ministry of Education’s Secretary for Education in 2009, school boards are required to take ‘all reasonable steps... to provide instruction in te reo Māori and tikanga Māori for full-time students whose parents ask for it’.³⁹⁰

Kōhanga reo is the largest provider of Māori-medium early childhood education (education provided to children before they start school at age five or six). Māori-medium primary and secondary education is provided by Designated Character schools, Kura Kaupapa Māori, Kura Teina, and non-Kura schools.³⁹¹ Māori-medium schools follow the *Te Matauranga o Aotearoa*, the curriculum for Māori-medium education, and Ngā Whenaketanga Rumaki Māori, the national standards for Māori-medium education.³⁹² Māori-medium tertiary education is provided by wānanga, including Te Wānanga o Aotearoa, Te Whare Wānanga o Awanuiārangi, and Te Wānanga o Raukawa.³⁹³ Māori-medium tertiary education enrolments are not covered in this chapter because the Ministry of Education only publishes data for early childhood education and schooling (primary and secondary).

The Ministry of Education has suggested that ‘a minimum of 50 percent formal Māori language instruction is needed to achieve bilingual outcomes, coupled with sustained participation in quality

³⁸⁸ Karen Sewell, brief of evidence of Karen Sewell, Secretary for Education, Ministry of Education, 27 April 2009 (Wai 903, #05), pp 16-17; Ministry of Education, Te Tāhuhu o te Mātauranga, Māori language in schooling pivot table: School numbers 2000-2021, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

³⁸⁹ Ministry of Education, Te Tāhuhu o te Mātauranga, *Tau Mai Te Reo: The Māori Language in Education Strategy 2013-2017*, Ministry of Education [not dated], available: <https://www.education.govt.nz/our-work/overall-strategies-and-policies/ka-hikitia-ka-hapaitia/ka-hikitia-history/ka-hikitia-accelerating-success-20132017/ka-hikitia-publications-and-resources-english-language-versions/>, accessed 29 March 2022, p 9.

³⁹⁰ Karen Sewell. Brief of evidence of Karen Sewell, Secretary for Education, Ministry of Education. 27 April 2009 (Wai 903, #05), p 15.

³⁹¹ Kura Teina are community initiatives in the early stages of becoming Kura Kaupapa Māori, but are still attached to, and mentored by, established Kura. See Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

³⁹² Ministry of Education, Te Tāhuhu o te Mātauranga, *Tau Mai Te Reo: The Māori Language in Education Strategy 2013-2017*, Ministry of Education [not dated], available: <https://www.education.govt.nz/our-work/overall-strategies-and-policies/ka-hikitia-ka-hapaitia/ka-hikitia-history/ka-hikitia-accelerating-success-20132017/ka-hikitia-publications-and-resources-english-language-versions/>, accessed 29 March 2022, p 21; Beatriz Pont, Diana Toledo Figueroa, Juliana Zapata and Sylvain Fraccola, *Education Policy Outlook: New Zealand*, OECD Education Policy Outlook Team, Policy Advice and Implementation Division, June 2013, available: <https://www.oecd.org/education/highlightsnewzealand.htm>, accessed 24 February 2022, p 14.

³⁹³ Ministry of Education, Te Tāhuhu o te Mātauranga, *Tau Mai Te Reo: The Māori Language in Education Strategy 2013-2017*, Ministry of Education [not dated], available: <https://www.education.govt.nz/our-work/overall-strategies-and-policies/ka-hikitia-ka-hapaitia/ka-hikitia-history/ka-hikitia-accelerating-success-20132017/ka-hikitia-publications-and-resources-english-language-versions/>, accessed 29 March 2022, p 20.

Māori-medium education for at least six years'.³⁹⁴ Evidence suggests positive correlations between attending Māori-medium education and achieving higher educational outcomes, including lower truancy, fewer stand-downs, and higher NCEA qualifications.³⁹⁵ Te Hiku Development Trust has reported that, in 2012, education outcomes for Te Hiku students enrolled in Māori-medium education were higher than those for students enrolled in Te Hiku mainstream education and, in most cases, higher than the national average.³⁹⁶ Students enrolled in kura kaupapa in the Far North District also exceeded the national average for several subjects.³⁹⁷

Enrolment in kōhanga reo

As mentioned at the beginning of this chapter, the Waitangi Tribunal conducted an urgent inquiry into the Kōhanga Reo Claim (Wai 2336) in 2012, a claim made by the trustees of Te Kōhanga Reo National Trust regarding the decline in the number of kōhanga reo and tamariki enrolled in kōhanga reo. Kōhanga Reo is the largest provider of te reo Māori immersion early childhood education and has been recognised by the Tribunal as a 'key platform' for the retention and transmission of te reo me ngā tikanga Māori.³⁹⁸ Evidence presented to the Tribunal during the inquiry showed that starting high-quality te reo immersion education early on in life is important for achieving 'bilingual outcomes'.³⁹⁹ Since then, further research has shown 'improved educational outcomes for mokopuna emerging from Kōhanga Reo versus mainstream ECE [early childhood education] services'.⁴⁰⁰

³⁹⁴ Ministry of Education, Te Tāhuhu o te Mātauranga, *Tau Mai Te Reo: The Māori Language in Education Strategy 2013-2017*, Ministry of Education [not dated], available: <https://www.education.govt.nz/our-work/overall-strategies-and-policies/ka-hikitia-ka-hapaitia/ka-hikitia-history/ka-hikitia-accelerating-success-20132017/ka-hikitia-publications-and-resources-english-language-versions/>, accessed 29 March 2022.

³⁹⁵ Waitangi Tribunal, *Matuia Rautia: The Report on the Kōhanga Reo Claim* (Lower Hutt: Legislation Direct, 2013), pp 84-85. Although statistics were drawn from small sample sizes and therefore not fully conclusive, the Tribunal deemed them 'a ray of hope that te reo Māori immersion pathways can lead to higher educational outcomes for Māori than mainstream pathways'.

³⁹⁶ Te Hiku Development Trust, *Te Hiku Well Being Report, Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: https://irp.cdn-website.com/f44d7a17/files/uploaded/e-copy_-_te_hiku_wellbeing_report.pdf, accessed 4 August 2022, p 49.

³⁹⁷ Te Hiku Development Trust, *Te Hiku Well Being Report, Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: https://irp.cdn-website.com/f44d7a17/files/uploaded/e-copy_-_te_hiku_wellbeing_report.pdf, accessed 4 August 2022, p 44.

³⁹⁸ Waitangi Tribunal, *Matuia Rautia: The Report on the Kōhanga Reo Claim* (Lower Hutt: Legislation Direct, 2013), p xvi.

³⁹⁹ Waitangi Tribunal, *Matuia Rautia: The Report on the Kōhanga Reo Claim* (Lower Hutt: Legislation Direct, 2013), pp 103-106.

⁴⁰⁰ Neuwelt-Kearns, Caitlin, and Dr Jenny Ritchie, *Investing in children? Privatisation and early childhood education in Aotearoa New Zealand*, Child Poverty Action Group Backgrounder, July 2020, available: <https://www.cpag.org.nz/assets/Backgrounders>, accessed 15 March 2022, p 11.

Enrolment numbers in kōhanga reo

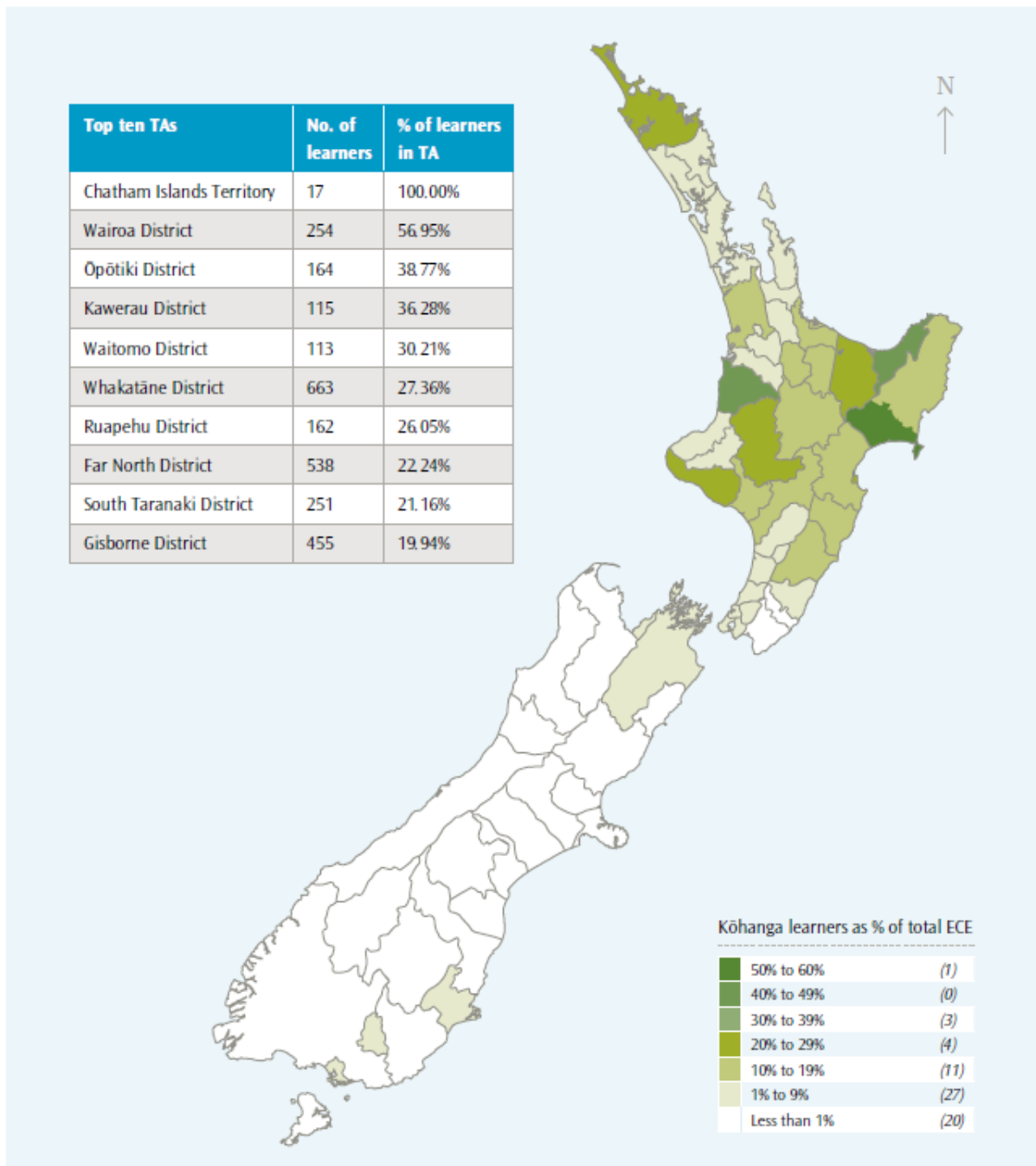
The Waitangi Tribunal has previously reported on national enrolments in kōhanga reo declining since 1997.⁴⁰¹ Figures published by the Ministry of Education show this trend has continued since the Tribunal reported in 2013, with national enrolment numbers decreasing by seven percent between 2014 and 2020 (from 8,936 to 8,334 enrolments).⁴⁰² Although figures for the year 2020 should be treated with caution due to the COVID-19 pandemic and related lockdowns, the decrease in enrolments from 2019 to 2020 is consistent with the overall trend, shown below in **Figure 4.9**.

Kōhanga reo enrolments are higher proportionally in the Far North District compared to other parts of the country, likely due to the higher Māori population. However, enrolments are decreasing at a slightly higher rate than national enrolments (with a ten percent decrease compared to a seven percent decrease nationally). In the year 2010/11, 22.2 percent of children enrolled in early childhood education in the Far North District were enrolled in kōhanga reo, the eighth highest proportion of learners out of all territorial authorities in Aotearoa (see **Figure 4.8** below).

⁴⁰¹ Waitangi Tribunal, *Matuīa Rautia: The Report on the Kōhanga Reo Claim* (Lower Hutt: Legislation Direct, 2013), p 13.

⁴⁰² Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Enrolments in ECE (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/participation>, accessed 16 March 2022. Due to a change in method for data collection by the Ministry of Education, figures from 2014 onwards cannot be compared to previous years, so only figures from 2014 onwards are shown.

Figure 4.8: Percentage of early childhood education learners participating in kōhanga reo by Territorial Authority, 2010/11



Source: Ministry of Education, Te Tāhuhu o te Mātauranga, *Tau Mai Te Reo: The Māori Language in Education Strategy 2013-2017*, Ministry of Education [not dated], available: <https://www.education.govt.nz/our-work/overall-strategies-and-policies/ka-hikitia-ka-hapaitia/ka-hikitia-history/ka-hikitia-accelerating-success-20132017/ka-hikitia-publications-and-resources-english-language-versions/>, accessed 29 March 2022, p 49.

Between 2014 and 2020, kōhanga reo enrolment numbers in the Far North District decreased by ten percent (from 527 to 472 enrolments).⁴⁰³ Again, figures for the year 2020 should be treated with some caution, although enrolment numbers for 2019 and 2020 are similar (475 and 472 enrolments respectively), which may suggest the COVID-19 pandemic did not significantly impact enrolment numbers.

The proportion of kōhanga reo enrolments compared to all early childhood education enrolments in the Far North District has also decreased from 18.3 percent in 2014 to 16.0 percent in 2020 of all early childhood education enrolments, with a low of 14.4 percent in 2018.⁴⁰⁴ This is because, overall, enrolments in all early childhood education types have increased in the Far North District (by three percent between 2014 and 2020).⁴⁰⁵

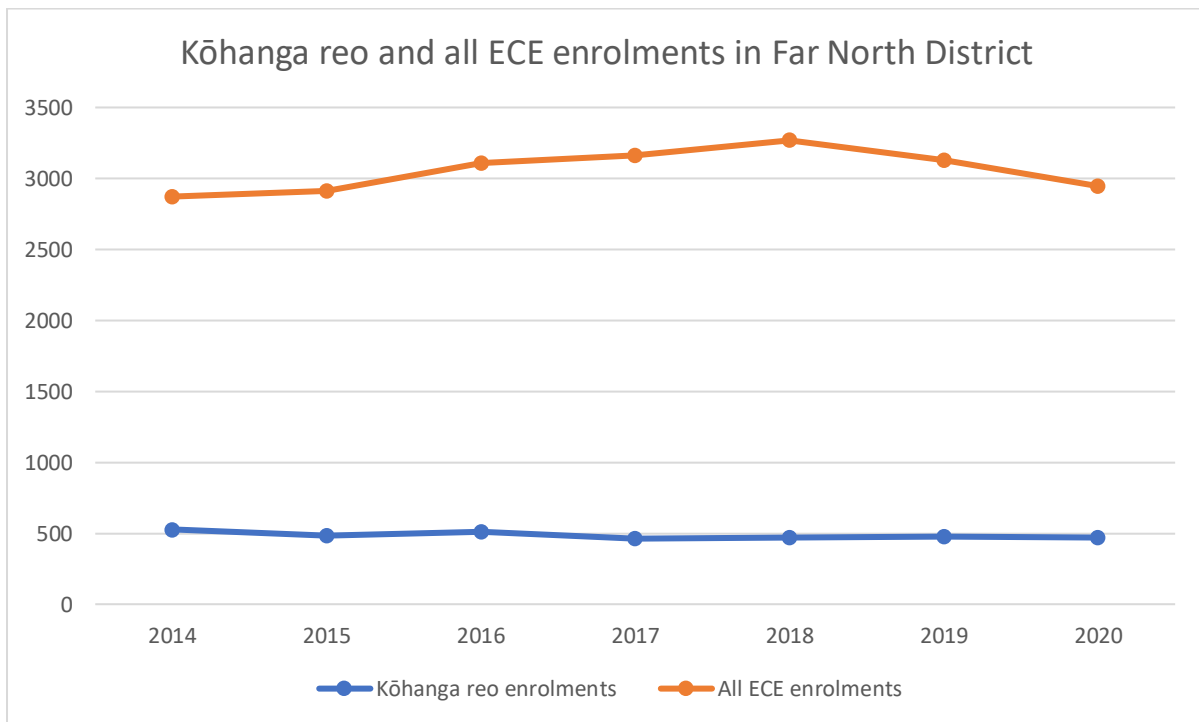
Figures 4.9 and **4.10** below show kōhanga reo enrolments compared to all early childhood education enrolments in the Far North District (**Figure 4.9**) and kōhanga reo enrolments as a percentage of all early childhood education enrolments in the Far North District (**Figure 4.10**). The precise figures are shown in tables in Appendix C.

⁴⁰³ Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Enrolments in ECE (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/participation>, accessed 16 March 2022. Due to a change in method for data collection by the Ministry of Education, figures from 2014 onwards cannot be compared to previous years, so only figures from 2014 onwards are shown.

⁴⁰⁴ Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Enrolments in ECE (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/participation>, accessed 16 March 2022. Due to a change in method for data collection by the Ministry of Education, figures from 2014 onwards cannot be compared to previous years, so only figures from 2014 onwards are shown.

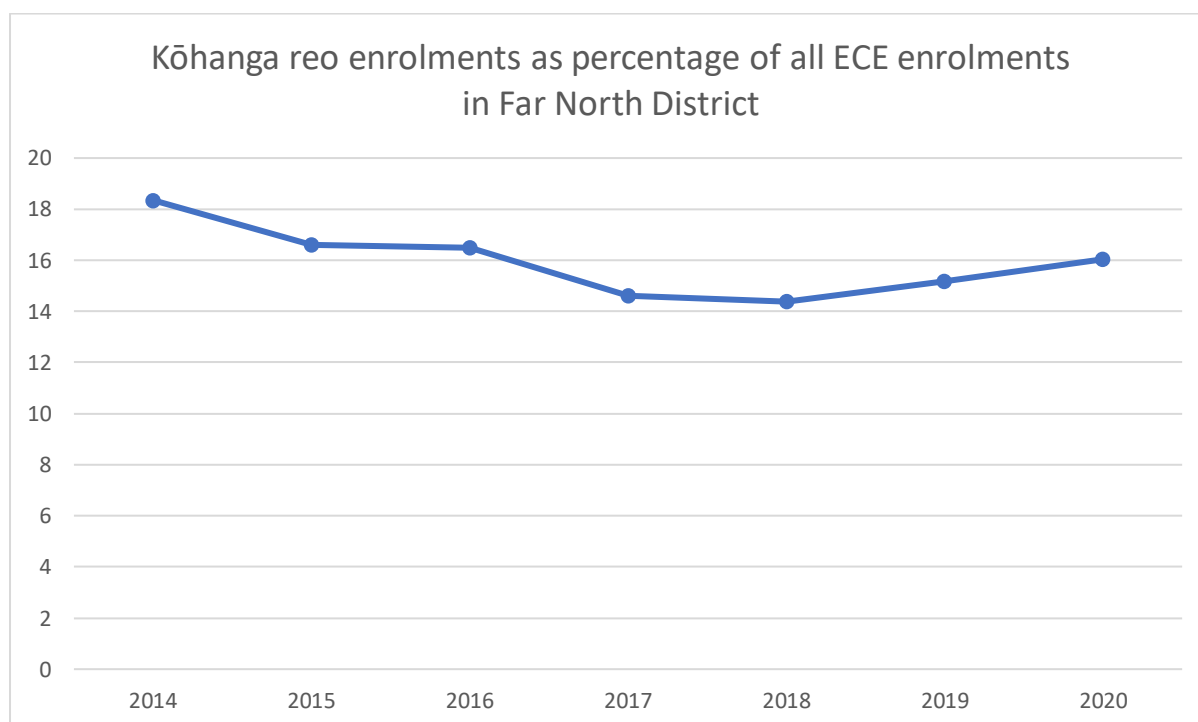
⁴⁰⁵ Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Enrolments in ECE (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/participation>, accessed 16 March 2022. Due to a change in method for data collection by the Ministry of Education, figures from 2014 onwards cannot be compared to previous years, so only figures from 2014 onwards are shown. National enrolments in all early childhood education have decreased by six percent between 2014 and 2020, however, this is inconsistent with the longer-term increase in enrolments seen before the COVID-19 pandemic and lockdowns in 2020. The drop in all early childhood education enrolments in 2020 in the Far North District also suggests the pandemic may have impacted enrolments that year.

Figure 4.9: Kōhanga reo and all ECE enrolments in Far North District



Source: Data sourced from Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Enrolments in ECE (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/participation>, accessed 16 March 2022.

Figure 4.10: Kōhanga reo enrolments as percentage of all ECE enrolments in Far North District



Source: Data sourced from Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Enrolments in ECE (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/participation>, accessed 16 March 2022.

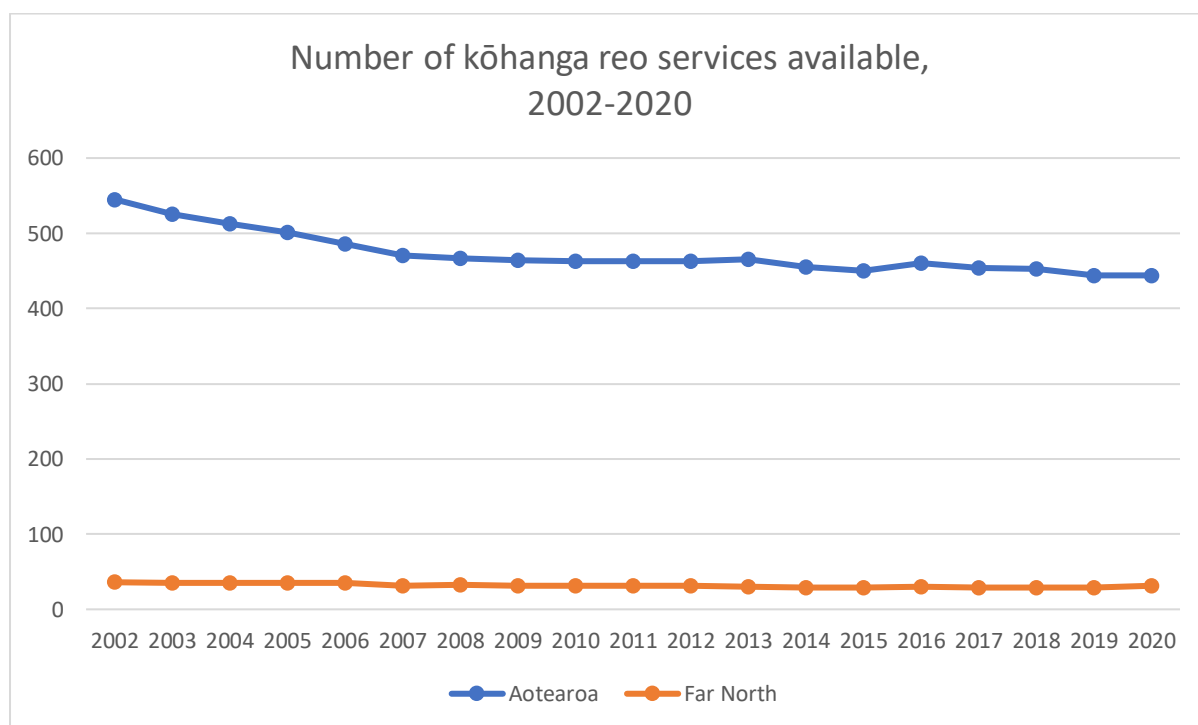
Availability of kōhanga reo in the Far North District

The number of kōhanga reo services available in the Far North District has also decreased between 2002 and 2020, from 36 to 31 services. The number of kōhanga reo services available nationally has decreased from 545 to 444 services.⁴⁰⁶ During this period, between six and seven percent of all kōhanga reo in the country were located in the Far North District.⁴⁰⁷ This is shown below in **Figure 4.11**. The precise figures are shown in tables in Appendix C.

⁴⁰⁶ Data sourced from Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Number of ECE Services (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/services>, accessed 11 July 2022. Years 2002-2008 do not include licence-exempt kōhanga reo. From 2009 onwards all kōhanga reo are licensed.

⁴⁰⁷ Data sourced from Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Number of ECE Services (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/services>, accessed 11 July 2022. Years 2002-2008 do not include licence-exempt kōhanga reo. From 2009 onwards all kōhanga reo are licensed.

Figure 4.11: Number of kōhanga reo services available,



Source: Data sourced from Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Enrolments in ECE (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/participation>, accessed 16 March 2022.

Enrolment in Māori-medium primary and secondary schooling

As discussed earlier in this chapter, Māori-medium education is defined as education where students are taught in te reo Māori 51 percent of the time or more.⁴⁰⁸ Māori-medium education can be offered in both Māori-medium schools (all students are taught in te reo at least 51 percent of the time) and mixed-medium schools (some students are taught in te reo Māori at least 51 percent of the time). Kura Kaupapa Māori are the largest provider of Māori-medium schooling in Aotearoa, but Māori-medium schools can also include Designated Character schools, Kura Teina, and non-Kura schools.⁴⁰⁹

⁴⁰⁸ Ministry of Education, Te Tāhuhu o te Mātauranga, Māori language in schooling pivot table: school numbers 2000-2021, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

⁴⁰⁹ Kura Teina are community initiatives in the early stages of becoming Kura Kaupapa Māori, but are still attached to, and mentored by, established Kura. See Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

Currently, the Minister of Education has discretion to establish a Kura Kaupapa school under the Education and Training Act 2020. Kura Kaupapa Māori are required to adopt the kaupapa Māori teaching and learning philosophy, Te Aho Matua.⁴¹⁰

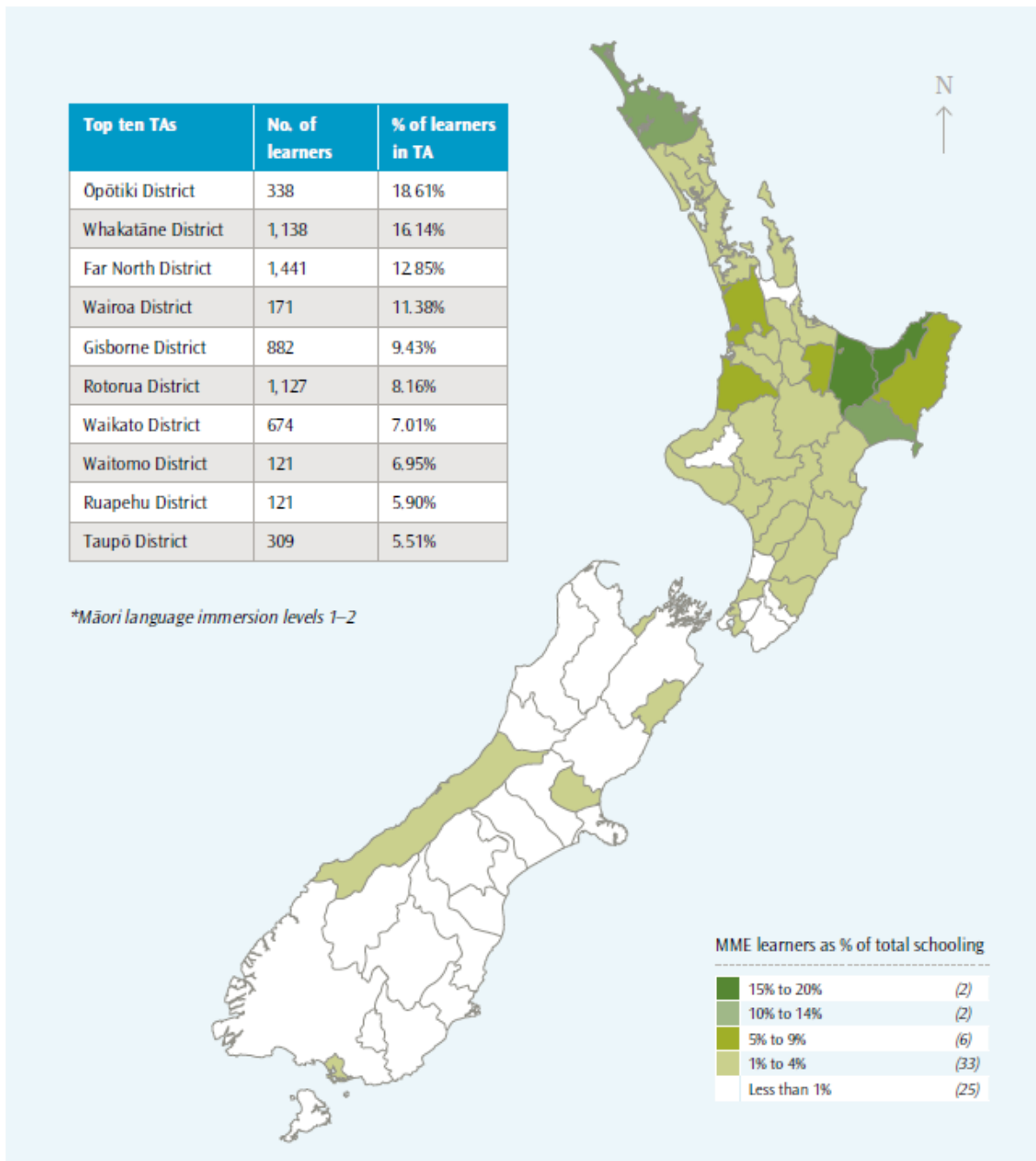
Enrolment numbers in Māori-medium education

Figures show enrolments in Māori-medium education (in Māori- and mixed-medium schools) at the primary and secondary level are higher in the Far North District than other parts of the country. In the year 2010/2011, 12.9 percent of primary and secondary school students in the Far North District were participating in Māori-medium education, the third highest proportion following the Ōpōtiki District (18.6 percent) and the Whakatāne District (16.1 percent) (see **Figure 4.12** below).⁴¹¹

⁴¹⁰ Education and Training Act 2020, ss 190, 205.

⁴¹¹ Ministry of Education, Te Tāhuhu o te Mātauranga, *Tau Mai Te Reo: The Māori Language in Education Strategy 2013-2017*, Ministry of Education [not dated], available: <https://www.education.govt.nz/our-work/overall-strategies-and-policies/ka-hikitia-ka-hapaitia/ka-hikitia-history/ka-hikitia-accelerating-success-20132017/ka-hikitia-publications-and-resources-english-language-versions/>, accessed 29 March 2022, p 23.

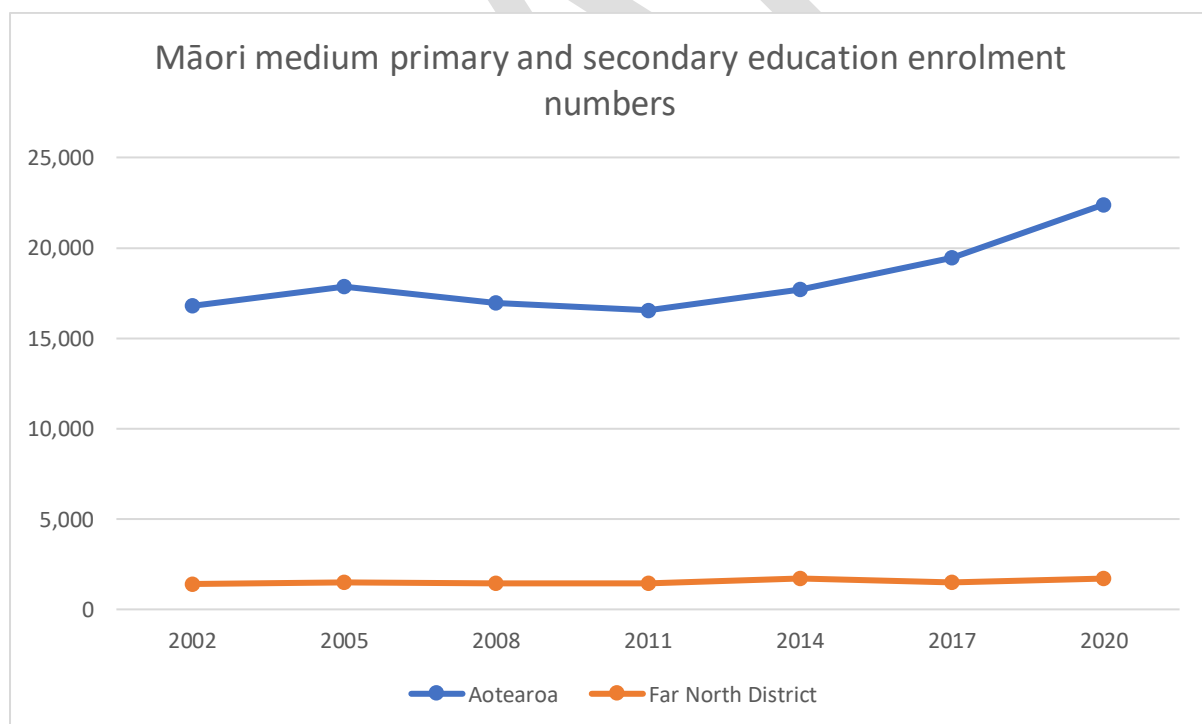
Figure 4.12: Percentage of learners participating in Māori-medium education schooling by Territorial Authority, 2010/11



Source: Ministry of Education, Te Tāhuhu o te Mātauranga, *Tau Mai Te Reo: The Māori Language in Education Strategy 2013-2017*, Ministry of Education [not dated], available: <https://www.education.govt.nz/our-work/overall-strategies-and-policies/ka-hikitia-ka-hapaitia/ka-hikitia-history/ka-hikitia-accelerating-success-20132017/ka-hikitia-publications-and-resources-english-language-versions/>, accessed 29 March 2022, p 51.

Between 2002-2020, Far North District enrolments in Māori-medium primary and secondary education (in Māori- and mixed-medium schools) increased by 21 percent (from 1,405 to 1,695 enrolments), while national enrolments increased by 34 percent (from 16,764 to 22,391 enrolments).⁴¹² However, as a proportion of all school enrolments, enrolments in Māori-medium schooling increased a similar amount in the Far North District and nationally. Enrolments in Māori-medium primary and secondary education as a proportion of all school enrolments increased by 24 percent in the Far North District (from 11.6 percent to 14.4 percent of all school enrolments), compared to a national increase of 23 percent (from 2.2 percent to 2.7 percent of all school enrolments).⁴¹³ **Figures 4.13** and **4.14** below compare Māori-medium enrolment numbers and Māori-medium enrolments as a proportion of all enrolments in the Far North District and the whole country, between 2002 and 2020. The precise figures are shown in tables in Appendix C.

Figure 4.13: Māori medium primary and secondary education enrolment numbers

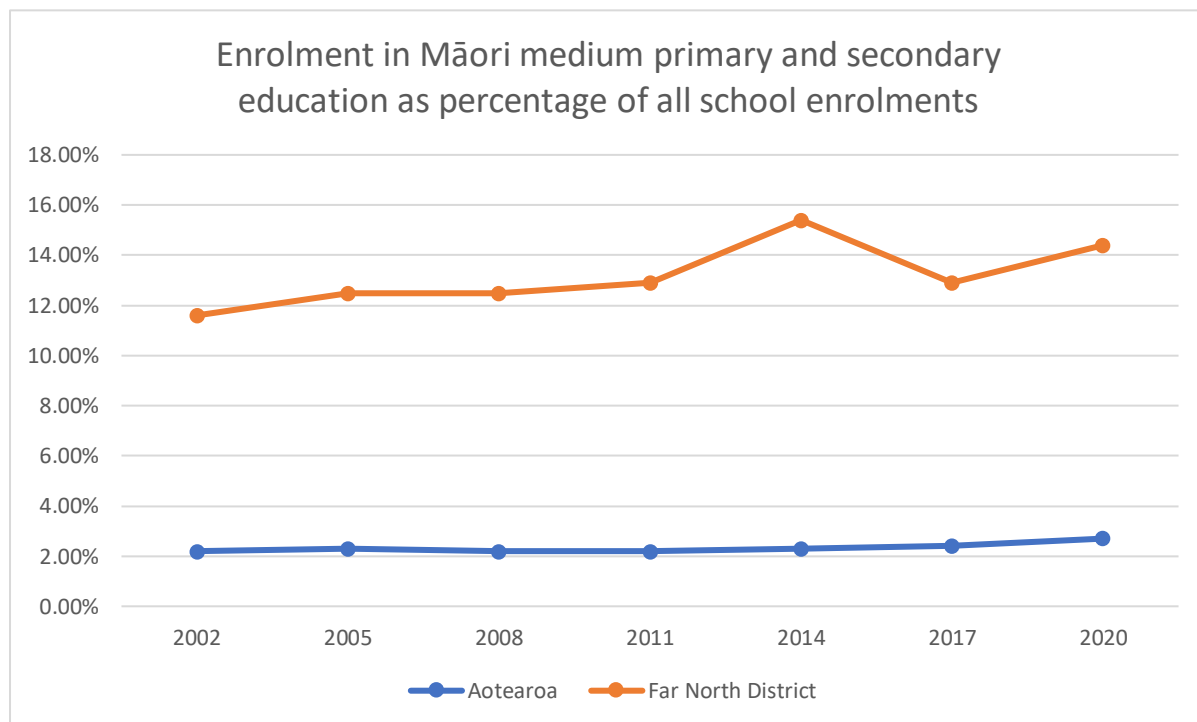


Source: Data sourced from Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

⁴¹² Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

⁴¹³ Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

Figure 4.14: Enrolment in Māori medium primary and secondary education as percentage of all school enrolments



Source: Data sourced from Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

Availability of Māori-medium education in the Far North District

The number of schools offering Māori-medium education has decreased between 2002 and 2020, both nationally and in the Far North District (although the number has increased for the wider Northland Region) (see **Figure 4.15** below). This has been driven by a decrease in the number of mixed-medium schools, while the number of Māori-medium schools has increased in Aotearoa, in the Northland Region, and in the Far North District (see **Figure 4.16** below).

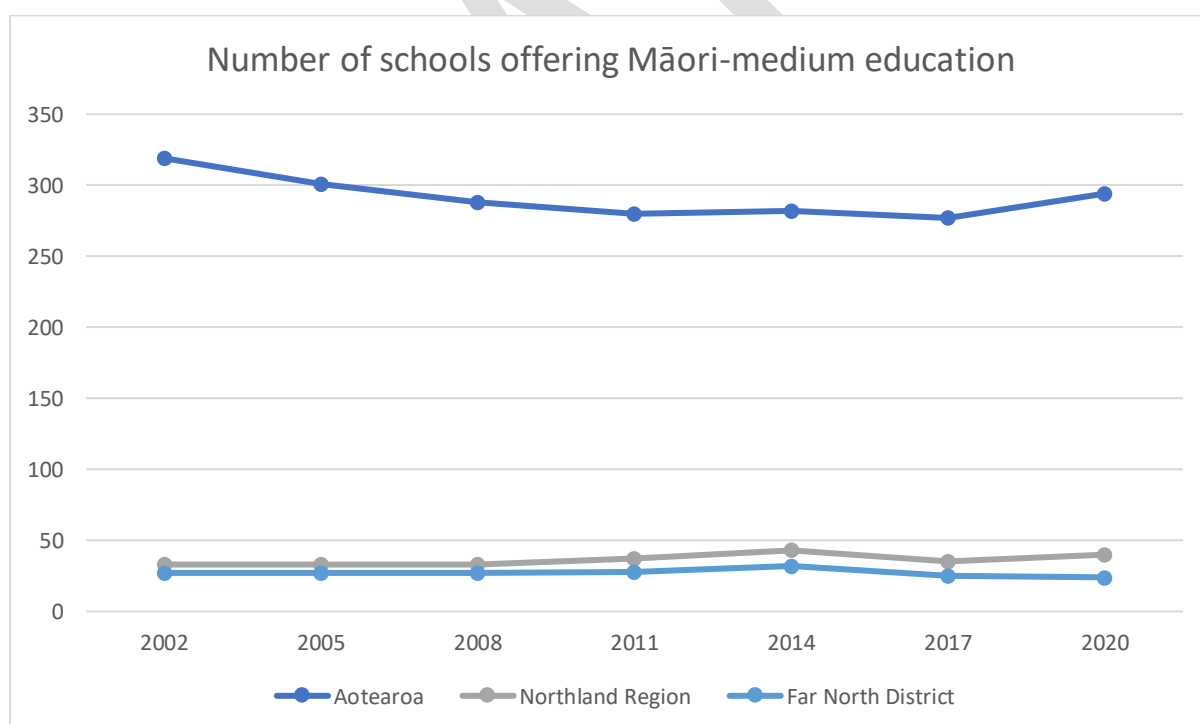
In 2002, there were 319 schools offering Māori-medium education in Aotearoa (102 Māori-medium schools and 217 schools offering both Māori- and English-medium options).⁴¹⁴ Thirty-three of these were in the Northland Region (12 Māori-medium schools and 21 schools offering both Māori and

⁴¹⁴ Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

English-medium).⁴¹⁵ Twenty-seven were in the Far North District (11 Māori-medium schools and 16 schools offering both Māori- and English-medium).⁴¹⁶

By 2020, there were 294 schools offering Māori-medium education in Aotearoa (111 Māori-medium schools and 183 schools offering both Māori and English-medium options).⁴¹⁷ Forty of these were in the Northland Region (16 Māori-medium schools and 24 schools offering both Māori and English-medium options).⁴¹⁸ Twenty-four were in the Far North District (13 Māori-medium schools and 11 schools offering both Māori- and English-medium options).⁴¹⁹

Figure 4.15: Number of schools offering Māori-medium education



⁴¹⁵ Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

⁴¹⁶ Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

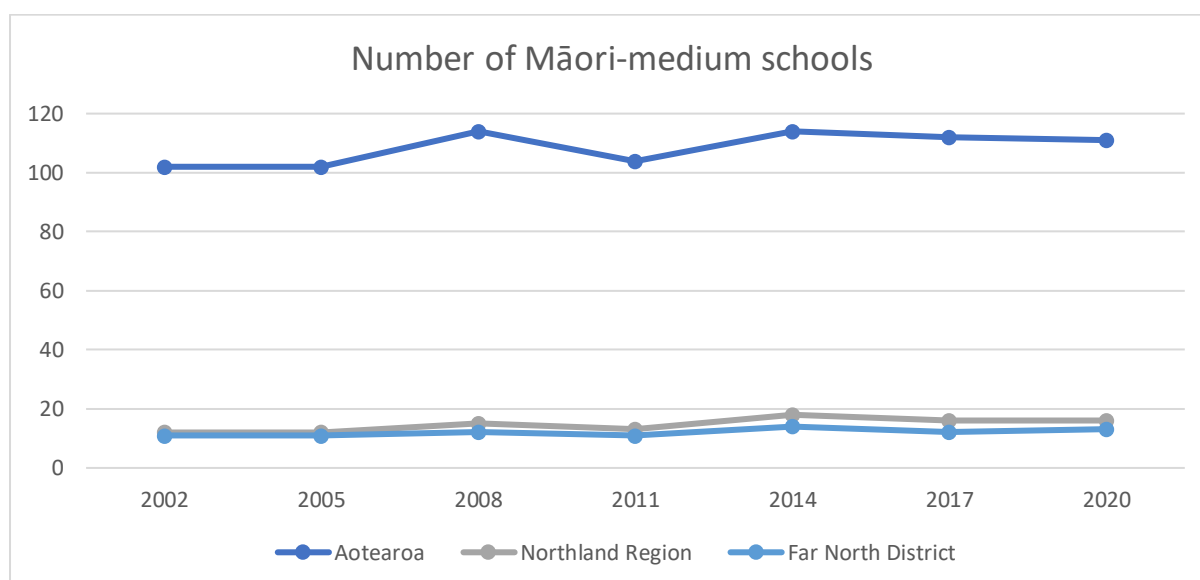
⁴¹⁷ Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

⁴¹⁸ Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

⁴¹⁹ Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

Source: Data sourced from Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

Figure 4.16: Number of Māori-medium schools



Source: Data sourced from Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

4.2.3 Te reo use and proficiency

As discussed in the introduction to this report, due to the undercounting of Māori in the 2018 Census, data for that year for te reo Māori has been rated as ‘poor quality’ both by Stats NZ and by the 2018 Census External Data Quality Panel. Stats NZ has therefore advised the data should be interpreted with care when making comparisons to earlier years.⁴²⁰ However, the 2018 Census External Data Quality Panel recommended that it not be used to compare with earlier Census data at all, commenting that the methodology used to capture information missed in the original dataset may

⁴²⁰ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

have led to inflated numbers of people recorded as being able to speak te reo Māori.⁴²¹ This needs to be taken into account when interpreting the data provided in this section.

Overall, abilities to speak te reo Māori reported in the New Zealand Census are higher in the inquiry data area compared to the national population and have increased over time. However, this increase has been driven by an increase in non-Māori te reo speakers, while the proportion of Māori te reo speakers has decreased.⁴²²

Between 2006 and 2018, the proportion of all individuals who reported being able to speak te reo Māori within the inquiry data area increased from 14.2 percent to 15.1 percent (an increase of six percent), while national figures remained steady (4.1 percent in 2006 and 4.0 percent in 2018).⁴²³ The proportion of Māori who reported being able to speak te reo within the inquiry data area decreased from 29.1 percent to 27.3 percent (a decreased of seven percent), while national figures for Māori te reo speakers decreased by 13 percent (from 23.7 percent to 20.6 percent).⁴²⁴

The figures below show te reo speakers by territorial authority in 2006 (**Figure 4.17**) and the percentage of te reo Māori speakers from 2006 to 2018 in the inquiry data area and in Aotearoa, by ethnicity (**Figure 4.18**).

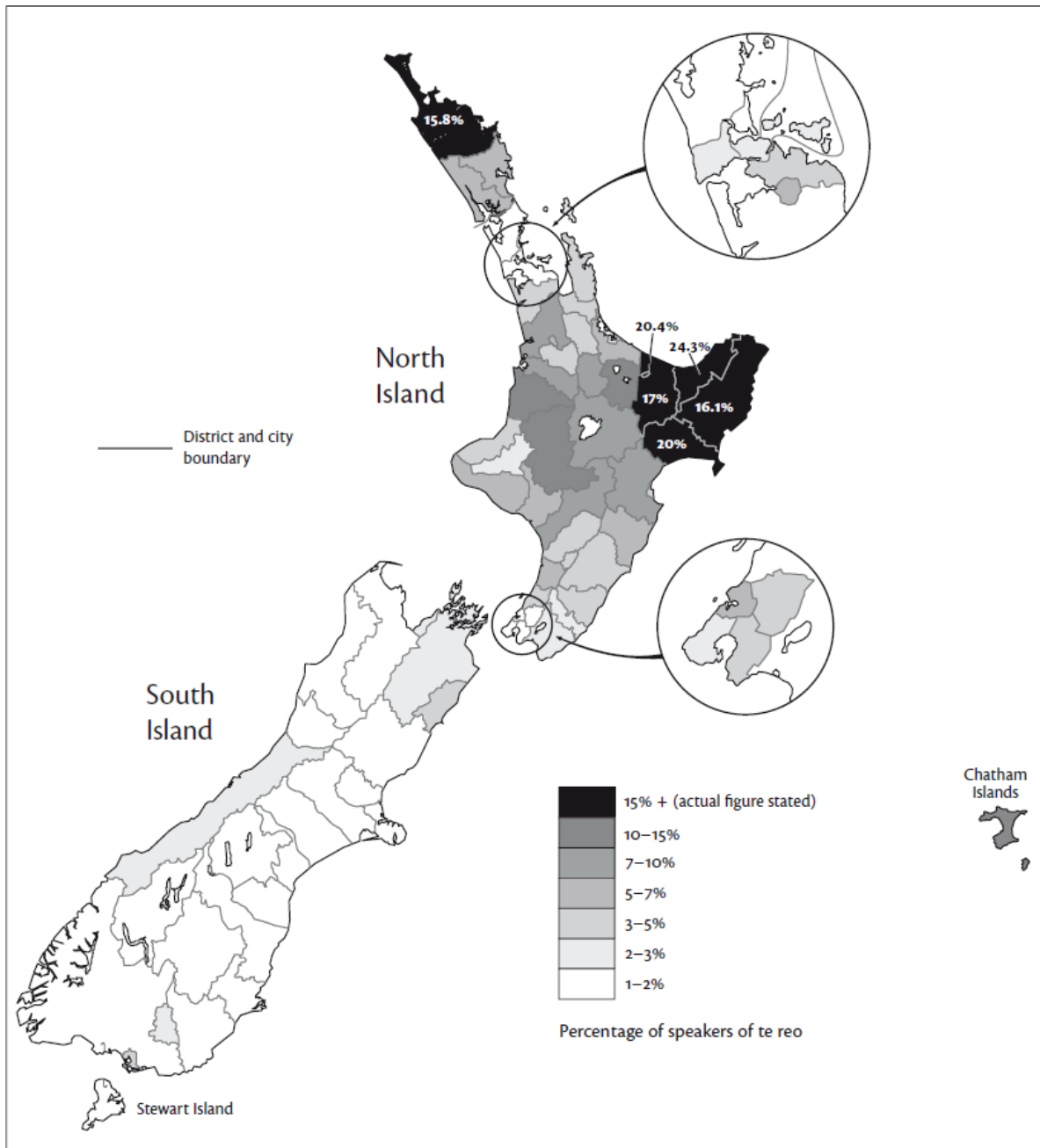
⁴²¹ 2018 Census External Data Quality Panel, *Final Report of the 2018 Census External Data Quality Panel*, (Wellington: Stats NZ, Tatauranga Aotearoa, 2020), available: <https://www.stats.govt.nz/reports/final-report-of-the-2018-census-external-data-quality-panel>, accessed 28 July 2022, see p 63.

⁴²² Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁴²³ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

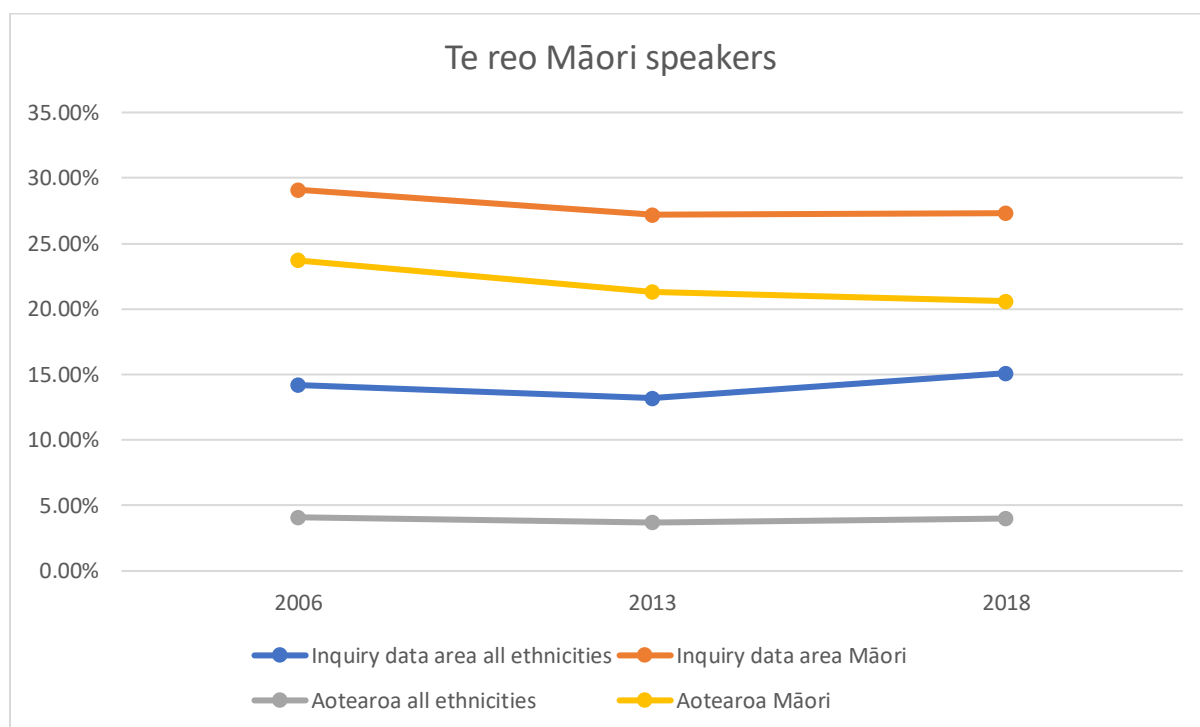
⁴²⁴ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 4.17: Percentage of te reo Māori speakers by local authority, Census 2006



Source: Waitangi Tribunal, *Ko Aotearoa Tēnei* (Wellington: Legislation Direct, 2011), p 475.

Figure 4.18: Te reo Māori speakers



Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

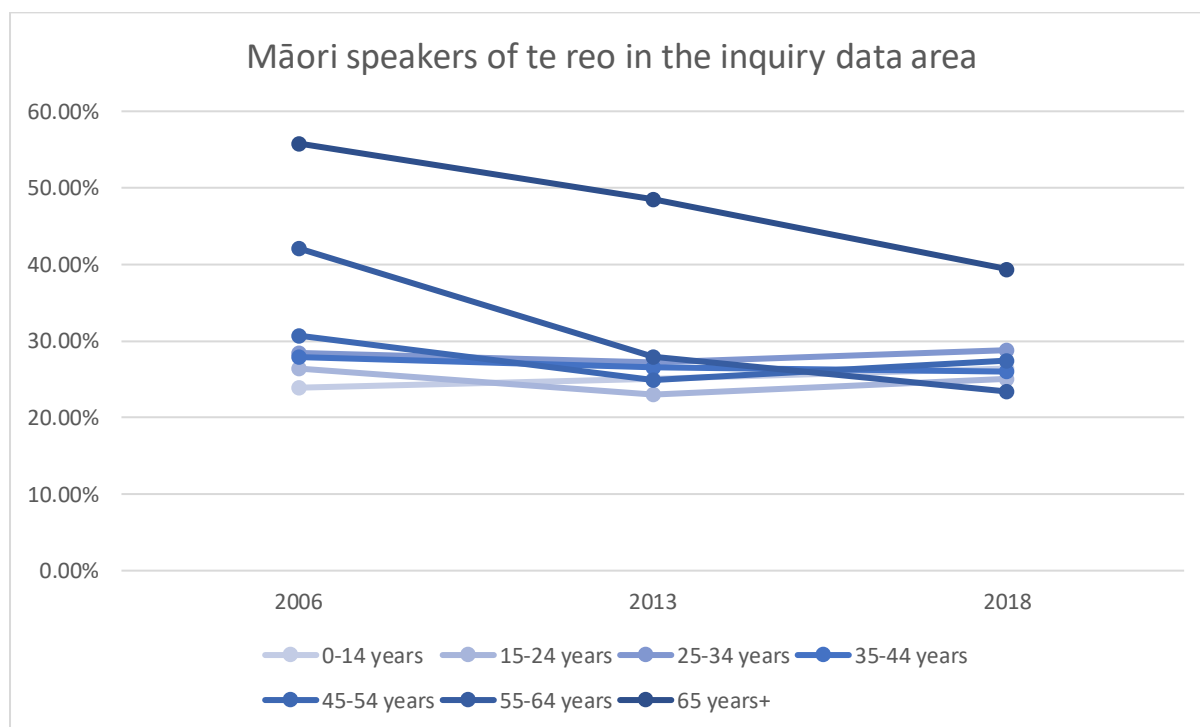
Census data for the inquiry data area shows that te reo Māori speaking increased among tamariki and tamariki Māori (0-14 years), but that for Māori, this was heavily outweighed by the loss of te reo among older age groups. For the inquiry data area as a whole, te reo speaking increased for all age groups between 2006 and 2018, up to the age of 54 years.⁴²⁵ For the older age groups (55 years and above) te reo speaking declined (by 17 percent from 11.6 percent to 9.6 percent). In comparison, te reo speaking among Māori in the inquiry data area has only increased for the youngest age group, tamariki Māori aged 0-14 years, which saw an increase of ten percent (from 23.9 percent to 26.4 percent able to speak te reo). The proportion of Māori aged between 25-34 years able to speak te reo Māori remained fairly stable, with a one percent increase (from 28.4 percent to 28.8 percent). All other age groups for Māori saw a decline. The most significant decline was seen by the 55-64 age group, which saw te reo speaking nearly halve between 2006 and 2018 (a decline of 44 percent from 42.1 percent to 23.4 percent able to speak te reo). The 65 years and over age group also saw a large decline of 29 percent (from 55.8 percent to 39.4 percent able to speak te reo).⁴²⁶ This is illustrated in

⁴²⁵ Age groups analysed are: 0-14 years, 15-24 years, 25-34 years, 35-44 years, 45-54 years, 55-64 years, and 65 years and over.

⁴²⁶ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 4.19 below, which shows the rapid decline amongst the highest speaking groups between 2006 and 2018. The precise figures for all age groups over this period are shown in tables in Appendix C.

Figure 4.19: Māori speakers of te reo in the inquiry data area



Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

In 2017, the New Zealand Council for Educational Research, in partnership with Victoria University of Wellington, conducted research into the health of te reo Māori in nine areas in the country, one of which was Kaitaia (the largest town in the anticipated inquiry district).⁴²⁷ Interviews with te reo leaders and whānau in Kaitaia identified a variety of barriers to the growth of te reo Māori and te reo ā-iwi in the area. This included:

- The migration of speakers out of the area;
- Speakers of other te reo dialects moving into the area;
- Whānau learning non-local dialects; and

⁴²⁷ Nicola Bright, Maraea Hunia, Basil Keane, Jenny Lee-Morgan, Eruera Morgan, Rachel Felgate, and Cathy Wylie, *Te Ahu o te Reo Kaitaia Community Report: He Pūrongo mō Kaitaia*, New Zealand Council for Education Research and Victoria University of Wellington for Te Taura Whiri i te Reo Māori, 2017, available: <https://www.nzcer.org.nz/system/files/Te-Ahu-o-te-Reo-Kaitaia-English.pdf>, accessed 3 August 2022.

- The struggle to prioritise learning te reo due to work demands and other economic factors.

Among solutions offered by those interviewed, the most prominent were having access to Māori education and resources, and te reo ā-iwi revitalisation being led by iwi, whānau, and the wider community.⁴²⁸ Other community te reo leaders in Te Taitokerau have expressed the complex circumstances of whānau living in the north that make getting involved in te reo revitalisation difficult, including high poverty, financial and work demands, a more geographically dispersed population, and a lack of access to high speed internet.⁴²⁹

4.3 Crown strategies to improve educational and te reo outcomes for Māori in Te Tai Tokerau 2002-2020

This section outlines three Crown initiatives aimed at lifting education outcomes in Te Tai Tokerau and provides an overview of Crown funding for te reo revitalisation at the community level. The objective is not to cover every Crown policy, programme, or initiative that may have impacted the Māori inquiry area population. Instead, it identifies some key programmes that have specifically been implemented in Te Tai Tokerau and, where possible, assesses the extent to which the Crown has engaged with local iwi and Māori communities, and the extent to which these programmes have impacted outcomes for Māori.

In particular, the section provides an overview of three government programmes implemented to lift educational achievement in Te Tai Tokerau: Te Pūtahitanga Mātauranga (established 1999 and no longer running); Engaging Taitamariki in Learning (which ran between 2008 and 2013); and Te Kotahitanga (government-funded from 2002 and also appears to no longer be running). It then broadly outlines several funding sources for community te reo Māori revitalisation that contribute to broader national strategies, including Maihi Karauna, the Crown's Strategy for Māori Language Revitalisation 2019-2023, and Maihi Māori 2017-2040, the Māori language strategy developed by and for iwi, Māori, and Māori language communities.⁴³⁰ These are primarily administered by Te Mātāwai (and formerly

⁴²⁸ Nicola Bright, Maraea Hunia, Basil Keane, Jenny Lee-Morgan, Eruera Morgan, Rachel Felgate, and Cathy Wylie, *Te Ahu o te Reo Kaitaia Community Report: He Pūrongo mō Kaitaia*, New Zealand Council for Education Research and Victoria University of Wellington for Te Taura Whiri i te Reo Māori, 2017, available: <https://www.nzcer.org.nz/system/files/Te-Ahu-o-te-Reo-Kaitaia-English.pdf>, accessed 3 August 2022, p 24.

⁴²⁹ Pounamu Jade Aikman, *Te Rautoki ā-Toi: Toiuru Report, Te Taitokerau*, Te Whare Wānanga o Awanuiāraangi and Allen and Clarke for Te Mātāwai, 2020, available: https://www.tematawai.maori.nz/assets/Research-Reports/Te-Tai-Tokerau/Toiuru_Kahui-report_TeTaitokerau_FINAL.pdf, accessed 6 August 2022.

⁴³⁰ Te Puni Kōkiri. *Maihi Karauna: The Crown's strategy for Māori language revitalisation 2019-2023*. Te Puni Kōkiri, 2019. Available: <https://www.tpk.govt.nz/docs/tpk-maihi-karauna-en-2018-v2.pdf>. Accessed 12 August 2022; Te Mātāwai, *Maihi Māori 2017-2040*, Te Mātāwai [not dated], available:

Te Taura Whiri i te Reo Māori). Te Puni Kōkiri and the Department of Internal Affairs also provide funding for te reo Māori programmes and activities, and He Māngai Pāho provides funding for iwi radio stations.

4.3.1 Te Pūtahitanga Mātauranga, 1999

An iwi-Crown partnership, Te Pūtahitanga Mātauranga was established in 1999 after concerns were raised in a 1998 Education Review Office report that only 15 percent of schools in the Far North were performing well, and about the particular impact this had on Māori students.⁴³¹ The organisation's objective was to lift the outcomes of Māori students by: improving the quality of education; improving access to, and participation in, quality te reo education; and improving Māori influence in education.⁴³²

Te Tai Tokerau iwi were represented in the partnership by Te Reo o Te Taitokerau (formerly known as Te Runanga o te reo o Te Taitokerau), which had already been working on revitalising te reo Māori me ona tikanga in the area. The Crown was represented by the Ministry of Education.

As of 2004, Te Pūtahitanga Mātauranga was undertaking projects in 78 schools in the Far North District,⁴³³ including developing curriculum guidelines, supporting Māori Board of Trustee members, developing community te reo Māori language plans, and facilitating professional development for teachers.⁴³⁴

<https://www.tematawai.maori.nz/assets/Corporate-Documents/Maihi-Maori-A4-Printable-English.pdf>, accessed 11 August 2022.

⁴³¹ Margie Hohepa, Kuni Jenkins, Jo Mane, Dale Sherman-Godinet, and Sharon Toi, *The Evaluation of Te Pūtahitanga Mātauranga: Final Report*, Prepared for the Ministry of Education by the International Research Institute for Māori and Indigenous Education, University of Auckland, 2004, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0014/7511/tpm-full.pdf, accessed 3 August 2022; Ministry of Education, Te Tāhuhu o te Mātauranga, *Ngā Haeata Mātauranga, Annual Report on Māori Education 2001/2002 and direction for 2003*, Ministry of Education 2002, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0015/7611/nhm-2002.pdf, accessed 5 August 2022, p 97.

⁴³² Margie Hohepa, Kuni Jenkins, Jo Mane, Dale Sherman-Godinet, and Sharon Toi, *The Evaluation of Te Pūtahitanga Mātauranga: Final Report*, prepared for the Ministry of Education by the International Research Institute for Māori and Indigenous Education, University of Auckland, 2004, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0014/7511/tpm-full.pdf, accessed 3 August 2022.

⁴³³ Margie Hohepa, Kuni Jenkins, Jo Mane, Dale Sherman-Godinet, and Sharon Toi, *The Evaluation of Te Pūtahitanga Mātauranga: Final Report*, prepared for the Ministry of Education by the International Research Institute for Māori and Indigenous Education, University of Auckland, 2004, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0014/7511/tpm-full.pdf, accessed 3 August 2022, p 3.

⁴³⁴ Ministry of Education, Te Tāhuhu o te Mātauranga, *Ngā Haeata Mātauranga, Annual Report on Māori Education 2001/2002 and direction for 2003*, Ministry of Education 2002, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0015/7611/nhm-2002.pdf, accessed 5 August

Te Pūtahitanga Mātauranga was independently evaluated between December 2000 and December 2002, in a report published in 2004 by the international Research Institute for Māori and Indigenous Education, University of Auckland. The evaluation focused on:

- The development and implementation of the partnership and project;
- Māori participation and influence in education; and
- The development and implementation of two particular initiatives: the North Hokianga Small Schools Curriculum Initiative and Te Reo Itinerant Teachers of Māori.⁴³⁵

Overall, the evaluation found there were some tensions in the partnership but that it was ‘forecasting a positive future’.⁴³⁶ The model of having iwi representatives from different areas was identified as a particularly positive approach. In assessing Te Reo Itinerant Teachers of Māori, an initiative that aimed to facilitate sharing of te reo knowledge and resources to improve te reo among teachers and learners in 13 Far North schools, the authors reported stronger collaboration and cooperative development with schools after its implementation, but that community participation in decision-making varied in degree and strength.⁴³⁷

Issues identified in the partnership related to the gathering and sharing of information from and between schools and communities, and networking, which was strong in some areas but not in others. Iwi representatives also reported the partnership had given them ‘minimal’ benefits in terms of improving their capacity to participate in improving Māori education in their communities.⁴³⁸ The

2022; Ministry of Education, Te Tāhuhu o te Mātauranga. *Ngā Haeata Mātauranga, Annual Report on Māori Education 2002/2003*. Ministry of Education 2003. Available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0016/7612/moe-ar-signoff11.pdf. Accessed 5 August 2022.

⁴³⁵ Margie Hohepa, Kuni Jenkins, Jo Mane, Dale Sherman-Godinet, and Sharon Toi, *The Evaluation of Te Pūtahitanga Mātauranga: Final Report*, prepared for the Ministry of Education by the International Research Institute for Māori and Indigenous Education, University of Auckland, 2004, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0014/7511/tpm-full.pdf, accessed 3 August 2022.

⁴³⁶ Margie Hohepa, Kuni Jenkins, Jo Mane, Dale Sherman-Godinet, and Sharon Toi, *The Evaluation of Te Pūtahitanga Mātauranga: Final Report*, prepared for the Ministry of Education by the International Research Institute for Māori and Indigenous Education, University of Auckland, 2004, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0014/7511/tpm-full.pdf, accessed 3 August 2022, p xii.

⁴³⁷ Margie Hohepa, Kuni Jenkins, Jo Mane, Dale Sherman-Godinet, and Sharon Toi, *The Evaluation of Te Pūtahitanga Mātauranga: Final Report*, Prepared for the Ministry of Education by the International Research Institute for Māori and Indigenous Education, University of Auckland, 2004, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0014/7511/tpm-full.pdf, accessed 3 August 2022; Ministry of Education, Te Tāhuhu o te Mātauranga, *Ngā Haeata Mātauranga, Annual Report on Māori Education 2006/07*, Ministry of Education, 2007, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0015/17007/Group_Maori_An_Rep_4.pdf, accessed 5 August 2022, p 104.

⁴³⁸ Margie Hohepa, Kuni Jenkins, Jo Mane, Dale Sherman-Godinet, and Sharon Toi, *The Evaluation of Te Pūtahitanga Mātauranga: Final Report*, prepared for the Ministry of Education by the International Research

authors predicted that inequitable capacity-building would persist ‘unless there [was] a sharing of control, resources and skills, between the partners themselves, and also with community stakeholders’.⁴³⁹ In one particular case study, the authors also found evidence of the ‘deficit model in action’, where the initiative focused on particular students as problems instead of identifying structural issues and systems that could improve access for Māori to education.⁴⁴⁰

The report was unable to evaluate the impact of Te Pūtahitanga Mātauranga on Māori educational achievement due to the project being in its early stages (it was in its second year when starting the evaluation). However, the report did note indications of success for one initiative, the Hokianga Small Schools Curriculum Initiative,⁴⁴¹ noting: ‘after a year’s implementation the indicators are very positive for student achievement, for school-school relationships and for harnessing community skills and knowledge’.⁴⁴²

It appears the Education Review Office evaluated Te Pūtahitanga Mātauranga again in 2006, in a report titled, *Far North Schooling Improvement Project Evaluation: Te Pūtahitanga Mātauranga*. However, this report could not be located in the preparation of this report. According to the Ministry of Education, this review showed the Te Reo Itinerant Teachers of Māori project was ‘improving learners’ Māori language use, especially their vocabulary, sentence structure, comprehension and pronunciation’.⁴⁴³ The Ministry of Education were unable to provide a copy of the report or identify any other more recent evaluations.⁴⁴⁴

Institute for Māori and Indigenous Education, University of Auckland, 2004, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0014/7511/tpm-full.pdf, accessed 3 August 2022, p xii.

⁴³⁹ Margie Hohepa, Kuni Jenkins, Jo Mane, Dale Sherman-Godinet, and Sharon Toi, *The Evaluation of Te Pūtahitanga Mātauranga: Final Report*, prepared for the Ministry of Education by the International Research Institute for Māori and Indigenous Education, University of Auckland, 2004, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0014/7511/tpm-full.pdf, accessed 3 August 2022, p xii.

⁴⁴⁰ Margie Hohepa, Kuni Jenkins, Jo Mane, Dale Sherman-Godinet, and Sharon Toi, *The Evaluation of Te Pūtahitanga Mātauranga: Final Report*, prepared for the Ministry of Education by the International Research Institute for Māori and Indigenous Education, University of Auckland, 2004, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0014/7511/tpm-full.pdf, accessed 3 August 2022, p xiv.

⁴⁴¹ Hokianga sits outside of the anticipated inquiry district.

⁴⁴² Margie Hohepa, Kuni Jenkins, Jo Mane, Dale Sherman-Godinet, and Sharon Toi, *The Evaluation of Te Pūtahitanga Mātauranga: Final Report*, prepared for the Ministry of Education by the International Research Institute for Māori and Indigenous Education, University of Auckland, 2004, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0014/7511/tpm-full.pdf, accessed 3 August 2022, p xvi.

⁴⁴³ Ministry of Education, Te Tāhuhu o te Mātauranga, *Ngā Haeata Mātauranga, Annual Report on Māori Education 2007/08*, Ministry of Education, 2008, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0020/35408/, accessed 5 August 2022, p 88.

⁴⁴⁴ Ministry of Education, Te Tāhuhu o te Mātauranga, unpublished memorandum responding to request for information on Te Pūtahitanga Mātauranga education partnership, provided on 7 October 2022.

4.3.2 Engaging Taitamariki in Learning, 2008

Engaging Taitamariki in Learning was a collaboration between the Crown, iwi, schools, and community groups aimed at improving educational outcomes for Māori students in Te Tai Tokerau, Northland. Northland Regional Council records state the initiative was co-led by the Ministry of Education and the Ministry of Social Development through the Northland Intersectional Forum, operating between 2008 and 2013.⁴⁴⁵ However, the Ministry of Education have advised it was led by Te Puni Kōkiri.⁴⁴⁶

As of 2011, 15 Te Tai Tokerau schools and approximately 3,500 Māori students were involved. Engaging Taitamariki in Learning aimed to reach an NCEA Level 2 pass rate of 75 percent for Te Tai Tokerau students by 2013.⁴⁴⁷ Information on this strategy has been difficult to locate, including the extent to which iwi and Māori community groups were involved, and whether its NCEA Level 2 targets were achieved. Te Puni Kōkiri was contacted during research for this report for further details on the programme and its outcomes but has not yet been able to provide a response.⁴⁴⁸

4.3.3 Te Kotahitanga, 2002

Te Kotahitanga was a programme providing professional development to teachers in English-medium schools, developed by Associate Professor Mere Berryman and Professor Russell Bishop of the University of Waikato. It was funded by the Ministry of Education from 2002 as part of *Te Tere Aurataki*, the Ministry of Education's professional development strategy for improving outcomes for Māori students enrolled in English-medium education.⁴⁴⁹ Te Kotahitanga began with eleven teachers

⁴⁴⁵ Northland Regional Council, *Northland community plan 2009-2019*, Northland Regional Council, 2009. Available: <https://www.nrc.govt.nz/media/rhupueOf/communityplancompletevolume1.pdf>. Accessed 8 August 2022, p 76.

⁴⁴⁶ Ministry of Education, Te Tāhuhu o te Mātauranga, unpublished memorandum responding to request for information on Te Pūtahitanga Mātauranga education partnership, provided on 7 October 2022.

⁴⁴⁷ Ministry of Youth Development, Te Manatū Whakahiato Taiohi, *Northland Youth Voices Consultation Report*, Ministry of Youth Development, administered by the Ministry of Social Development, October 2011, available: <https://myd.govt.nz/documents/have-your-say/youth-voices-consultation-reports/northland-youth-voices-2011-full-report.pdf>, accessed 6 August 2022, p 23.

⁴⁴⁸ Te Puni Kōkiri were contacted on 16 August 2022.

⁴⁴⁹ Ministry of Education, Te Tāhuhu o te Mātauranga, *Ngā Haeata Mātauranga 2008/09, Young people engaged in learning* (Wellington: Ministry of Education, 2009), available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0009/80775/-NHM-Full-Report.pdf, accessed 6 August 2022, p 13; R. Bishop, M Berryman, S. Tiakiwai and C. Richardson, *Te Kōtahitanga: The experiences of Year 9 and 10 Māori students in mainstream classrooms*, Māori Education Research Institute (MERI), School of Education, University of Waikato and Poutama Pounamu Research and Development Centre for the Ministry of Education. Ministry of Education, 2003, available: <https://tekotahitanga.tki.org.nz/Publications/Research-reports>, accessed 12 August 2022, p 3.

in four schools, training teachers on how teacher and school behaviours and attitudes can lift Māori achievement, such as creating classrooms that recognise culture and set high expectations for the achievement of Māori students.⁴⁵⁰ An initial evaluation indicated 'improved learning, behaviour and attendance outcomes for Māori students in the classrooms of those teachers who had been able to participate fully in the professional development intervention'.⁴⁵¹

By 2007, Te Kotahitanga involved 33 schools in Northland, Auckland, Waikato and Bay of Plenty, with approximately 2,100 teachers and 13,000 students involved.⁴⁵² Te Puni Kōkiri reported in 2007 that it was working, along with the Ministry of Education and the Ministry of Social Development, to get Te Kotahitanga in all Te Tai Tokerau schools, although it's unclear if this occurred.⁴⁵³ Between 2009 and 2012, one further Far North school (Kaitiā College) was added,⁴⁵⁴ along with 16 further schools in Auckland, Waikato, Tairāwhiti, and Bay of Plenty.⁴⁵⁵ In 2009, the Government stated 'Te Kotahitanga has been proven to lift student achievement by working with teachers and schools to create culturally responsive learning environments, to improve teaching and learning practices and to improve relationships between teachers and learners', but did not provide measurable outcomes to support these findings.⁴⁵⁶ The final phase of the programme involved a total of 16 schools between 2010 and

⁴⁵⁰ R. Bishop, M Berryman, S. Tiakiwai and C. Richardson, *Te Kōtahitanga: The experiences of Year 9 and 10 Māori students in mainstream classrooms*, Māori Education Research Institute (MERI), School of Education, University of Waikato and Poutama Pounamu Research and Development Centre for the Ministry of Education. Ministry of Education, 2003, available: <https://tekotahitanga.tki.org.nz/Publications/Research-reports>, accessed 12 August 2022; Ministry of Education, Te Tāhuhu o te Mātauranga, 'Te Kōtahitanga', Te Kete Ipurangi [not dated], available: <https://tekotahitanga.tki.org.nz/About/The-Development-of-Te-Kotahitanga/History-of-the-Project>, accessed 8 August 2022.

⁴⁵¹ R. Bishop, M Berryman, S. Tiakiwai and C. Richardson, *Te Kōtahitanga: The experiences of Year 9 and 10 Māori students in mainstream classrooms*, Māori Education Research Institute (MERI), School of Education, University of Waikato and Poutama Pounamu Research and Development Centre for the Ministry of Education. Ministry of Education, 2003, available: <https://tekotahitanga.tki.org.nz/Publications/Research-reports>, accessed 12 August 2022, p 1.

⁴⁵² Ministry of Education, Te Tāhuhu o te Mātauranga, *Ngā Haeata Mātauranga 2008/09, Young people engaged in learning* (Wellington: Ministry of Education, 2009), available: https://www.educationcounts.govt.nz/_data/assets/pdf_file/0009/80775/-NHM-Full-Report.pdf, accessed 6 August 2022, p 13.

⁴⁵³ Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for the year ended 30 June 2007*, Te Puni Kōkiri, 2007, available: <file:///C:/Users/WHILEYB/Downloads/tpk-annrep-2007-eng.pdf>, accessed 6 August 2022, p 34.

⁴⁵⁴ Tolley, Anne and Pita Sharples, 'Raising achievement for more Māori learners', press release, New Zealand Government, 16 September 2009, available: <https://www.beehive.govt.nz>, accessed 30 May 2022.

⁴⁵⁵ Ministry of Education, Te Tāhuhu o te Mātauranga, *Ngā Haeata Mātauranga 2008/09, Young people engaged in learning* (Wellington: Ministry of Education, 2009), available: https://www.educationcounts.govt.nz/_data/assets/pdf_file/0009/80775/-NHM-Full-Report.pdf, accessed 6 August 2022, p 13.

⁴⁵⁶ Tolley, Anne and Pita Sharples, 'Raising achievement for more Māori learners', press release, New Zealand Government, 16 September 2009, available: <https://www.beehive.govt.nz>, accessed 30 May 2022, para 5.

2013.⁴⁵⁷ In 2011, Te Kotahitanga was operating in nine schools in Te Tai Tokerau.⁴⁵⁸ It is unclear how many of these were located within the anticipated inquiry district.

Evaluations published between 2003 and 2009 found Te Kotahitanga had positive impacts on education outcomes for Māori students, including:

- Greater gains in mathematics for Year 9 and 10 Māori students;⁴⁵⁹
- A greater increase in the proportion of Year 11 Māori students achieving NCEA Level 1 compared with the comparison group;⁴⁶⁰
- Improvement for retention of Māori Year 11 students;⁴⁶¹
- A higher proportion of Year 13 students gaining University Entrance;⁴⁶² and
- An increase in the proportion of Māori students achieving NCEA level 2.⁴⁶³

Te Kotahitanga was evaluated again in a report published in 2015 by the Ministry of Education. It reported that between 2010 and 2012:

- The achievement for NCEA levels 1-3 improved for Māori students with teachers in the programme at approximately three times the rate of Māori students in the comparison schools;

⁴⁵⁷ Alton-Lee, Adrienne, *Ka Hikitia: A demonstration Report: Effectiveness of Te Kotahitanga Phase 5 2010-2012*, Ministry of Education, 2015, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0016/151351/BES-Ka-Hikitia-Report-FINAL-240615.pdf, accessed 12 August 2022, p 7.

⁴⁵⁸ Ministry of Youth Development, Te Manatū Whakahiato Taiohi, *Northland Youth Voices Consultation Report*, Ministry of Youth Development, administered by the Ministry of Social Development, October 2011, available: <https://myd.govt.nz/documents/have-your-say/youth-voices-consultation-reports/northland-youth-voices-2011-full-report.pdf>, accessed 6 August 2022, p 23.

⁴⁵⁹ H. Timperley, A. Wilson, H. Barrar, and I Fung. *BES Case 7: Establish culturally responsive relationships with students to reduce educational disparities and raise achievement*, 2007, available: http://www.educationcounts.govt.nz/__data/assets/pdf_file/0015/122514/Case-7-complete.pdf, p 263.

⁴⁶⁰ H. Timperley, A. Wilson, H. Barrar, and I Fung. *BES Case 7: Establish culturally responsive relationships with students to reduce educational disparities and raise achievement*, 2007, available: http://www.educationcounts.govt.nz/__data/assets/pdf_file/0015/122514/Case-7-complete.pdf, p 263.

⁴⁶¹ L. Meyer, W. Penetito, A. Hynds, C. Savage, R. Hindle, and C. Sleeter, *Evaluation of Te Kotahitanga: 2004-2008* (Wellington: Ministry of Education, 2010) available: http://www.educationcounts.govt.nz/__data/assets/pdf_file/0009/78966/955_TKEvaluation_V2-16082010.pdf.

⁴⁶² L. Meyer, W. Penetito, A. Hynds, C. Savage, R. Hindle, and C. Sleeter, *Evaluation of Te Kotahitanga: 2004-2008* (Wellington: Ministry of Education, 2010) available: http://www.educationcounts.govt.nz/__data/assets/pdf_file/0009/78966/955_TKEvaluation_V2-16082010.pdf.

⁴⁶³ R. Bishop, M. Berryman, J. Wearmouth, M. Peter, and S. Clapham, (2011). *Te Kotahitanga: Maintaining, replicating and sustaining change. Final Report for Phase 3 and Phase 4 Schools: 2007–2010* (Wellington: Ministry of Education, 2011), available: http://www.educationcounts.govt.nz/__data/assets/pdf_file/0007/105838/988_TeKotahitanga.pdf, accessed 19 November 2022.

- The proportion of Māori students who returned for their final year of school (Year 13) increased; and
- The number of Year 13 students achieving NCEA Level 3 was nearly three times higher than four years prior.⁴⁶⁴

4.3.4 Te Taura Whiri i te Reo Māori and Te Mātāwai

Crown funding for te reo revitalisation at the iwi and community level appears to currently be primarily administered by Te Mātāwai. Te Mātāwai was established under Te Ture mō Te Reo Māori 2016 (the Māori Language Act 2016) as an independent entity to promote te reo Māori in the community.⁴⁶⁵ It is led by iwi and the Māori community, but works in partnership with the Crown, and the Minister for Māori Development appoints two of its 13 board members.⁴⁶⁶ Prior to 2016, this role was undertaken by Te Taura Whiri i te Reo Māori, the Māori Language Commission.⁴⁶⁷

In 2018, Te Mātāwai commissioned research into revitalisation activities and Māori language resources that support these activities in homes and communities.⁴⁶⁸ The authors concluded it was difficult to track government funding of te reo initiatives and recommended that a cross-agency framework be implemented to guide and track government investments that contribute to Maihi Karauna and Mahihi Māori.⁴⁶⁹

⁴⁶⁴ Alton-Lee, Adrienne, *Ka Hikitia: A demonstration Report: Effectiveness of Te Kotahitanga Phase 5 2010-2012*, Ministry of Education, 2015, available: https://www.educationcounts.govt.nz/_data/assets/pdf_file/0016/151351/BES-Ka-Hikitia-Report-FINAL-240615.pdf, accessed 12 August 2022.

⁴⁶⁵ Te Ture mō Te Reo Māori 2016 (the Māori Language Act 2016), s 17.

⁴⁶⁶ New Zealand Government, Te Kāwanatanga o Aotearoa, 'Te Mātāwai. New Zealand Government, updated 1 November 2021, available: <https://www.govt.nz/organisations/te-matawai/>, accessed 4 August 2022.

⁴⁶⁷ Nicola Bright, Elliot Lawes, Basil Keane, and Sheridan MnKinley, *He Reo Ora Māori-language revitalisation activities and resources in homes and communities*, prepared for Te Mātāwai by Te Wāhanga-New Zealand Council for Educational Research, available: <https://www.tematawai.maori.nz/assets/Research-Reports/He-Reo-Ora-Final-Report.pdf>, accessed 3 August 2022.

⁴⁶⁸ Nicola Bright, Elliot Lawes, Basil Keane, and Sheridan MnKinley, *He Reo Ora: Māori-language revitalisation activities and resources in homes and communities*, prepared for Te Mātāwai by Te Wāhanga-New Zealand Council for Educational Research, available: <https://www.tematawai.maori.nz/assets/Research-Reports/He-Reo-Ora-Final-Report.pdf>, accessed 3 August 2022.

⁴⁶⁹ Nicola Bright, Elliot Lawes, Basil Keane, and Sheridan MnKinley, *He Reo Ora: Māori-language revitalisation activities and resources in homes and communities*, prepared for Te Mātāwai by Te Wāhanga-New Zealand Council for Educational Research, available: <https://www.tematawai.maori.nz/assets/Research-Reports/He-Reo-Ora-Final-Report.pdf>, accessed 3 August 2022.

At the end of the 2020/2021 financial year, Te Mātāwai had invested more than \$3.6 million in Māori language initiatives in Te Tai Tokerau since its establishment in 2016. This included te reo classes, kura reo, language planning, resource production, wānanga, and other events.⁴⁷⁰

Te Mātāwai administers two major funds:

- Te Matāuru (formerly Mā te Reo), which supports iwi, hapū, whānau, organisations, and individuals to promote te reo in their area; and
- The Community Based Language Initiatives Fund, which supports Māori organisations and iwi to undertake strategic projects, including scoping, research and evaluation projects.⁴⁷¹

Prior to 2016, these funds were administered by Te Taura Whiri i te Reo Māori. Te Matāuru was established in 2001 to support te reo Māori revitalisation among iwi, community, and whānau.⁴⁷² It provides financial assistance to iwi, hapū, marae, whānau and Māori organisations already working on te reo revitalisation programmes, projects, and events.⁴⁷³ Funds are split equally across eight kāhui, or clusters, seven of which represent iwi and regional groupings, and the eighth represents sector-based rōpū. This means communities make decisions about who receives funding, although decisions must be ratified by the board of Te Mātāwai.⁴⁷⁴

The objectives of the fund are to:

- *Increase the number of Māori able to speak Māori to some extent;*
- *Increase the proficiency levels of Māori with Māori language skills;*
- *Increase opportunities for Māori to use the Māori language in targeted domains; and*
- *Support iwi, hapū, and local communities in becoming the leading parties in ensuring local-level language revitalisation.*⁴⁷⁵

⁴⁷⁰ Te Mātāwai. *Te pūrongo ā-tau, Annual Report 2020-2021*, Te Mātāwai, 2021, available: https://www.tematawai.maori.nz/assets/Corporate-Documents/Te-Matawai-Annual-Report-2020_21-v2.pdf, accessed 5 August 2022, p 25.

⁴⁷¹ Nicola Bright, Elliot Lawes, Basil Keane, and Sheridan MnKinley, *He Reo Ora: Māori-language revitalisation activities and resources in homes and communities*, prepared for Te Mātāwai by Te Wāhanga-New Zealand Council for Educational Research, available: <https://www.tematawai.maori.nz/assets/Research-Reports/He-Reo-Ora-Final-Report.pdf>, accessed 3 August 2022.

⁴⁷² Parekura Horomia, 'Te reo funding available for Māori communities', press release, New Zealand Government, 3 April 2007, available: <https://www.beehive.govt.nz/release/te-reo-funding-available-m%C3%A4ori-communities>, accessed 5 August 2022.

⁴⁷³ Te Taura Whiri i te Reo Māori, Māori Language Commission, *Annual Report for the year ended 30 June 2010* (Wellington: Māori Language Commission, 2010), available: <https://d3n8a8pro7vhmx.cloudfront.net/ttw/pages/65/attachments/original/1643065318/TTWh-Annual-Report-2010-English.pdf?1643065318>, accessed 5 August 2022.

⁴⁷⁴ Pounamu Jade Aikman, *Te Rautoki ā-Toi: Toiuru Report, Te Taitokerau*, Te Whare Wānanga o Awanuiārangi and Allen and Clarke for Te Mātāwai, 2020, available: https://www.tematawai.maori.nz/assets/Research-Reports/Te-Tai-Tokerau/Toiuru_Kahui-report_TeTaitokerau_FINAL.pdf, accessed 6 August 2022, p 4.

⁴⁷⁵ Te Taura Whiri i te Reo Māori, Māori Language Commission, *Te Tai Tokerau Mā He Pārongo Poto, Te Reo fact sheet 2011*, Te Taura Whiri i te Reo Māori, Māori Language Commission [not dated], available:

Some examples of projects it has contributed to include reo wānanga, production of te reo resources, and the development of te reo software.⁴⁷⁶

Te Taura Whiri i te Reo Māori has stated 65 percent of fund recipients reported 'an increase in the use of te reo Māori use as a direct impact of the funded project' in places like the marae, wānanga, and events.⁴⁷⁷ Recipients also reported:

- The normalising of speaking te reo Māori;
- Increased accessibility to te reo resources;
- The reinforcing of 'reo Māori domains' in the community;
- A greater recognition of te reo Māori;
- An ongoing commitment to pursue speaking and learning te reo Māori beyond the life of the project; and
- An increase in opportunities for whakawhanaungatanga (relationship-building) in communities.⁴⁷⁸

Over the ten-year period from 2001 to 2010, the fund provided \$1.1 million for 108 te reo revitalisation projects in Te Tai Tokerau. Nearly 60 percent of funded projects were wānanga reo, which includes kura reo and other te reo classes and programmes.

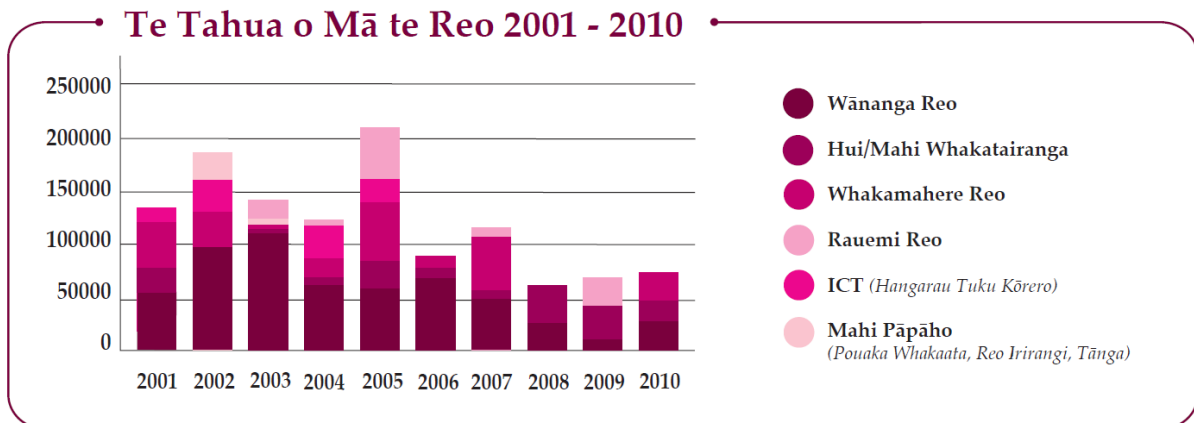
https://img.scoop.co.nz/media/pdfs/1107/MTR_Fact_Sheet_2011_Te_Tai_Tokerau_d10.pdf, accessed 5 August 2022, p 1.

⁴⁷⁶ Parekura Horomia, 'Te reo funding available for Māori communities', press release, New Zealand Government, 3 April 2007, available: <https://www.beehive.govt.nz/release/te-reo-funding-available-m%C3%A4ori-communities>, accessed 5 August 2022.

⁴⁷⁷ Te Taura Whiri i te Reo Māori, Māori Language Commission, *Te Tai Tokerau Mā He Pārongo Poto, Te Reo fact sheet 2011*, Te Taura Whiri i te Reo Māori, Māori Language Commission [not dated], available: https://img.scoop.co.nz/media/pdfs/1107/MTR_Fact_Sheet_2011_Te_Tai_Tokerau_d10.pdf, accessed 5 August 2022, pp 1, 3.

⁴⁷⁸ Te Taura Whiri i te Reo Māori, Māori Language Commission, *Te Tai Tokerau Mā He Pārongo Poto, Te Reo fact sheet 2011*, Te Taura Whiri i te Reo Māori, Māori Language Commission [not dated], available: https://img.scoop.co.nz/media/pdfs/1107/MTR_Fact_Sheet_2011_Te_Tai_Tokerau_d10.pdf, accessed 5 August 2022, pp 2-4.

Figure 4.20: Te Matāuru (Mā te reo) funding provided by Te Taura Whiri i te Reo Māori to Te Tai Tokerau, 2001-2010



Source: Te Taura Whiri i te Reo Māori, Māori Language Commission, *Te Tai Tokerau Mā He Pārongo Poto, Te Reo fact sheet 2011*, Te Taura Whiri i te Reo Māori, Māori Language Commission [not dated], available: https://img.scoop.co.nz/media/pdfs/1107/MTR_Fact_Sheet_2011_Te_Tai_Tokerau_d10.pdf, accessed 5 August 2022, p 2.

Te Matāuru was independently evaluated in 2020, which focused specifically on the model of equally delivering funds to seven iwi and regional kāhui (or clusters) and the one sector-based rōpū. At the time, this investment model had been operating for two years. The author concluded that overall, the model was an effective way to allocate investment in te reo revitalisation. Te Tai Tokerau kāhui reported:

- They had mana motuhake (autonomy or independence) in allocating funding and determining te reo revitalisation priorities in their area;
- The strengthening of te reo me ona tikanga within iwi, hapū, and whānau;
- Increased confidence among newer te reo speakers;
- The transfer of intergenerational knowledge;
- Emerging te reo leaders within the community; and
- Creating and strengthening community and stakeholder relationships.⁴⁷⁹

Some issues identified by Te Tai Tokerau kāhui included:

⁴⁷⁹ Pounamu Jade Aikman, *Te Rautoki ā-Toi: Toiuru Report, Te Taitokerau*, Te Whare Wānanga o Awanuiārangi and Allen and Clarke for Te Mātāwai, 2020, available: https://www.tematawai.maori.nz/assets/Research-Reports/Te-Tai-Tokerau/Toiuru_Kahui-report_TeTaitokerau_FINAL.pdf, accessed 6 August 2022.

- Pae Motuhake, who are te reo experts tasked with allocating funds, found it difficult to balance their responsibilities with their everyday work and commitments, and reported a lack of training;
- Whānau in Te Tai Tokerau face particular financial hardships and other complex circumstances that make it difficult to become involved in revitalisation work, and Pae Motuhake recommended revising the funding model to factor in geography, time required away from work, and the lack of high-speed internet; and
- Some people found the application process difficult, particularly those without prior experience and lower digital literacy.⁴⁸⁰

Te Mātāwai (and formerly Te Taura Whiri i te Reo Māori) also administers the Community-based Language Initiatives Fund. The fund supports iwi and Māori organisations to develop strategic projects including research and evaluation, learning resources, te reo teaching, and developing the skills of parents and caregivers with tamariki learning te reo Māori, including those in Māori medium education.⁴⁸¹ For the year 2014/2015, Te Tai Tokerau iwi and Māori organisations received \$349,204 out of a total \$5,408,720 (6.5 percent).⁴⁸²

4.3.5 Other funding sources for community-based te reo revitalisation

Te Puni Kōkiri provides funding for promoting te reo Māori language, through the Māori Development Fund (formerly the Māori Potential Fund), including Regional Māori language programmes and strategies.⁴⁸³

⁴⁸⁰ Pounamu Jade Aikman, *Te Rautoki ā-Toi: Toiuru Report, Te Taitokerau*, Te Whare Wānanga o Awanuiārangi and Allen and Clarke for Te Mātāwai, 2020, available: https://www.tematawai.maori.nz/assets/Research-Reports/Te-Tai-Tokerau/Toiuru_Kahui-report_TeTaitokerau_FINAL.pdf, accessed 6 August 2022.

⁴⁸¹ Te Taura Whiri i te Reo Māori, Māori Language Commission, *Annual Report for the Year Ended 30 June 2015*, Wellington: Māori Language Commission, 2015, available: <https://d3n8a8pro7vhmx.cloudfront.net/ttw/pages/65/attachments/original/1643065331/TTWh-AnnualReport-2015-eng.pdf?1643065331>, accessed 6 August 2022; Te Taura Whiri i te Reo Māori, Māori Language Commission, *Annual Report 2016*. Te Taura Whiri i te Reo Māori, Māori Language Commission, 2016, available: https://d3n8a8pro7vhmx.cloudfront.net/ttw/pages/65/attachments/original/1643065334/TTWh-AnnualReport-2016_2016-eng.pdf?1643065334, accessed 6 August 2022.

⁴⁸² Te Taura Whiri i te Reo Māori, Māori Language Commission, *Annual Report for the Year Ended 30 June 2015*, Wellington: Māori Language Commission, 2015, available: <https://d3n8a8pro7vhmx.cloudfront.net/ttw/pages/65/attachments/original/1643065331/TTWh-AnnualReport-2015-eng.pdf?1643065331>, accessed 6 August 2022, pp 21-22.

⁴⁸³ Nicola Bright, Elliot Lawes, Basil Keane, and Sheridan MnKinley, *He Reo Ora: Māori-language revitalisation activities and resources in homes and communities*, prepared for Te Mātāwai by Te Wāhanga-New Zealand

The Department of Internal Affairs, Te Tari Taiwhenua, also funds te reo Māori revitalisation resources and activities. In the years 2015/2016 and 2016/2017, \$7,824 and \$10,500 respectively were allocated to Te Tai Tokerau.⁴⁸⁴

He Māngai Pāho, the Māori Broadcast Funding Agency, provides funding for iwi radio stations. Between 2012/2013 and 2016/2017, a total of \$6,804,600 was provided to three iwi radio stations in Te Tai Tokerau, out of the \$47,632,200 national total for 21 iwi radio stations across the country (14.3 percent of national funding), as shown in the **Table 4.1** below.⁴⁸⁵

Table 4.1: Funding provided by He Māngai Pāho to iwi radio stations, 2012/2013 to 2016/2017

Year	Te Tai Tokerau funding (3 iwi radio stations)	Total national funding (21 iwi radio stations)
2012/2013	\$1,152,300	\$8,066,100
2013/2014	\$1,152,300	\$8,066,100
2014/2015	\$1,500,000	\$10,500,000
2015/2016	\$1,500,000	\$10,500,000
2016/2017	\$1,500,000	\$10,500,000

Source: Data sourced from Nicola Bright, Elliot Lawes, Basil Keane, and Sheridan MnKinley, *He Reo Ora Māori-language revitalisation activities and resources in homes and communities*, prepared for Te Mātāwai by Te Wāhanga-New Zealand Council for Educational Research, available: <https://www.tematawai.maori.nz/assets/Research-Reports/He-Reo-Ora-Final-Report.pdf>, accessed 3 August 2022, p 67.

Council for Educational Research, available: <https://www.tematawai.maori.nz/assets/Research-Reports/He-Reo-Ora-Final-Report.pdf>, accessed 3 August 2022.

⁴⁸⁴ Nicola Bright, Elliot Lawes, Basil Keane, and Sheridan MnKinley, *He Reo Ora: Māori-language revitalisation activities and resources in homes and communities*, prepared for Te Mātāwai by Te Wāhanga-New Zealand Council for Educational Research, available: <https://www.tematawai.maori.nz/assets/Research-Reports/He-Reo-Ora-Final-Report.pdf>, accessed 3 August 2022, p 73.

⁴⁸⁵ Nicola Bright, Elliot Lawes, Basil Keane, and Sheridan MnKinley, *He Reo Ora: Māori-language revitalisation activities and resources in homes and communities*, prepared for Te Mātāwai by Te Wāhanga-New Zealand Council for Educational Research, available: <https://www.tematawai.maori.nz/assets/Research-Reports/He-Reo-Ora-Final-Report.pdf>, accessed 3 August 2022, p 67.

4.4 Conclusion

This chapter has provided an overview of major Crown strategies, programmes, and funding sources to lift Māori educational achievement and revitalise te reo Māori in Te Tai Tokerau. Changes in programmes, funding sources, and responsible agencies has made tracking Crown investment difficult. Some programmes have come and gone without record of what happened to them, and none of the three programmes to lift Māori educational achievement appear to still be running. A lack of consistent and robust evaluation of programmes has also contributed to this. While there is good evidence Te Kotahitanga has improved the cultural responsiveness of classrooms and lifted Māori student achievement across multiple indicators, evaluations of the other programmes and funding sources discussed in this chapter have not produced measurable, quantitative findings, making it difficult to assess how successful the investments have been.

For Te Pūtahitanga Mātauranga, early findings indicated the partnership between the Ministry of Education and Te Reo o Te Taitokerau was on the right track but had some shortcomings, particularly in terms of lifting the capacity of hapū and iwi to make improvements in their communities.⁴⁸⁶ The impacts of the partnership on education outcomes were unable to be evaluated in this study, and the Education Review Office's 2006 review could not be located. Information on Engaging Taitamariki in Learning was similarly difficult to locate and it appears the collaboration only operated between 2008 and 2013.⁴⁸⁷ Information on how successful the collaboration was or whether it met its objective to raise NCEA achievement could also not be located. As indicated earlier in this chapter, Te Puni Kōkiri have not yet been able to provide this information.

There do not appear to be any Crown initiatives specifically targeting te reo revitalisation in the anticipated inquiry district, the Far North District, or in Te Tai Tokerau. However, Crown funded iwi- and community-led projects in Te Tai Tokerau, administered by Te Mātāwai through the national Te Matāuru fund, appear to have had a positive impact on strengthening te reo Māori me ona tikanga within iwi, hapū, and whānau, and providing communities with autonomy over te reo revitalisation in their area.⁴⁸⁸

⁴⁸⁶ See Margie Hohepa, Kuni Jenkins, Jo Mane, Dale Sherman-Godinet, and Sharon Toi, *The Evaluation of Te Pūtahitanga Mātauranga: Final Report*, Prepared for the Ministry of Education by the International Research Institute for Māori and Indigenous Education, University of Auckland, 2004, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0014/7511/tpm-full.pdf.

⁴⁸⁷ See Northland Regional Council, *Northland community plan 2009-2019*, Northland Regional Council, 2009. Available: <https://www.nrc.govt.nz/media/rhupueOf/communityplancompletevolume1.pdf>. Accessed 8 August 2022, p 76.

⁴⁸⁸ See: Pounamu Jade Aikman, *Te Rautoki ā-Toi: Toiuru Report, Te Taitokerau*, Te Whare Wānanga o Awanuiāraangi and Allen and Clarke for Te Mātāwai, 2020, available: https://www.tematawai.maori.nz/assets/Research-Reports/Te-Tai-Tokerau/Toiuru_Kahui-

During the period covered in this report, Māori living in the inquiry data area achieved NZQF qualifications at lower rates than non-Māori in the inquiry data area, the national Māori population, and the national non-Māori population across all indicators examined in this chapter. While qualification rates for Māori living in the inquiry data area have increased between 2006 and 2018 at faster rates than the comparison groups for each of these indicators, significant gaps remain, particularly between Māori in the inquiry data area and the national non-Māori population.

Despite rates for Māori in the inquiry data area achieving an NZQF level 7 bachelor's degree (or equivalent) or higher more than doubling, the gap between Māori living in the inquiry data area and the national non-Māori population has increased between 2006 and 2018, and in 2018 Non-Māori across Aotearoa remained 3.5 times more likely to have a bachelor's degree (or equivalent) or higher than Māori living in the inquiry data area. Non-Māori across Aotearoa remained more than twice as likely to have achieved NZQF level 3 or 4 at secondary school than Māori in the inquiry data area, and 1.6 times more likely to have a recognised NZQF qualification at any level than Māori in the inquiry data area.

These disparities are heavily gendered. Wāhine Māori in the inquiry data area are achieving NZQF qualifications at higher rates than tāne Māori and non-Māori men and, in 2018, also had a higher rate of NZQF level 3 or 4 qualifications than non-Māori women. Tāne Māori continue to achieve NZQF qualifications at the lowest rates and the achievement gap is increasing for NZQF level 3 (NCEA level 3) and NZQF level 7 or above (bachelor's degree or higher) qualifications.

Census data also indicates the proportion of Māori able to speak te reo in the inquiry data area has decreased between 2006 and 2018. This is largely driven by a loss among older generations, which outweighs the smaller increase seen in tamariki Māori. While 2018 Census data needs to be interpreted with care due to its 'poor quality' data rating, a similar trend was observed between 2006 and 2013, and the 2018 Census External Data Quality Panel has cautioned that figures are likely to show higher numbers of te reo speakers than is accurate, rather than lower.⁴⁸⁹

Enrolment in Māori-medium primary and secondary schooling has increased between 2002 and 2020 in the Far North District, and Kura Kaupapa in the Far North, including in Te Hiku area, have reported

report_TeTaitokerau_FINAL.pdf, accessed 6 August 2022; and Te Taura Whiri i te Reo Māori, Māori Language Commission, *Te Tai Tokerau Mā He Pārongo Poto, Te Reo fact sheet 2011*, Te Taura Whiri i te Reo Māori, Māori Language Commission [not dated], available: https://img.scoop.co.nz/media/pdfs/1107/MTR_Fact_Sheet_2011_Te_Tai_Tokerau_d10.pdf, accessed 5 August 2022.

⁴⁸⁹ 2018 Census External Data Quality Panel, *Final Report of the 2018 Census External Data Quality Panel*, (Wellington: Stats NZ, Tatauranga Aotearoa, 2020), available: <https://www.stats.govt.nz/reports/final-report-of-the-2018-census-external-data-quality-panel>, accessed 28 July 2022, see p 63.

achievement successes among their students, some of which are higher national averages.⁴⁹⁰ As with the rest of the country, however, enrolments in kōhanga reo in the Far North District have continued to decrease since the Waitangi Tribunal reported in 2013.⁴⁹¹ As a 'key platform' for the retention and transmission of te reo me ngā tikanga Māori,⁴⁹² it is likely this will have an impact on Māori-medium primary and secondary school enrolments, and the health of te reo Māori more generally, in the future.

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⁴⁹⁰ See Te Hiku Development Trust, *Te Hiku Well Being Report, Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: https://irp.cdn-website.com/f44d7a17/files/uploaded/e-copy_-_te_hiku_wellbeing_report.pdf, accessed 4 August 2022.

⁴⁹¹ See Waitangi Tribunal, *Matuia Rautia: The Report on the Kōhanga Reo Claim* (Lower Hutt: Legislation Direct, 2013).

⁴⁹² Waitangi Tribunal, *Matuia Rautia: The Report on the Kōhanga Reo Claim* (Lower Hutt: Legislation Direct, 2013), p xvi.

Chapter 5: Housing

5.1 Introduction

5.1.1 Chapter overview

In 2002, Dr Dame Evelyn Stokes reported that substandard and overcrowded housing was a reality for many Māori in the Muriwhenua area throughout the nineteenth and twentieth centuries. Dr Stokes found the 'themes of loss of land, and the vicious circle of poverty, debt and deprivation, inadequate housing and poor health, were already present in the late nineteenth century and persisted through the twentieth'.⁴⁹³

More recent data show housing remains a major social issue for Māori living in the Muriwhenua area. In fact, Muriwhenua Māori are a group that has some of the worst access to quality housing across Aotearoa. In comparison to non-Māori, Māori living in the anticipated inquiry district are spending higher proportions of their income on rent, are less likely to own their home, are more likely to live in overcrowded homes, comprise a much higher proportion of those waiting for state housing, and have access to fewer basic amenities in their homes (such as safe drinking water and electricity).

This chapter examines indicators of poor housing that have been drawn primarily from the New Zealand Census and the Ministry of Social Development's Housing Register, including:

- The cost of rent;
- Home ownership rates;
- Household crowding;
- Demand for state housing as indicated by the Housing Register; and
- Access to basic amenities at home.

The chapter then considers what actions the Crown has taken to address housing issues in the area and the extent to which it has engaged with local Māori on these issues. Between 2002 and 2020 several national Crown programmes targeted housing issues for Māori in particular regions, including in Te Tai Tokerau. This included:

- Funding from Te Puni Kōkiri for: Special Housing Action Zones, which were established in 2000 but appears to no longer be running; the Māori Housing Network, established in 2015; and a rent-to-own pilot programme that began in 2017;

⁴⁹³ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8), p 19.

- The Māori Demonstration Partnership Fund, which was established in the financial year 2008/09, initially administered by the Housing New Zealand Corporation, then the Department of Building and Housing, and then later the Ministry of Business, Innovation and Employment;
- The New Zealand Housing Corporation's Rural Housing Programme, which ran between 2001 and 2011; and
- The Ministry of Housing and Urban Development's Housing First programme, which was launched in 2017.

Information regarding sources of support and funding have been difficult to track, particularly over the earlier years covered in this report. Changes in ministerial portfolios, government departments, funding sources, and government terminology have made this task more difficult. This has led to what can be described as piecemeal funding streams for Māori housing that is difficult to navigate, not only for researchers, but for those hoping to access funding. Where evaluations of government programmes have been undertaken, research shows successes have been accompanied by regulatory barriers and delays for Māori organisations.

5.1.2 Overview of claims relating to housing

Renewed Muriwhenua Inquiry (Wai 45) claimants raise contemporary housing issues that are alleged to have originated from historical Crown actions, including land alienation, individualisation of title, prohibitions against Māori applying for loans, urbanisation, and migration away from ancestral land.⁴⁹⁴ Contemporary housing issues raised by claimants relate to high levels of homelessness, overcrowding, low levels of homeownership, reliance on state housing, a lack of transitional housing, and substandard housing that often fails to value the social, spiritual, cultural, historical, and economic dimensions of Māori living.⁴⁹⁵ Some claimants also allege the Crown has failed to ensure households have access to basic amenities, such as clean water, electricity, baths or showers, refrigerators, and sanitation systems.⁴⁹⁶ More broadly, claimants point to the loss of generational wealth and general

⁴⁹⁴ For example, see: amended statement of claim, Wai 1541, #1.1.1(b); amended statement of claim, Wai 1670 #1.1.1(c); amended statement of claim, Wai 1673 #1.1.1(d); amended statement of claim, Wai 1681 #1.1.1(e); amended statement of claim, Wai 1681 #1.1.1(h); and amended statement of claim, Wai 1886 #1.1.1(b).

⁴⁹⁵ For example, see: amended statement of claim, Wai 1541, #1.1.1(b); amended statement of claim, Wai 1541 #1.1.1(f); amended statement of claim, Wai 1670 #1.1.1(c); amended statement of claim, Wai 1681 #1.1.1(h); amended statement of claim, Wai 1886 #1.1.1(b); amended statement of claim, Wai 1886 #1.1.1(d); and amended statement of claim, Wai 1886 #1.1.1(f).

⁴⁹⁶ For example, see: amended statement of claim, Wai 1670 #1.1.1(c); and amended statement of claim, Wai 1886 #1.1.1(b).

health associated with land loss and housing insecurity.⁴⁹⁷ Claimants argue that contemporary government housing policies have been developed without engagement with Māori or a sustained commitment to remedying key housing issues.⁴⁹⁸

Following the first research hui for this report held in Taipā on 28 October 2022, claimants also provided photographic studies illustrating examples of the severe contemporary housing inequities between Māori and Pākehā residents in the district.⁴⁹⁹

5.1.3 Recent Waitangi Tribunal findings on housing issues

The Waitangi Tribunal has previously found the Crown has failed to improve housing conditions for Māori and remove barriers to building on tūrangawaewae (ancestral land). In *Tauranga Moana 1886-2006: Report on the Post-Raupatu Claims*, published in 2010, the Tribunal found Crown attempts to achieve equal housing standards for Māori and non-Māori in the district had ‘clearly not been achieved’, and that the Crown had not yet fully met its obligations to ensure Māori could build on their own land.⁵⁰⁰

In *He Whiritaunoka: The Whanganui Land Report*, published in 2015, the Waitangi Tribunal found it remained difficult for Whanganui Māori to live on, return to, or build on their tūrangawaewae due to lack of access to finance and restrictive local government regulations. The Tribunal recommended the Crown work with local authorities to review planning legislation, policy, and practice (including the Resource Management Act 1991) ‘to ensure that Whanganui Māori are not unduly prevented from building houses on, or developing, their own land’.⁵⁰¹

In *Te Urewera*, published in 2017, the Waitangi Tribunal found the Crown had breached the principles of good faith and active protection by failing to ‘fix the numerous housing and environmental problems caused by its neglect, poor construction methods, and use of dangerous chemicals’. The

⁴⁹⁷ For example, see amended statement of claim, Wai 1541, #1.1.1(b); amended statement of claim, Wai 1673 #1.1.1(d); amended statement of claim, Wai 1681 #1.1.1(e); and amended statement of claim, Wai 1886 #1.1.1(b).

⁴⁹⁸ Claimants point to: the ‘Aotearoa New Zealand Housing Action Plan 2020’ as breaching Te Tiriti o Waitangi, see amended statement of claim, Wai 1541, #1.1.1(d) and amended statement of claim, Wai 1673, #1.1.1(h); the Kainga Whenua Loan Scheme, see amended statement of claim, Wai 1670 #1.1.1(c) and amended statement of claim, Wai 1886 #1.1.1(b); the ‘Homelessness Action Plan’, see amended statement of claim, Wai 1886, #1.1.1(f); and the Māori Housing Strategy, see amended statement of claim, Wai 1886, #1.1.1(f).

⁴⁹⁹ Personal communication received 2 November 2022.

⁵⁰⁰ Waitangi Tribunal, *Tauranga Moana 1886-2006: Report on the Post-Raupatu Claims*, 2 vols (Wellington: Legislation Direct, 2010), vol 2, pp 813, 815.

⁵⁰¹ Waitangi Tribunal, *He Whiritaunoka: The Whanganui Land Report*, 3 vols (Lower Hutt: Legislation Direct, 2015), vol 3, pp 1172, 1176.

Tribunal found poor housing quality was a major contributor to poor health among Māori in the area, and that ‘Crown and local government policy and practice ... made it difficult for Māori to finance and build better homes on their own land’.⁵⁰²

5.2 Housing trends 2002-2020

5.2.1 Cost of rent in the inquiry area

The average (mean) weekly household rent in the inquiry data area has increased from \$160 per week to \$220 per week between 2006 and 2018 (an increase of 38 percent).⁵⁰³ The average weekly household rent across Aotearoa is higher and has increased at a higher rate during the same period. In 2006 the national average weekly household rent was \$220, rising to \$350 in 2018 (an increase of 59 percent).⁵⁰⁴ These figures are shown below in **Table 5.1** and **Figure 5.1**. **Table 5.1** also includes median (middle) figures, which show larger rent increases over the time period. These figures are not adjusted for inflation.

Table 5.1: Mean and median weekly household rent in the inquiry data area and in Aotearoa

	Inquiry data area		Aotearoa	
	Mean	Median	Mean	Median
2006	\$160	\$150	\$220	\$200
2013	\$200	\$200	\$300	\$280
2018	\$220	\$230	\$350	\$340

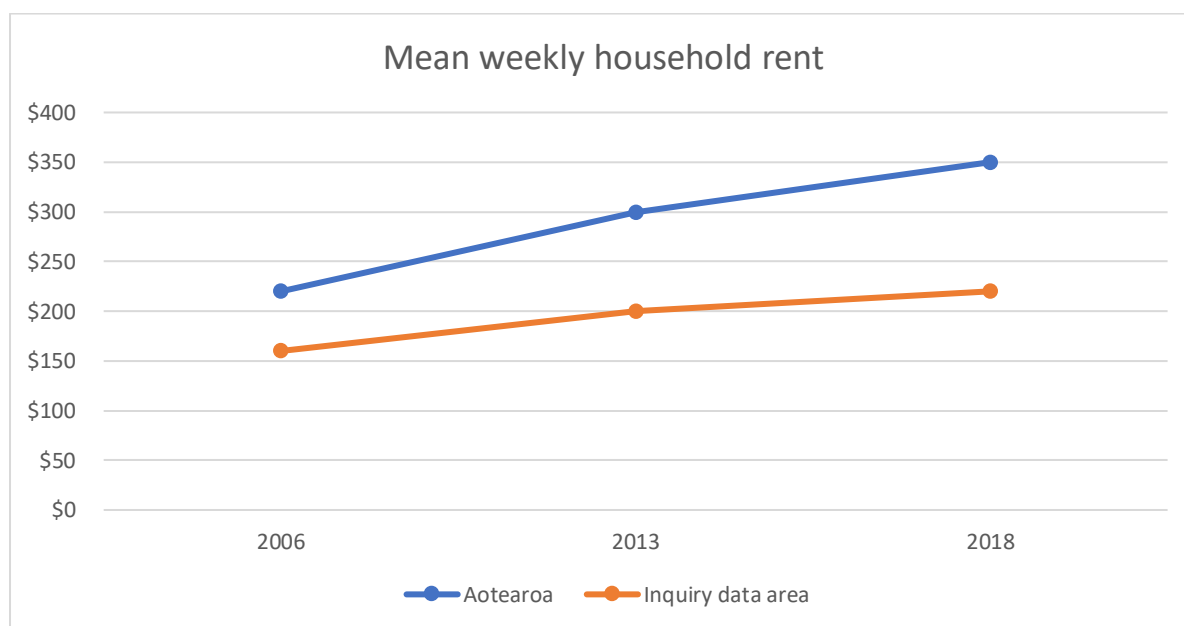
Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁵⁰² Waitangi Tribunal, *Te Urewera*, 8 vols (Lower Hutt: Legislation Direct, 2017), vol 8, p 3785.

⁵⁰³ Figures are not adjusted for inflation.

⁵⁰⁴ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 5.1: Mean weekly household rent



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

On average, people living in the inquiry data area allocate a smaller proportion of their income to rent when compared to the rest of Aotearoa. However, there are stark differences between the proportion of income that goes to rent for Māori and non-Māori. In 2006 in the inquiry data area, the average (mean) household rent constituted 40 percent of the average Māori person's individual income compared to 34 percent of a non-Māori person's individual income. By 2018, this had increased to 44 percent for Māori and 36 percent for non-Māori (an increase of ten percent for Māori and six percent for non-Māori).⁵⁰⁵

On average across Aotearoa, household rent constituted 46 percent of a Māori person's income compared to 36 percent of a non-Māori person's income in 2006. By 2018 this had increased to 55 percent for Māori and 41 percent for non-Māori (an increase of 20 percent for Māori and 14 percent for non-Māori).⁵⁰⁶

These figures are represented below in **Table 5.2** and **Figure 5.2**.

For clarity, the figures have been calculated using the average (mean) household rent and the average individual income, representing households with one salary-earner (which could be part-time or full-

⁵⁰⁵ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁵⁰⁶ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

time).⁵⁰⁷ This will, of course, not reflect the circumstances of all households and has simply been chosen as an example to demonstrate the impact of high rent costs. The data these figures are drawn from has also not been adjusted for inflation.

Because rents have increased at a higher rate than incomes, and because Māori incomes have increased at a lower rate than non-Māori incomes, the gap between the proportion of income paid on rent between Māori and non-Māori has increased. This is true for both the inquiry data area population and the national population.⁵⁰⁸

Table 5.2: Household annual rent as a percentage of an individual's annual income

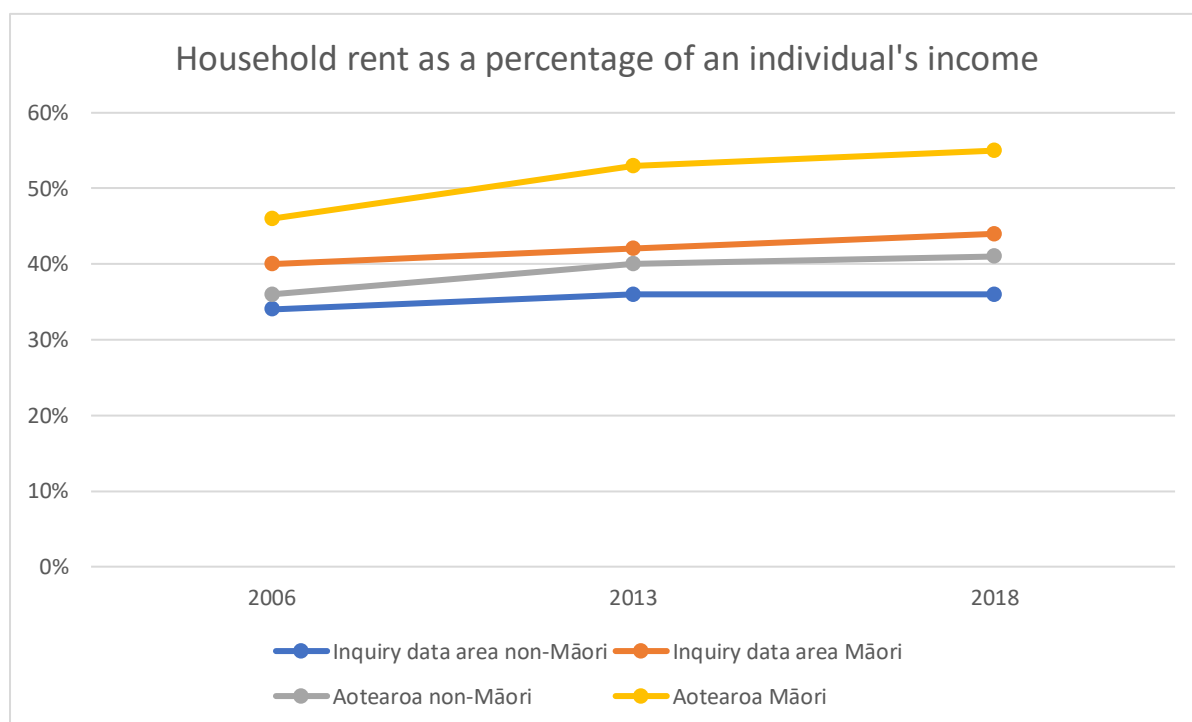
	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	40%	34%	46%	36%
2013	42%	36%	53%	40%
2018	44%	36%	55%	41%

Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁵⁰⁷ The average (mean) rent for the data inquiry area and for Aotearoa are single figures that are not broken down by ethnicity.

⁵⁰⁸ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 5.2: Household rent as a percentage of an individual's income



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

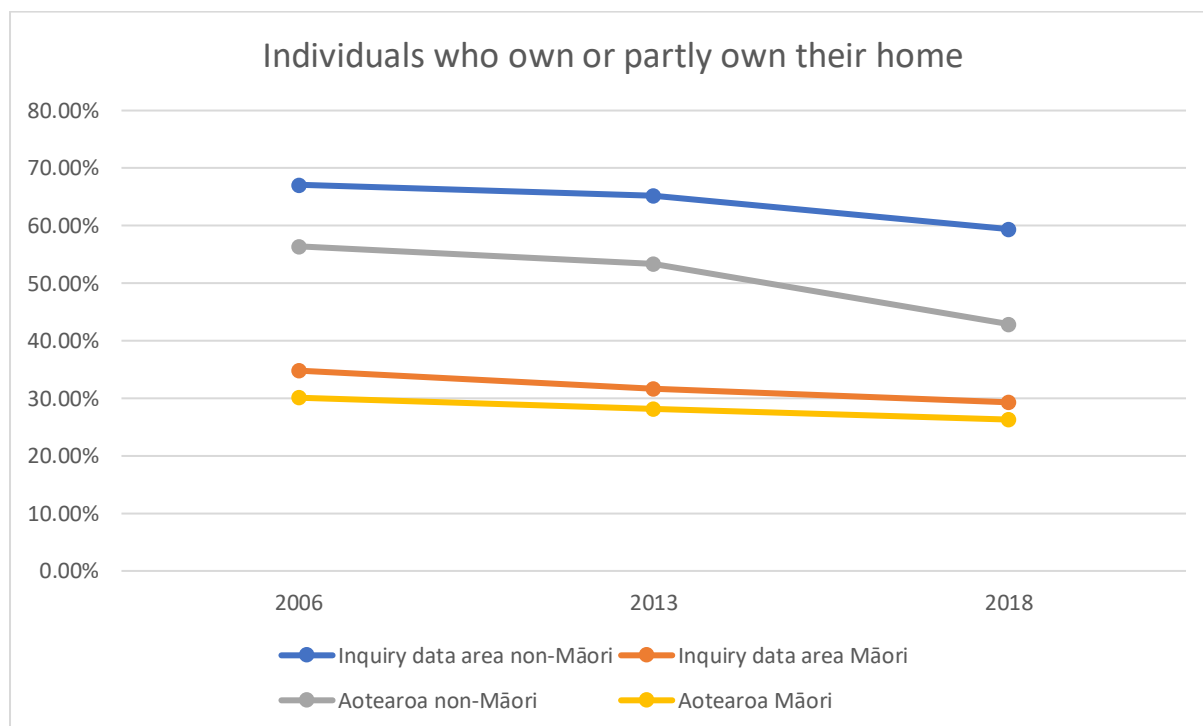
5.2.2 Home ownership

Census data shows the number of people who own their home (the house they usually reside in) has decreased between 2006 and 2018, both in the inquiry data area and nationally. While Māori and non-Māori living in the inquiry data area were more likely to own their home than the national population, Māori are much less likely to own their home than non-Māori both in the inquiry data area and on average across Aotearoa.

In 2006, non-Māori living in the inquiry data area were nearly twice as likely to own, or partly own, their home compared to Māori living in the inquiry data area (67.1 percent of non-Māori compared to 34.8 percent of Māori). This discrepancy is similar across the national population, with non-Māori also nearly twice as likely to own, or partly own, their home than Māori (56.4 percent of non-Māori compared to 30.1 percent of Māori).

These figures are shown below in **Figure 5.3**. The precise figures are provided in tables in **Appendix C**. Figures are for individuals over 15 years old who own, or partly own, the house they usually reside in. Figures do not include individuals who hold their home in a trust as this information was only collected in the 2018 Census. Figures also do not include individuals who own property other than the house they usually live in.

Figure 5.3: Individuals who own or partly own their home



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

5.2.3 Household crowding

Stats NZ uses the Canadian National Occupancy Standard to measure household crowding through the Census. The Canadian National Occupancy Standard assesses the requirements of households based on the following criteria:

- *There should be no more than 2 persons per bedroom;*
- *Children less than 5 years of age of different sexes may reasonably share a bedroom;*
- *Children 5 years of age or older of opposite sex should have separate bedrooms;*
- *Children less than 18 years of age and of the same sex may reasonably share a bedroom;*
and
- *Single household members 18 years or older should have a separate bedroom, as should parents or couples.*⁵⁰⁹

Households assessed as needing one additional bedroom are considered 'crowded', while households assessed as needing two or more additional bedrooms are considered 'severely crowded'.⁵¹⁰

⁵⁰⁹ Australian Government, 'Canadian National Occupancy Standard', Metadata Online Registry [not dated], available: <https://meteor.aihw.gov.au/content/386254>, accessed 11 August 2022.

⁵¹⁰ Customised data provided by Stats NZ between 28 September and 6 October 2022.

New Zealand Census data shows Māori living in the inquiry data area are more likely to live in a ‘crowded’ or ‘severely crowded’ home (with one or more bedrooms needed) than non-Māori living in the inquiry area, the national Māori population, and the overall national non-Māori population. In 2006, Māori living in the inquiry data area were more than five times more likely to live in a home considered ‘crowded’ or ‘severely crowded’ than non-Māori in the inquiry data area (26.8 percent compared to 5.2 percent), 1.2 times more likely than the national Māori population (26.8 percent compared to 22.8 percent), and 3.4 times more likely than the national non-Māori population (26.8 percent compared to 7.9 percent).⁵¹¹

Between 2006 and 2018, the proportion of Māori in the inquiry data area living in ‘crowded’ or ‘severely crowded’ homes remained fairly stable at 26.8 percent in 2006 and 26.4 percent in 2018, with a reduction in 2013 to 22.8 percent. The national Māori population showed a similar pattern, with 22.8 percent in 2006, decreasing in 2013 to 20.0 percent, and then increasing again in 2018 to 21.1 percent.⁵¹²

In contrast, the proportion of non-Māori in the inquiry data area living in ‘crowded’ or ‘severely crowded’ homes increased from 5.2 percent in 2006 to 6.9 percent in 2018 (an increase of 26 percent) and increased from 7.9 percent in 2006 to 9.4 percent in 2018 for the national non-Māori population (an increase of 19 percent). Non-Māori living in the inquiry data area and across Aotearoa did not experience the same reduction in crowding in 2013, with figures instead remaining steady.⁵¹³

By 2018, Māori living in the inquiry data area remained nearly four times more likely to live in ‘crowded’ or ‘severely crowded’ homes than non-Māori in the inquiry data area (26.4 percent compared to 6.9 percent), 1.3 times more likely than the national Māori population (26.4 percent compared to 21.1 percent), and 2.8 times more likely than the national non-Māori population (26.4 percent compared to 9.4 percent).⁵¹⁴

These figures are shown below in **Figure 5.4**. The precise figures are provided in tables in **Appendix C**.

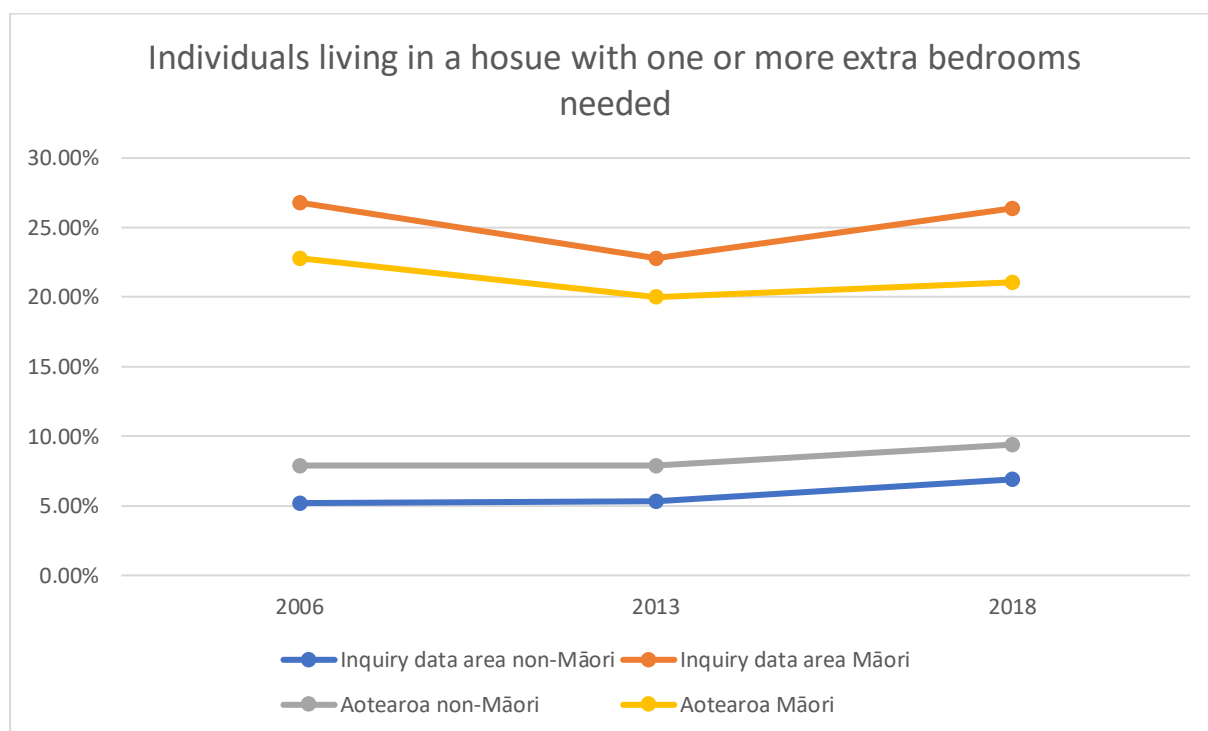
⁵¹¹ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁵¹² Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁵¹³ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

⁵¹⁴ Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

Figure 5.4: Individuals living in a house with one or more extra bedrooms needed



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

5.2.4 Demand for state housing as indicated by the New Zealand Housing Register

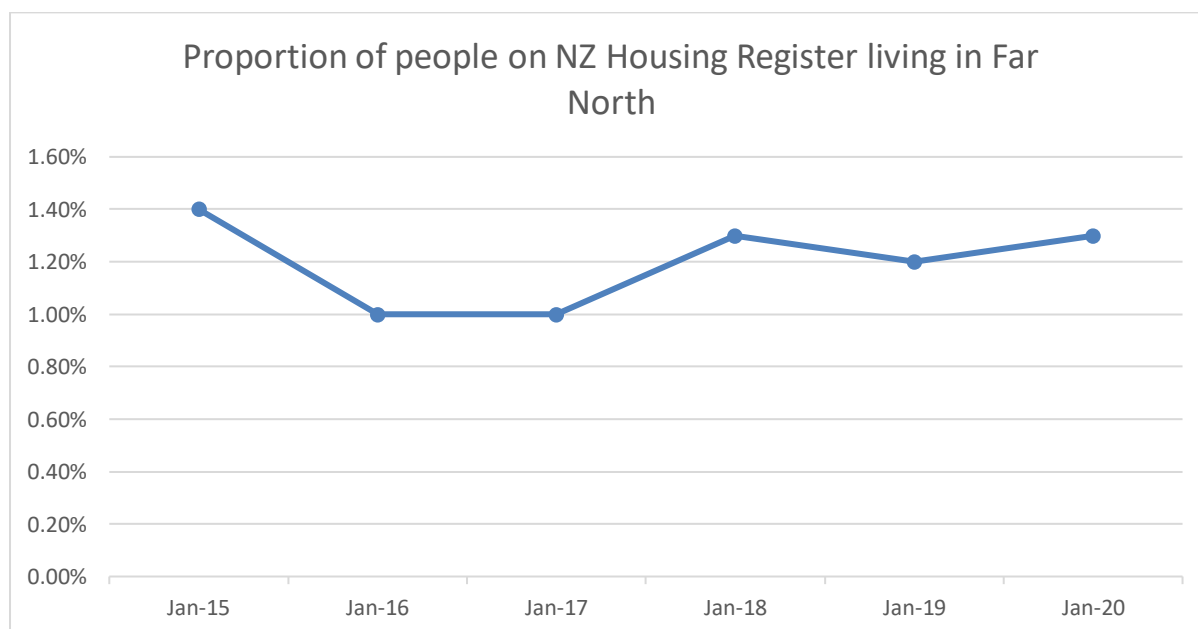
The Ministry of Social Development, Te Manatū Whakahiato Ora, maintains a Housing Register, which shows the number of people who have been assessed as eligible for public housing but have not yet been housed in a property. The Ministry of Social Development was able to provide figures for the Far North District between 2015 and 2020. The Housing Register uses self-reported ethnicity data, which is 'prioritised' by the Ministry, meaning it has 'allocated people to a single ethnic group in an order of priority' in the order of 'Māori', 'Pacific Peoples', 'Other', and 'New Zealand European'.⁵¹⁵ This means individuals who identify as Māori, including those who identify as Māori and any other ethnic group, will be captured in the Māori ethnic group. The original figures provided by the Ministry of Social Development were rounded to base three so the following percentage calculations (based on these figures) may differ slightly to the true percentages.

In December 2020, 1.3 percent of people on the Housing Register lived in the Far North District. This was down slightly from 1.4 percent in December 2015, with the lowest proportion being in December

⁵¹⁵ Ministry of Social Development, Te Manatū Whakahiato Ora, 'Housing Register', Ministry of Social Development [not dated]. Available: <https://www.msd.govt.nz/about-msd-and-our-work/publications-resources/statistics/housing/housing-register.html>, accessed 30 July 2022.

2016 and 2017 at 1.0 percent.⁵¹⁶ For reference, people living in the Far North District made up 1.4 percent of the Aotearoa population in 2018.⁵¹⁷

Figure 5.5: Proportion of people on NZ Housing Register living in Far North



Source: Derived from customised data provided by the Ministry of Social Development on 4 July 2022.

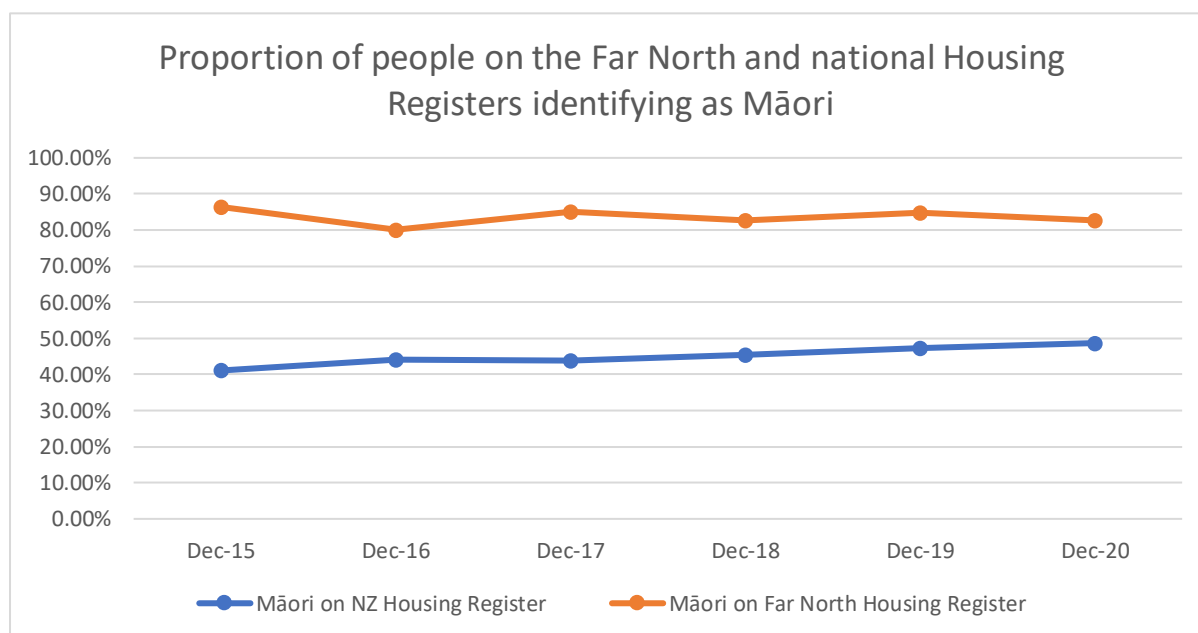
Māori make up a disproportionate number of those on the Housing Register, both in the Far North District and across Aotearoa. In December 2020, Māori made up 82.6 percent of those on the Far North Housing Register, down from 86.4 percent in December 2015 (a decrease of four percent), and the lowest proportion in December 2016 at 81.0 percent. Across Aotearoa, Māori made up 48.7 percent of people on the New Zealand Housing Register in December 2020, up from 41.1 percent in December 2015 (an increase of 18 percent).⁵¹⁸

⁵¹⁶ Ministry of Social Development, Te Manatū Whakahiato Ora, customised data showing number of Māori and non-Māori individuals on the Housing Register, December 2015-March 2022, provided on 4 July 2022.

⁵¹⁷ Stats NZ, Tatauranga Aotearoa, 'Far North District', Stats NZ [not dated], available: <https://www.stats.govt.nz/tools/2018-census-place-summaries/far-north-district>, accessed 7 October 2022.

⁵¹⁸ Ministry of Social Development, Te Manatū Whakahiato Ora, customised data showing number of Māori and non-Māori individuals on the Housing Register, December 2015-March 2022, provided on 4 July 2022.

Figure 5.6: Proportion of people on the Far North and national Housing Registers identifying as Māori



Source: Derived from customised data provided by the Ministry of Social Development on 4 July 2022.

5.2.5 Access to basic amenities in the home

The 2018 Census introduced new questions to help measure the quality of housing, including whether people had access to the following seven basic amenities:

- Cooking facilities;
- Tap water that is safe to drink;
- Kitchen sink;
- Refrigerator;
- Bath or shower;
- Toilet; and
- Electricity supply.⁵¹⁹

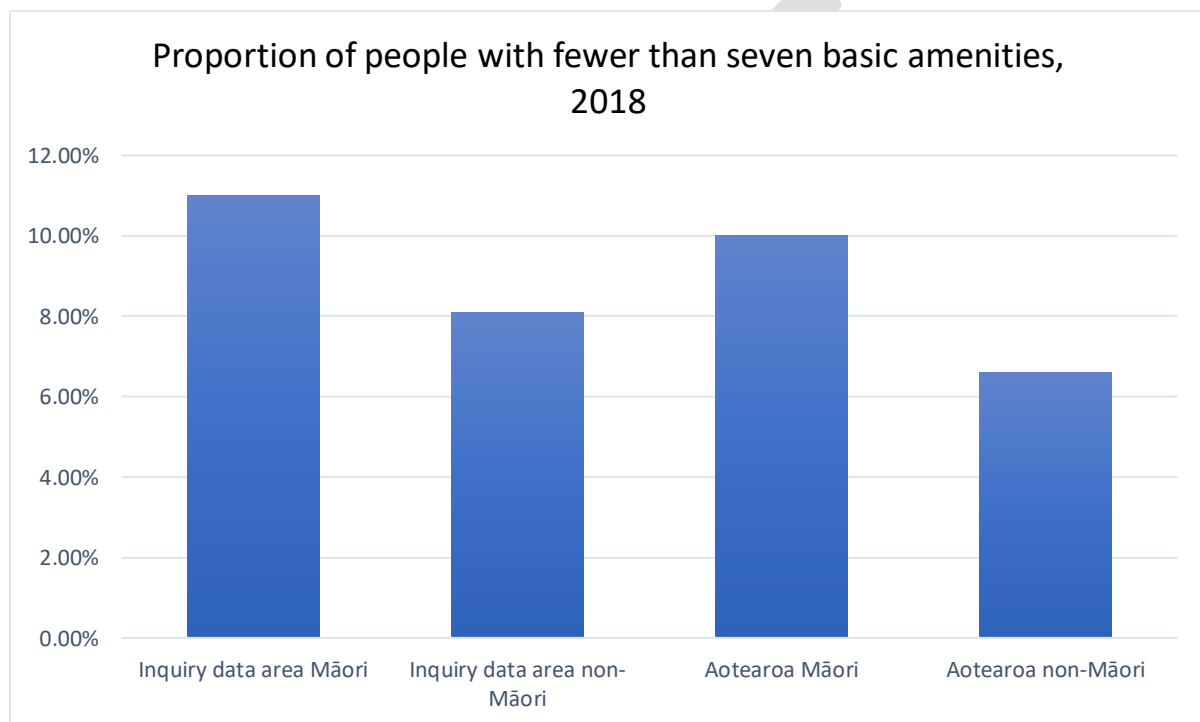
Māori in the inquiry data area reported they were less likely to have access to all seven basic amenities than non-Māori living in the inquiry data area and the national non-Māori population. Māori living in the inquiry data area were 1.4 times more likely to have access to fewer than seven basic amenities than non-Māori living in the inquiry area (11.0 percent compared to 8.1 percent), and 1.7 times more

⁵¹⁹ Stats NZ, Tatauranga Aotearoa, 'Housing quality: dwelling dampness, mould, and access to basic amenities', Stats NZ DataInfo+ [not dated], available: <https://datainfoplus.stats.govt.nz/item/nz.govt.stats/ab8db4ff-c5b2-4a4f-bd2e-f2c71555d31f>, accessed 30 July 2022.

likely than the national non-Māori population (6.6 percent had access to fewer than seven amenities). The proportion of Māori across Aotearoa living without access to all seven amenities was slightly lower, at 10.0 percent.

Because questions relating to access to basic housing amenities were not asked in the 2006 or 2013 Censuses, figures cannot be compared over the time period covered in this report.

Figure 5.7: Proportion of people with fewer than seven basic amenities, 2018



Source: Derived from customised data provided by Stats NZ between 28 September and 6 October 2022.

5.3 Crown strategies to improve housing outcomes for Māori in the inquiry area 2002-2020

This section outlines major government support and funding to address housing issues for Māori in Te Tai Tokerau (Northland) and, where applicable, the anticipated Renewed Muriwhenua Inquiry (Wai 45) district. It does not cover every source of government support or funding, but rather focusses on specific initiatives that have likely impacted housing outcomes in the expected area of inquiry. This has comprised several national Crown programmes implemented during the period 2002 and 2020 to target specific regions, including Te Tai Tokerau, Northland. These include:

- Funding from Te Puni Kōkiri for: Special Housing Action Zones, which were established in 2000 but appear to no longer be running; the Māori Housing Network, established in 2015; and a rent-to-own pilot programme that began in 2017;
- Funding from the Housing New Zealand Corporation, the Department of Building and Housing, and the Ministry of Business, Innovation and Employment for: the Māori Demonstration Partnership Fund, which was established in the financial year 2008/09; the Social Housing Unit, established in 2011; and the Rural Housing Programme, which ran between 2001 and 2011;
- Funding from the Ministry of Housing and Urban Development, including the Housing First programme, launched in 2017.

The section ends with a case study of He Korowai Trust's Whare Ora Programme. He Korowai Trust is based in Kaitia and is the largest provider of transitional housing in the Far North District. The Trust has successfully accessed government support and funding to provide housing for low-income whānau in Kaitia.⁵²⁰

These region-specific programmes are underpinned by national Māori housing strategies. These national strategies are not discussed in detail in this chapter as they fall outside the scope of this report. It is anticipated they will be covered in research for the Housing Policy and Services Inquiry (Wai 2750). The first Māori housing strategy, *Te Au Roa – Into the Future*, was developed in 2007 by the Housing New Zealand Corporation (the government agency that later became part of Kāinga Ora). The strategy set out a direction for the Corporation for the period 2007-2012 to:

- *[Develop] partnership relationships with iwi and Māori governance entities*
- *[Increase] the effectiveness of the Corporation's strategies, policies, products and services in delivering to Māori*
- *[Strengthen] the Corporation's organisational capability to develop innovative solutions.*⁵²¹

In 2014, the Government launched the national Māori Housing Strategy: *He Whare Āhuru, He Oranga Tāngata*, which set out a ten-year plan to improve housing outcomes for Māori and grow the Māori housing sector between 2014 and 2025.⁵²² This has now been superseded by *Te MAIHI Ka Ora*, which

⁵²⁰ Toni Roberts, *Te Ara Mauwhare, Pathways to Home Ownership Trials: Summative Evaluation*, prepared by R & K Consultants for Te Puni Kōkiri, June 2021, available: <https://www.tpk.govt.nz/en/o-matou-mohiotanga/housing/te-ara-mauwhare-summative-evaluation-june-2021>, accessed 28 September 2022, p 15.

⁵²¹ Housing New Zealand Corporation, *Te Au Roa – Into the Future: Māori Strategic Plan 2007-2012*, (Wellington: Housing New Zealand Corporation, 2007), p 36.

⁵²² Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, *He Whare Āhuru He Oranga Tangata – The Māori Housing Strategy*, New Zealand Government, 2014, available: <https://dokumen.tips/documents/he-whare-ahuru-he-oranga-tangata-the-maori-housing-whare-ahuru-he-oranga.html?page=1>, accessed 12 August 2022.

sets out the Government's national housing strategy for the period 2021-2024 and is managed by the Ministry of Housing and Urban Development (established in 2018). Te MAIHI Ka Ora aims to build strong Māori Crown partnership, and provide Māori-led and local solutions to increase Māori housing supply and support access to preferred, sustainable housing options, including removing barriers to papakāinga developments and those on whenua Māori.⁵²³

A key feature of undertaking research for this chapter has been the difficulty in tracking particular sources of support and funding, particularly over the earlier years covered in this report. The change in ministerial portfolios, government departments, government funds, and terminology has made constructing a coherent narrative very difficult. Reporting on where this funding is allocated has improved significantly in recent years and has allowed for a more detailed picture to emerge regarding Crown investment in addressing housing disparities experienced by Muriwhenua Māori.

Where possible, this section evaluates the impact of these programmes on housing outcomes for local Māori and assesses the extent to which they were included in the planning and roll-out of these government programmes. Where evaluations of government programmes have been undertaken, research shows successes have been accompanied by regulatory barriers and delays for Māori organisations, and have been overshadowed by the persistent and, in some measures, worsening housing issues for Māori as described in the previous section. What also becomes clear from this overview is the disconnect between the Crown's acknowledgement of severe and worsening housing deprivation affecting a high percentage of Māori in the area and the piecemeal provision of government funding to resolve these issues.

5.3.1 Te Puni Kōkiri funding to improve housing in Te Tai Tokerau

Support for Māori housing from Te Puni Kōkiri (the Ministry of Māori Development) includes funding, research, training, advocacy, relationship-brokering, and policy advice. Two major funding programmes to address housing deprivation in New Zealand between 2002 and 2020 have been rolled out in Te Tai Tokerau: Special Housing Action Zones and the Māori Housing Network. The Special Housing Action Zones programme appears to no longer be running. A rent-to-ownership pilot programme, Te Ara Mauwhare, was also trialled in the Muriwhenua District in 2019 and appears to still be going.

⁵²³ Ministry of Housing and Urban Development, *MAIHI Ka Ora The National Māori Housing Strategy: Implementation Plan* [not dated], available: <https://www.hud.govt.nz/assets/Uploads/Documents/MAIHI-Ka-Ora-Implementation-Plan.pdf>, accessed 27 September 2022, pp 4, 15.

Special Housing Action Zones

Described by Te Puni Kōkiri in 2008, as the ‘backbone [of its] housing interventions’, the Special Housing Action Zones were established in 2000 as a joint programme between Te Puni Kōkiri and Housing New Zealand after the substandard housing stock in Northland resulted in a spate of fatal fires.⁵²⁴ It is unclear how long the programme ran for, although the last record found of it operating was in 2015.⁵²⁵ The four targeted ‘zones’ were Tāmaki Makaurau (Auckland), Tairāwhiti (East Coast), Te Moana-a-Toi (Bay of Plenty), and Te Tai Tokerau.⁵²⁶ Te Puni Kōkiri administered the fund and provided capacity support, while Housing New Zealand provided capital funding. The fund appears to have been valued at approximately \$500,000 per annum for all Special Housing Action Zones.⁵²⁷ It has not been possible to determine how much of this was allocated to Te Tai Tokerau.

Te Puni Kōkiri has described the programme as having dual functions: to equip hapū, iwi, and/or communities to address serious housing needs in the designated Special Housing Action Zones; and to provide a ‘parallel intervention’ targeting improved social outcomes in other areas for hapū, iwi, and communities, for example in health or employment.⁵²⁸ Te Puni Kōkiri stated it took a community-based approach, built relationships with hapū, iwi, and Māori organisations, and focussed on assisting

⁵²⁴ Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for the year ended 30 June 2008*, Te Puni Kōkiri, 2008, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2008>, accessed 9 August 2022, p 45; Office of the Auditor-General, *Government planning and support for housing on Māori land: Ngā whakatakatoranga kaupapa me te tautoko a te Kāwanatanga ki te hanga whare i runga i te whenua Māori*, Office of the Auditor-General, August 2011, available: <https://oag.parliament.nz/2011/housing-on-maori-land/docs/housing-on-maori-land.pdf>, accessed 9 August 2022, p 99; Angela Gregory and Josie Clarke, ‘Tragedy lurks in rural havens’, *New Zealand Herald* [not dated], available: <https://www.nzherald.co.nz/nz/tragedy-lurks-in-rural-havens/JIV5L5OYO33WV6Y72NLZIO5ZPM/>, accessed 22 September 2022.

⁵²⁵ See Te Puni Kōkiri, *Māori Housing Network – Our process, our funds*, Te Puni Kōkiri, December 2015, available: <https://www.tpk.govt.nz/docs/mhn/MHN-our-processes-our-funds.pdf>, accessed 22 September 2022.

⁵²⁶ Te Puni Kōkiri, *Briefing to the incoming Minister 2008*, Te Puni Kōkiri, 2008, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/briefings-for-incoming-ministers/briefing-to-the-incoming-minister>, accessed 18 August 2022, p 25.

⁵²⁷ See, for example: Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for the year ended 30 June 2004*, Te Puni Kōkiri, 2004, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2004>, accessed 9 August 2022, p 87; Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for the year ended 30 June 2005*, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2005>, accessed 9 August 2022, p 36; Office of the Auditor-General, *Government planning and support for housing on Māori land: Ngā whakatakatoranga kaupapa me te tautoko a te Kāwanatanga ki te hanga whare i runga i te whenua Māori*, Office of the Auditor-General, August 2011, available: <https://oag.parliament.nz/2011/housing-on-maori-land/docs/housing-on-maori-land.pdf>, accessed 9 August 2022, p 99.

⁵²⁸ Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for the year ended 30 June 2004*, Te Puni Kōkiri, 2004, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2004>, accessed 9 August 2022, p 87.

these entities in accessing government resources that will ‘assist them to develop their own sustainable solutions to housing’.⁵²⁹ Te Puni Kōkiri was contacted during research for this report for further details on the Special Housing Action Zones programme but has not yet been able to provide a response.⁵³⁰

In 2011 the Auditor-General reported on government support for housing developments on Māori land in its report *Government planning and support for housing on Māori land: Ngā whakatakotoranga kaupapa me te tautoko a te Kāwanatanga ki te hanga whare I runga i te whenua Māori*. The report highlighted the poor housing situations experienced by many Māori and the need for better-coordinated government support for Māori building on Māori land. The report presented a positive view of the Special Housing Action Zones Fund’s partnership approach to resolving housing issues, stating it ‘reflect[ed] better partnership principles than many other [government] Māori housing interventions’.⁵³¹ Interviews with Māori landowners also identified that many whānau and trusts who had been able to access the fund viewed it ‘highly’ and would have struggled had they not received the assistance.⁵³² However, the report also pointed out that the fund was ‘relatively small’, and with only one Te Puni Kōkiri staff member assigned to its administration, ‘the level of support that [could] be given to owners of Māori land [was] limited’.⁵³³ The report added that while the programme had been utilised to assist smaller Māori organisations to apply for funding from the Māori Demonstration Partnership (a Crown fund providing finance to Māori trusts and organisations for community developments, discussed later in this chapter), some of these funded applications did not meet the basic eligibility criteria of the Māori Demonstration Partnership.⁵³⁴

⁵²⁹ Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for the year ended 30 June 2008*, Te Puni Kōkiri, 2008, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/annual-report-for-the-year-ended-30-june-2008>, accessed 9 August 2022, p 45.

⁵³⁰ Contacted on 16 August 2022.

⁵³¹ Office of the Auditor-General, *Government planning and support for housing on Māori land: Ngā whakatakotoranga kaupapa me te tautoko a te Kāwanatanga ki te hanga whare I runga i te whenua Māori*, Office of the Auditor-General, August 2011, available: <https://oag.parliament.nz/2011/housing-on-maori-land/docs/housing-on-maori-land.pdf>, accessed 9 August 2022, p 99.

⁵³² Office of the Auditor-General, *Government planning and support for housing on Māori land: Ngā whakatakotoranga kaupapa me te tautoko a te Kāwanatanga ki te hanga whare I runga i te whenua Māori*, Office of the Auditor-General, August 2011, available: <https://oag.parliament.nz/2011/housing-on-maori-land/docs/housing-on-maori-land.pdf>, accessed 9 August 2022, p 54.

⁵³³ Office of the Auditor-General, *Government planning and support for housing on Māori land: Ngā whakatakotoranga kaupapa me te tautoko a te Kāwanatanga ki te hanga whare I runga i te whenua Māori*, Office of the Auditor-General, August 2011, available: <https://oag.parliament.nz/2011/housing-on-maori-land/docs/housing-on-maori-land.pdf>, accessed 9 August 2022, pp 54, 99.

⁵³⁴ Office of the Auditor-General, *Government planning and support for housing on Māori land: Ngā whakatakotoranga kaupapa me te tautoko a te Kāwanatanga ki te hanga whare I runga i te whenua Māori*, Office of the Auditor-General, August 2011, available: <https://oag.parliament.nz/2011/housing-on-maori-land/docs/housing-on-maori-land.pdf>, accessed 9 August 2022, p 78.

The Māori Housing Network

The 2011 Auditor-General's Report on government planning and support for housing on Māori land (referenced above) prompted the government to establish its Māori Housing Strategy in 2014: 'He Whare Āhuru, He Oranga Tāngata', which set out a ten-year strategy to improve housing outcomes for Māori and growing the Māori housing sector between 2014 and 2025.⁵³⁵ Te Puni Kōkiri also established its Māori Housing Network in 2015 as a response to the 2011 Auditor-General's report and the 2014 strategy. At the launch of the Māori Housing Strategy in Kaitiāia in July 2014, then Associate Minister of Housing, Tariana Turia, stated 'Māori, more than any other New Zealanders are affected by overcrowding, substandard housing and low levels of home ownership. We want to turn this around and with a strategy that clearly sets out where we are now, where we want to be in the future and how we plan to achieve better housing for Māori whānau'.⁵³⁶

The Māori Housing Network sought to bring together all the available funds for Māori housing within Te Puni Kōkiri, to enable Māori organisations to improve housing quality and provide emergency housing, support capacity-building for the Māori housing sector and papakāinga developments, and to increase affordable housing stock.⁵³⁷

Between October 2015 and June 2017, the Māori Housing Network funded 158 projects nationally, valued at \$40.7 million. Most of these projects focused on increasing affordable housing stock and improving housing quality in the areas of Te Tai Tokerau, Ikaroa-Rāwhiti (which includes Gisborne, Napier, Hastings, Masterton, Upper Hutt, and some of Lower Hutt), and Waikato-Waiariki (which includes Hamilton, Rotorua, Taupō, Tauranga, and Whakatāne). During this period Te Tai Tokerau received \$14 million from the fund to improve housing quality, increase housing supply, and provide emergency housing. This was 34 percent of the total national funding, which constituted the largest share of any other region.⁵³⁸ The total \$14 million for Te Tai Tokerau was broken down by the following funds:

⁵³⁵ Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, *He Whare Āhuru He Oranga Tangata – The Māori Housing Strategy*, New Zealand Government, 2014, available: <https://dokumen.tips/documents/he-whare-ahuru-he-oranga-tangata-the-maori-housing-whare-ahuru-he-oranga.html?page=1>, accessed 12 August 2022.

⁵³⁶ Turia, Tariana, 'He Whare Āhuru He Oranga Tāngata Māori Housing Strategy launched', press release, New Zealand Government, 2 July 2014, available: <https://www.beehive.govt.nz>, accessed 10 August 2022, para 2.

⁵³⁷ Centre for Social Impact, *The housing landscape in Tāmaki Makaurau (Auckland) and Te Tai Tokerau (Northland): challenges and opportunities*, 2020, available: <https://www.centreforsocialimpact.org.nz/knowledge-base/the-housing-landscape-in-tamaki-makaurau-auckland-and-te-tai-tokerau-northland>, accessed 7 June 2022, p 13.

⁵³⁸ Sally Duckworth, Anna Thompson, Chelsea Grootveld, Timoti Brown, and Maria Marama, *Impact evaluation of the Māori Housing Network*, prepared for Te Puni Kōkiri by LITMUS, 2018, available: <https://www.tpk.govt.nz/en/o-matou-mohiotanga/housing/impact-evaluation-of-the-maori-housing-network>, accessed 10 October 2022, pp 3, 7.

- \$6,924,127 for five papakāinga development infrastructure support projects;
- \$4,905,037 for housing repairs;
- \$1,140,000 for three emergency housing projects; and
- \$1,020,738 for six capability-building projects to increase whānau and rōpū knowledge and skills.⁵³⁹

In all categories other than emergency housing, Te Tai Tokerau received more funding than any other region.⁵⁴⁰ It appears that \$290,000 was provided for two projects in the anticipated inquiry district in the year 2015/16.⁵⁴¹ This constituted just over three percent of the \$9,659,462 allocated to Te Tai Tokerau that year, and included:

- \$230,000 to He Korowai Trust for emergency housing; and
- \$60,000 to Te Hiku Iwi Development for organisational capacity building.⁵⁴²

In the year 2016/2017, \$104,779 went to the Aupōuri Ngāti Kahu Te Rarawa Trust in Kaitiāia for house repairs. This constituted 2.4 percent of the total \$4,343,865 allocated to Te Tai Tokerau that year. An additional \$34,652 went to individual whānau in Te Tai Tokerau for infrastructure costs. The precise location of these whānau is not specified so it is unclear how many reside within the anticipated inquiry district.⁵⁴³

In May 2017, the Member of Parliament for Northland at the time, Winston Peters, stated that between 2015 and 2017, Māori Housing Network funds had only led to the construction of eleven houses across the country, although approval had been given for 63.⁵⁴⁴ In July 2017, the Minister for Māori Development at the time, Te Ururoa Flavell, set out that the Māori housing network had, since its launch in 2015, supported repair projects for 179 families in high deprivation areas, contributed to

⁵³⁹ Sally Duckworth, Anna Thompson, Chelsea Grootveld, Timoti Brown, and Maria Marama, *Impact evaluation of the Māori Housing Network*, prepared for Te Puni Kōkiri by LITMUS, 2018, available: <https://www.tpk.govt.nz/en/o-matou-mohiotanga/housing/impact-evaluation-of-the-maori-housing-network>, accessed 10 October 2022, pp 10, 15, 20, 24.

⁵⁴⁰ Sally Duckworth, Anna Thompson, Chelsea Grootveld, Timoti Brown, and Maria Marama, *Impact evaluation of the Māori Housing Network*, prepared for Te Puni Kōkiri by LITMUS, 2018, available: <https://www.tpk.govt.nz/en/o-matou-mohiotanga/housing/impact-evaluation-of-the-maori-housing-network>, accessed 10 October 2022, p 7.

⁵⁴¹ Te Puni Kōkiri, 'Māori Housing Network: Proposals approved for funding in 2015/16', available: <https://www.tpk.govt.nz/docs/mhn/MHN-2015-16-approvals-list.pdf>, accessed 8 August 2022, p 2.

⁵⁴² Te Puni Kōkiri, 'Māori Housing Network: Proposals approved for funding in 2015/16', available: <https://www.tpk.govt.nz/docs/mhn/MHN-2015-16-approvals-list.pdf>, accessed 8 August 2022, p 2.

⁵⁴³ Te Puni Kōkiri, 'Māori Housing Network: Proposals approved for funding in 2016/17', available: <https://www.tpk.govt.nz/docs/mhn/MHN-2016-17-approvals-list.pdf>, accessed 8 August 2022.

⁵⁴⁴ Winston Peters, 'Budget Debate', 25 May 2017, *New Zealand Parliamentary Debates*, vol 722, p 18145, available: https://www.parliament.nz/resource/en-NZ/HansD_20170525_20170525/c30a951a22593f7ddcdefaaad79c79269124ce46, accessed 9 August 2022.

the cost of building 63 affordable houses (including rental homes owned by Māori collectives) and ‘supported housing infrastructure for 176 new homes.’⁵⁴⁵

In the year 2017/2018, Māori Housing Network funding for Te Tai Tokerau amounted to \$2.318 million. \$122,354 was spent on repairs to a marae referred to as ‘Maimaru Marae’.⁵⁴⁶ It is likely this was Māhimaru Marae, located within the anticipated inquiry district, just out of Awanui.

In the year 2018/2019, the total funding for Te Tai Tokerau amounted to just over \$4 million. None appears to have been allocated to iwi, trusts, or rōpū based within the anticipated inquiry district.⁵⁴⁷

In the year 2019/2020, only \$1,606 of the total funding of \$3,661,632 was provided to an organisation located in the Muriwhenua area. This was to Waitomo Papakāinga Development Society Incorporated for a Sorted Kāinga Ora Workshop, an eight-week programme that assists Māori to ‘meet their housing goals’, jointly developed by the Commission for Financial Capability and Te Puni Kōkiri.⁵⁴⁸ It is also possible that part of the \$232,079 for national capacity-building programmes and regional housing repairs went to Māori living in the anticipated inquiry district, although it is not possible to assess this detail from available records.⁵⁴⁹

According to Te Puni Kōkiri, by June 2021 a total of \$153,508,000 had been approved by the Māori Housing Network for house repairs, developments and building capability nationally.⁵⁵⁰ Between October 2015 and June 2021, 80 projects worth \$24,810,000 were funded in Te Tai Tokerau, which constituted 16 percent of total national funding over the entire period.⁵⁵¹

The figures detailed above show that Māori Housing Network funding for Te Tai Tokerau has decreased since it was established in 2015, both in monetary terms and in its proportion of total

⁵⁴⁵ Te Ururoa Flavell, ‘Homeownership, Māori and Pasifika’, 4 July 2017, *New Zealand Parliamentary Debates*, vol 723, p 19175, available: <https://www.parliament.nz/en/pb/hansard-debates/rhr/>, accessed 9 August 2022.

⁵⁴⁶ Te Puni Kōkiri, *Te Pōti Whanaketanga Māori, Vote Māori Development: Ministers’ Report in relation to non-departmental appropriations for the year ended 30 June 2018*, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/vote-maori-development>, accessed 10 August 2022, pp 83, 94.

⁵⁴⁷ Te Puni Kōkiri, *Investment Recipients 2018/19*, available: <https://www.tpk.govt.nz/documents/download/documents-4706/tpk-votemaori-2018.pdf>, accessed 9 August 2022, pp 1-2.

⁵⁴⁸ Amy Diamond, ‘Māori Housing Network’, in *Parity* (1 December, 2019), p 62.

⁵⁴⁹ Te Puni Kōkiri, *Investment Recipients 2019/20*, available: <https://www.tpk.govt.nz/documents/download/documents-1410-A/TPK%20Investment%20Recipients%202019-20.pdf>, accessed 9 August 2022, pp 39-40.

⁵⁵⁰ Te Puni Kōkiri, ‘What funding is available and what has been delivered’, available: <https://www.tpk.govt.nz/en/nga-putea-me-nga-ratonga/maori-housing-support/what-funding-is-available>, updated 4 July 2022, accessed 8 August 2022.

⁵⁵¹ Te Puni Kōkiri, ‘What funding is available and what has been delivered’, available: <https://www.tpk.govt.nz/en/nga-putea-me-nga-ratonga/maori-housing-support/what-funding-is-available>, updated 4 July 2022, accessed 8 August 2022.

national funding. Funding decreased from an average of \$7.0 million per annum and 34 percent of the total national funding over the first two years (2015/2016 to 2016/2017), down to an average of \$2.8 million per annum and 11 percent of the total national funding over the following four-year period (2017/2018 to 2020/2021).

Table 5.3: Māori Housing Network funds provided to Te Tai Tokerau, 2015/2016-2020/2021

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Funding for Te Tai Tokerau	\$9.66m	\$4.34m	\$2.12m (11% of national funding)	\$1.91m (7% of national funding)	\$4.29m (13% of national funding)	\$3.01m (12% of national funding)
Total national funding	Not available (\$40.70m 2015/16-2016/17)	Not available (\$40.70m 2015/16-2016/17)	\$18.80m	\$26.44m	\$32.30m	\$24.61m

Sources: Te Puni Kōkiri, 'Māori Housing Network: Proposals approved for funding in 2015/16', available: <https://www.tpk.govt.nz/docs/mhn/MHN-2015-16-approvals-list.pdf>, accessed 8 August 2022, p 2; Te Puni Kōkiri, 'Māori Housing Network: Proposals approved for funding in 2016/17', available: <https://www.tpk.govt.nz/docs/mhn/MHN-2016-17-approvals-list.pdf>, accessed 8 August 2022; Te Puni Kōkiri, 'Māori Housing: What has been delivered', Te Puni Kōkiri, last updated 23 September 2022, available: <https://www.tpk.govt.nz/en/nga-putea-me-nga-ratonga/maori-housing-support/what-funding-is-available>, accessed 28 September 2022.

Te Puni Kōkiri has highlighted that demand for funding exceeded funds available, and that it was unable to fund all proposals it receives.⁵⁵² In 2016, the Member of Parliament for Te Tai Tokerau at the time, Kelvin Davis, recounted a phone conversation with then Chief Executive Officer of He Korowai Trust, Ricky Houghton, which highlighted his perspective on the level of demand in the region:

I rang up Ricky Houghton in Kaitiāia and I said to him: "Ricky, at this very moment, how many people are on your waiting list to get a house?", and he said: "Ninety-nine. There's 49 families and 50 individuals who right now could do with a house." So even if that \$3 million was spent in Kaitiāia on

⁵⁵² Lily George, Sunitha Gowda, and Khan Buchwald, 'Kāinga Kore - Homelessness in Te Tai Tokerau: An Overview', in *Ngā Tai Ora Public Health Northland*, <https://www.northlanddhdhb.org.nz/assets/Publications/Homelessness-report-Kainga-kore.pdf>, accessed 8 June 2022, p 45.

*building houses for the families and the individuals who need accommodation up there, it would not meet the need, and that is just in Kaitiāia alone, let alone every other town and hamlet across New Zealand. So the Māori Housing Network fund is just a drop in the bucket.*⁵⁵³

A January 2022 update on Te Puni Kōkiri's website has further highlighted it still does not have enough funding to meet national demand, stating:

*Demand across the rohe [Aotearoa] has far exceeded the amount of funding Te Puni Kōkiri has available in 2021/22, even with our additional Whai Kāinga Whai Oranga funding.*⁵⁵⁴ *Te Puni Kōkiri housing funding in 2021/22 has been allocated and is fully committed for the following housing activities: papakāinga development, including planning & feasibilities; repairs to whānau-owned homes; Sorted Kainga Ora programmes.*⁵⁵⁵

Details about what proposals have been rejected by the Māori Housing Network between 2015 and 2020 are not available. Without these details it is difficult to ascertain if there are any funding distribution patterns that may have impacted the anticipated inquiry district. In the year 2021/2022, after a review of Te Puni Kōkiri's repairs programme, three priority areas for grants for repairs to whānau-owned homes were identified, which included Te Tai Tokerau.⁵⁵⁶ This suggests the poor-quality housing stock identified by the Government in 2000 remains a significant issue.

Te Ara Mauwhare: Pathways to Home Ownership

In 2017 the Government launched a set of trials to address low rates of Māori home-ownership, known collectively as 'Te Ara Mauwhare: Pathways to Home Ownership'. The programme co-invests with Māori organisations and iwi across Aotearoa 'to trial innovative progressive home ownership models to support very low to median income whānau into home ownership.'⁵⁵⁷ In 2017 \$9 million

⁵⁵³ Kelvin Davis, 'Estimates Debate', 9 August 2016, *New Zealand Parliamentary Debates*, vol 716 p 12687, available: https://www.parliament.nz/resource/en-NZ/HansD_20160809_20160809/caf1e02dcc595fd659a945dd6e884386e0b57a9a, accessed 16 August 2022.

⁵⁵⁴ Whai Kāinga Whai Oranga is a fund introduced by the Government in 2022 to 'speed up the delivery of Māori-led housing'. It will provide \$730 million nationally over four years. See: Ministry of Housing and Urban Development, Te Tūāpapa Kura Kāinga, 'Whai Kāinga Whai Oranga', Ministry of Housing and Urban Development, available: <https://www.hud.govt.nz/our-work/whai-kainga-whai-oranga/>, accessed 16 November 2022.

⁵⁵⁵ Te Puni Kōkiri, 'What funding is available and what has been delivered', available: <https://www.tpk.govt.nz/en/nga-putea-me-nga-ratonga/maori-housing-support/what-funding-is-available>, updated 4 July 2022, accessed 8 August 2022.

⁵⁵⁶ Te Puni Kōkiri, 'Repairs to whānau-owned homes', available: <https://www.tpk.govt.nz/en/nga-putea-me-nga-ratonga/maori-housing-support/repairs-to-whanau-owned-homes>, updated 4 July 2022, accessed 9 August 2022.

⁵⁵⁷ Toni Roberts, *Te Ara Mauwhare, Pathways to Home Ownership Trials: Summative Evaluation*, prepared by R & K Consultants for Te Puni Kōkiri, June 2021, available: <https://www.tpk.govt.nz/en/o-matou-mohiotanga/housing/te-ara-mauwhare-summative-evaluation-june-2021>, accessed 28 September 2022, p 6.

was approved for the programme for the following three years. Seven rōpū were selected to trial the programme, beginning with He Korowai Trust in Kaitiāia in 2018.⁵⁵⁸

In 2019, He Korowai Trust supplied eight rent-to-own homes to very low income Māori whānau through a \$1.05 million capital grant from Te Puni Kōkiri through Te Ara Mauwhare. An evaluation of Te Ara Mauwhare undertaken by R & K Consultants Limited for Te Puni Kōkiri in 2021 found the programme had ‘planted the seed in whānau and communities that home ownership is achievable.’ The evaluators also noted: ‘It has been strongly emphasised that without Government capital funding from Te Puni Kōkiri and Te Tūāpapa Kura Kāinga, the housing projects would not have gone ahead, or even started.’⁵⁵⁹

It appears the trials were still running in 2021 when the evaluation was published, although no other trials in the anticipated inquiry district have been located.⁵⁶⁰ Findings from the trials will feed into the Ministry of Housing and Urban Development’s Progressive Home Ownership Fund. The Progressive Home Ownership Fund, from late 2021, has offered approved providers 15-year, interest-free loans to assist Māori, Pacific peoples, and families with children into home-ownership.⁵⁶¹

5.3.2 Funding for community housing projects in Te Tai Tokerau from the Housing New Zealand Corporation, the Department of Building and Housing, and the Ministry of Business, Innovation and Employment

The Māori Demonstration Partnership

In the year 2008/2009, the Housing New Zealand Corporation established the Māori Demonstration Partnership as part of its Māori Strategy, Te Au Roa.⁵⁶² The Government approved \$5 million funding

⁵⁵⁸ Te Puni Kōkiri, *Te Pōti Whanaketanga Māori, Vote Māori Development: Ministers’ Report in relation to non-departmental appropriations for the year ended 30 June 2018*, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/vote-maori-development>, accessed 10 August 2022, p 95.

⁵⁵⁹ Toni Roberts, *Te Ara Mauwhare, Pathways to Home Ownership Trials: Summative Evaluation*, prepared by R & K Consultants for Te Puni Kōkiri, June 2021, available: <https://www.tpk.govt.nz/en/o-matou-mohiotanga/housing/te-ara-mauwhare-summative-evaluation-june-2021>, accessed 28 September 2022, pp 7, 8, 15.

⁵⁶⁰ Toni Roberts, *Te Ara Mauwhare, Pathways to Home Ownership Trials: Summative Evaluation*, prepared by R & K Consultants for Te Puni Kōkiri, June 2021, available: <https://www.tpk.govt.nz/en/o-matou-mohiotanga/housing/te-ara-mauwhare-summative-evaluation-june-2021>, accessed 28 September 2022, p 7.

⁵⁶¹ Ministry of Housing and Urban Development, ‘Progressive Home Ownership Fund’, available: <https://www.hud.govt.nz/our-work/progressive-home-ownership-fund/>, accessed 24 August 2022.

⁵⁶² Phil Heatley, ‘Maori Demonstration Partnership to Deliver Homes’, press release, 30 October 2010, New Zealand Government, available: <https://www.beehive.govt.nz>, accessed 19 August 2022, para 8.

per annum for the Māori Demonstration Partnership through its Housing Innovation Fund. The Māori Demonstration Partnership programme was set up as a contestable fund to provide finance to Māori trusts and organisations for community developments. The fund provided interest-free loans for up to ten years for house construction and infrastructure services for Māori organisations that could contribute 50 percent of the equity needed for a project. The Auditor-General's 2011 report on government planning and support for housing on Māori land (discussed above), noted there are certain benefits that come with lending to trusts who wish to build on Māori land, rather than individual households. This includes:

- Fewer financial risks because trusts are 'inextricably linked to the land';
- The potential for sustainable and well-planned housing developments that are linked to services and employment;
- The ability of trusts to provide developments with a range of housing options; and
- When trusts have experience providing social services to whānau, they can 'provide wraparound social services to help whānau maintain their house, improve their well-being, and avoid defaulting on the terms of the agreement for living in the house'.⁵⁶³

On a question from Member of Parliament Rahui Katene in 2010 to the Minister of Housing at the time, Phil Heatley, about how iwi were being included in the issue of affordable housing in rural communities, Heatley responded that the Housing Innovation Fund's \$12 million had been raised to \$20 million precisely so that \$4 to \$6 million could be allocated to Māori housing every year. He noted that in the previous year (2009) \$5.5 million had been used to fund the construction of 44 kaumātua and affordable houses by Te Rarawa, Ngāti Awa, Mangatawa Papamoa Blocks Inc., and Ngāti Hine Health Trust.⁵⁶⁴ It is unclear how many of these houses were built by Te Rarawa and whether they were constructed in the Muriwhenua District.

In the year 2010/2011 Te Rūnanga o Te Rarawa was one of four applicants approved for funding through the Māori Demonstration Partnership. Te Rūnanga received a Crown funding grant worth \$1,032,000 to build ten kaumātua housing units and five houses for home ownership.⁵⁶⁵ However, it

⁵⁶³ Office of the Auditor-General, *Government planning and support for housing on Māori land: Ngā whakatakotoranga kaupapa me te tautoko a te Kāwanatanga ki te hanga whare i runga i te whenua Māori*, Office of the Auditor-General, August 2011, available: <https://oag.parliament.nz/2011/housing-on-maori-land/docs/housing-on-maori-land.pdf>, accessed 9 August 2022, pp 85-86.

⁵⁶⁴ Phil Heatley, 'Questions for Oral Answer – Questions to Ministers', 12 October 2010, *New Zealand Parliamentary Debates*, vol 667, pp 14334-14335, available: https://www.parliament.nz/resource/en-NZ/49HansD_20101012/64e179f95921543a3664d0314240097d8b0b9fcf, accessed 19 August 2022.

⁵⁶⁵ Office of the Auditor-General, *Government planning and support for housing on Māori land: Ngā whakatakotoranga kaupapa me te tautoko a te Kāwanatanga ki te hanga whare i runga i te whenua Māori*, Office of the Auditor-General, August 2011, available: <https://oag.parliament.nz/2011/housing-on-maori-land/docs/housing-on-maori-land.pdf>, accessed 9 August 2022, p 94.

appears that this project never eventuated as Te Rūnanga was not able to make the housing affordable.⁵⁶⁶ While it is unclear, this may have been the housing project funded by the Māori Demonstration Partnership referred to by Phil Heatley in 2010.

The Auditor-General's 2011 report on government planning and support for housing on Māori land highlighted several issues with the Māori Demonstration Partnership's implementation, noting that, overall, it had been poorly managed and resourced. One key issue was that smaller trusts were deterred from applying because applications required a project plan with resolved resource consent issues, which requires high upfront costs (between \$110,000 and \$215,000). The report noted that, for a time, this policy was not strictly adhered to in practice and applicants could seek funding for the application process, but that this funding is no longer available.⁵⁶⁷

The Auditor-General's report also noted the contestable nature of the fund meant strict timeframes and financial considerations were prioritised over the aspirations of genuine partnership with Māori, to the extent the fund was 'administered less as a partnership and more like a standard contestable fund'. In fact, the report found the Housing New Zealand Corporation had no official definition of what 'partnership' actually meant in this context. This led to a variation of approaches across different regions, causing some trusts to express 'frustration at regular staff changes in HNZC [Housing New Zealand Corporation] and the different approaches that different project managers have taken to working with them'.⁵⁶⁸

The Māori Demonstration Partnership Fund's administration was transferred to the Department of Building and Housing in 2011, when it appears to have been integrated into a newly established Social Housing Unit.⁵⁶⁹

⁵⁶⁶ Charles Waldegrave, Anna Thompson, and Catherine Love, *Research to Identify the Impacts and Opportunities for Māori from recent changes to social housing provision*, Family Centre Social Policy Research Unit for Te Puni Kōkiri, 2013, available: https://familycentre.org.nz/wp-content/uploads/2019/04/TPK_Social_Housing_Provision_for_Maori.pdf, accessed 27 September 2022, p 39.

⁵⁶⁷ Office of the Auditor-General, *Government planning and support for housing on Māori land: Ngā whakatakotoranga kaupapa me te tautoko a te Kāwanatanga ki te hanga whare I runga i te whenua Māori*, Office of the Auditor-General, August 2011, available: <https://oag.parliament.nz/2011/housing-on-maori-land/docs/housing-on-maori-land.pdf>, accessed 9 August 2022, pp 77, 88-90.

⁵⁶⁸ Office of the Auditor-General, *Government planning and support for housing on Māori land: Ngā whakatakotoranga kaupapa me te tautoko a te Kāwanatanga ki te hanga whare I runga i te whenua Māori*, Office of the Auditor-General, August 2011, available: <https://oag.parliament.nz/2011/housing-on-maori-land/docs/housing-on-maori-land.pdf>, accessed 9 August 2022, pp 87-91.

⁵⁶⁹ Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, *He Whare Āhuru He Oranga Tangata – The Māori Housing Strategy*, New Zealand Government, 2014, available: <https://dokumen.tips/documents/he-whare-ahuru-he-oranga-tangata-the-maori-housing-whare-ahuru-he-oranga.html?page=1>, accessed 12 August 2022, p 21.

Social Housing Unit funding

In 2011 the Social Housing Unit, a semi-autonomous unit within the Department of Building and Housing, administered the Social Housing Fund of \$37.35 million, partnering with third-party, mainly Māori, providers of social housing. Eleven social housing forums were facilitated throughout the country to assist in brokering relationships between potential providers and Crown agencies.⁵⁷⁰ He Korowai Trust was able to secure Social Housing Unit funding in 2011/2012 to assist in the relocation of nine houses to Kaitiāia. The funding comprised \$400,000 from the Social Housing Unit Pūtea Māori Fund and \$240,000 from the Social Housing Unit Rural Fund.⁵⁷¹

The Department of Building and Housing was disestablished in 2012, upon which its functions were transferred to the Ministry of Business, Innovation and Employment (MBIE). That same year, \$104.1 million was approved for distribution by the Social Housing Fund for the three-year period 2012 to 2015. \$13.8 million of this was allocated to Pūtea Māori, which provided capital grants to Māori organisations to develop social and/or affordable housing.⁵⁷²

In 2012, the New Zealand Productivity Commission, Te Kōmihana Whai Hua o Aotearoa, published a report inquiring into housing affordability in Aotearoa. The report noted that many of the criticisms of the Māori Demonstration Partnership detailed in the Auditor-General's 2011 report on government support of housing developments on Māori land could also be extended to the Social Housing Unit. Notably, the high upfront costs required when applying and that the contestable nature of the fund inhibited a partnership focus and did nothing to strengthen iwi-Crown relationships.⁵⁷³

⁵⁷⁰ Department of Building and Housing, Te Tari Kaupapa Whare, *Annual Report 2011-2012*, (Wellington: Department of Building and Housing [not dated]), available: https://ndhadeliver.natlib.govt.nz/delivery/DeliveryManagerServlet?dps_pid=IE15071705, accessed 12 August 2022, p 16.

⁵⁷¹ Charles Waldegrave, Anna Thompson, and Catherine Love, *Research to Identify the Impacts and Opportunities for Māori from recent changes to social housing provision*, Family Centre Social Policy Research Unit for Te Puni Kōkiri, 2013, available: https://familycentre.org.nz/wp-content/uploads/2019/04/TPK_Social_Housing_Provision_for_Maori.pdf, accessed 27 September 2022, p 39.

⁵⁷² Charles Waldegrave, Anna Thompson, and Catherine Love, *Research to Identify the Impacts and Opportunities for Māori from recent changes to social housing provision*, Family Centre Social Policy Research Unit for Te Puni Kōkiri, 2013, available: https://familycentre.org.nz/wp-content/uploads/2019/04/TPK_Social_Housing_Provision_for_Maori.pdf, accessed 27 September 2022, p v; Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, *He Whare Āhuru He Oranga Tangata – The Māori Housing Strategy*, New Zealand Government, 2014, available: <https://dokumen.tips/documents/he-whare-ahuru-he-oranga-tangata-the-maori-housing-whare-ahuru-he-oranga.html?page=1>, accessed 12 August 2022, p 21.

⁵⁷³ The New Zealand Productivity Commission, Te Kōmihana Whai Hua o Aotearoa, *Housing Affordability*, March 2012, available: <https://www.productivity.govt.nz/assets/Documents/9c8ef07dc3/Final-report-v5.pdf>, accessed 19 August 2022, p 222.

The Productivity Commission's inquiry included feedback on the Social Housing Unit by Reuben Taipari Porter, project co-ordinator for the Ahipara Whareuku, a rural housing project based in Ahipara in the Far North District (located just outside of the anticipated inquiry district). Porter highlighted a lack of cultural competency of those assessing funding applications. He found that his dealings with the Social Housing Unit had been abrupt, and that the project's application assessment had been based solely on financial considerations and not on the social or cultural benefits that are integral to Māori housing developments.⁵⁷⁴

An evaluation of the Social Housing Unit undertaken by the Family Centre Social Policy Research Unit for Te Puni Kōkiri in 2013 highlighted that Māori social housing providers in Kaitiāia were growing due to Social Housing Unit funding support, but that these same housing providers didn't believe the existing fund came close to meeting the social housing needs in the area. This was compounded by prohibitive costs that included 'council fees, development fees, and the need to develop infrastructure', and the 'difficulty of obtaining consent to work on multiple-owned land (both from owners and from Councils due to zoning restrictions)'.⁵⁷⁵

The Rural Housing Programme

The Rural Housing Programme was established in 2001 with the objective of eliminating substandard housing in Te Tai Tokerau, the East Coast, and the eastern Bay of Plenty. It was initially intended to be a five-year programme delivered by the Housing New Zealand Corporation to provide state housing, community loans, loans for essential repairs, and infrastructure improvements.⁵⁷⁶ As with the Special Housing Action Zones programme, discussed above, the programme was instigated by the spate of fatal fires in substandard dwellings in Te Tai Tokerau.⁵⁷⁷ The programme's aims were ambitious – to 'eliminate substandard housing' in the three regions, and deliver 'dwelling health and safety;

⁵⁷⁴ Ruben Taipari Porter, 'Affordable housing in New Zealand: Consultation on draft report', available: <https://www.productivity.govt.nz/assets/Submission-Documents/3f0839d6ac/DR088-Rueben-Taipari-Porter.pdf>, accessed 12 August 2022.

⁵⁷⁵ Charles Waldegrave, Anna Thompson, and Catherine Love, *Research to Identify the Impacts and Opportunities for Māori from recent changes to social housing provision*, Family Centre Social Policy Research Unit for Te Puni Kōkiri, 2013, available: https://familycentre.org.nz/wp-content/uploads/2019/04/TPK_Social_Housing_Provision_for_Maori.pdf, accessed 27 September 2022, pp ix-x.

⁵⁷⁶ Dover Samuels, 'New Housing, new jobs in Northland', press release, 4 September 2004, New Zealand Government available: <https://www.beehive.govt.nz>, accessed 19 August 2022, para 9.

⁵⁷⁷ Kay Saville-Smith and Nan Wehipeihana, *An assessment of the Rural Housing Programme 2001-2005/06: A Synthesis of Evaluation Findings*, Centre for Research, Evaluation and Social Assessment for the Housing New Zealand Corporation, March 2007, available: <https://thehub.swa.govt.nz/assets/documents/Rural%20Housing%20Programme,%20A%20synthesis%20of%20evaluation%20findings%20March%202007.pdf>, accessed 16 November 2022, p 5.

sustainable housing; social and economic wellbeing; and improved individual, whanau and community capacity.⁵⁷⁸

The programme was rolled out between 2001 and 2011, a time at which the state rental housing stock in the three regions increased by around fifty houses per year.⁵⁷⁹ A total of 2,900 houses were repaired during this period at a cost of \$139.5 million.⁵⁸⁰ A 2004 government press release notes that the Housing New Zealand Corporation had provided a loan for the construction of seven kaumātua houses in Kaitiāia that year to be built by students coming through Te Rūnanga O Te Rarawa’s housing and training venture.⁵⁸¹ It is unclear whether this was part of the Rural Housing Programme, but appears likely. It is also unclear from the sources accessed in the preparation of this report whether these houses were built or not.

An evaluation of the programme undertaken by the Centre for Research, Evaluation and Social Assessment for the Housing New Zealand Corporation in 2007 highlighted that those receiving assistance through the programme experienced improved living conditions and quality of life, but that ‘the level and range of assistance did not match the original promise of the programme’. However, the evaluation also revealed chronic under-performance of the fund due to a lack of transparency, ability to organise the complex flow of resources and partnerships between government agencies, social service providers, iwi, hapū, and whānau, and the inability to mitigate delivery risks and delays. The evaluation notes that the Housing New Zealand Corporation had acknowledged these issues and were taking steps to address them at the time of the evaluation.⁵⁸²

⁵⁷⁸ Dover Samuels, ‘New Housing, new jobs in Northland’, press release, 4 September 2004, New Zealand Government available: <https://www.beehive.govt.nz>, accessed 19 August 2022, para 8; Kay Saville-Smith and Nan Wehipeihana, *An assessment of the Rural Housing Programme 2001-2005/06: A Synthesis of Evaluation Findings*, Centre for Research, Evaluation and Social Assessment for the Housing New Zealand Corporation, March 2007, available: , accessed 16 November 2022, p 26.

⁵⁷⁹ Alex Olssen, Hugh McDonald, Arthur Grimes, and Steven Stillman, *A State Housing Database: 1993-2009*, Motu Economic and Public Policy Research, November 2010, available: <https://www.motu.nz/our-research/urban-and-regional/housing/a-state-housing-database-1993-2009/>, accessed 16 November 2022, pp 8-9.

⁵⁸⁰ Office of the Auditor-General, *Government planning and support for housing on Māori land: Ngā whakatakotoranga kaupapa me te tautoko a te Kāwanatanga ki te hanga whare i runga i te whenua Māori*, Office of the Auditor-General, August 2011, available: <https://oag.parliament.nz/2011/housing-on-maori-land/docs/housing-on-maori-land.pdf>, accessed 9 August 2022, p 30.

⁵⁸¹ Dover Samuels, ‘New Housing, new jobs in Northland’, press release, 4 September 2004, New Zealand Government available: <https://www.beehive.govt.nz>, accessed 19 August 2022, para 7.

⁵⁸² Kay Saville-Smith and Nan Wehipeihana, *An assessment of the Rural Housing Programme 2001-2005/06: A Synthesis of Evaluation Findings*, Centre for Research, Evaluation and Social Assessment for the Housing New Zealand Corporation, March 2007, available: <https://thehub.swa.govt.nz/assets/documents/Rural%20Housing%20Programme,%20A%20synthesis%20of%20evaluation%20findings%20March%202007.pdf>, accessed 16 November 2022, pp 81-82.

5.3.3 Ministry of Housing and Urban Development funding

The Ministry of Housing and Urban Development was established in 2018 and oversees several different funds supporting Māori housing supply and capability across Aotearoa. This includes:

- He Taupua Fund, which funds capability-building for Māori organisations wanting to provide kaupapa Māori housing on their whenua;
- He Taupae Fund, which supports land feasibility studies and technical capability-building for Māori organisations to develop their whenua; and
- He Kūkū Ki Te Kāinga, which funds construction or installation of housing on whenua Māori.⁵⁸³

Muriwhenua Māori organisations who have received support through these funds are:

- He Korowai Trust, which received \$200,000 from He Taupua Fund to address Covid-induced homelessness and housing insecurity;
- The Aupōuri Ngāti Kahu Te Rarawa Trust, which received \$80,000 from He Taupua Fund for a feasibility study for the Awanui Housing Project (which aims to construct a mix of 32 'social housing rentals, transitional housing and supported whānau home ownership'); and
- Te Kahu o Taonui, which received \$200,00 from He Kūkū Ki Te Kāinga to fund the deployment of 60 campervans for temporary accommodation during 2020 in Northland.⁵⁸⁴

One of the major programmes supported by Ministry of Housing and Urban Development funding is Housing First, detailed below.

Housing First

Housing First was introduced to Aotearoa in 2014 by the People's Project, a non-government organisation that works towards ending homelessness in Hamilton and Tauranga. A Government-funded trial of the programme was launched in Auckland in 2017 to provide housing and wraparound

⁵⁸³ Ministry of Housing and Urban Development, 'He Taupua Fund', <https://www.hud.govt.nz/our-work/he-taupua-fund/>, accessed 19 August 2022; Ministry of Housing and Urban Development, 'He Taupae Fund', available: <https://www.hud.govt.nz/our-work/he-taupae-fund/>, accessed 19 August 2022; Ministry of Housing and Urban Development, 'He Kūkū Ki Te Kāinga Fund', <https://www.hud.govt.nz/our-work/he-kuku-ki-te-kainga-fund/>, accessed 19 August 2022.

⁵⁸⁴ Ministry of Housing and Urban Development, 'He Taupua Fund', <https://www.hud.govt.nz/our-work/he-taupua-fund/>, accessed 19 August 2022; Ministry of Housing and Urban Development, Te Tūāpapa Kura Kāinga, 'He Kūkū Ki Te Kāinga Fund', <https://www.hud.govt.nz/our-work/he-kuku-ki-te-kainga-fund/>, Ministry of Housing and Urban Development, 2022, accessed 19 August 2022; Nanaia Mahuta, 'Housing (Māori Housing)', 27 May 2020, *New Zealand Parliamentary Debates*, vol 746 p 18005, available: https://www.parliament.nz/resource/en-NZ/HansD_20200527_20200527/d69babef4befde2fd509137228d030191f043d9e, accessed 10 August 2022.

social support to people facing chronic homelessness and living with complex needs. The Ministry of Housing and Urban Development now funds 12 Housing First programmes across Aotearoa. In mid- to late-2020 He Korowai Trust was contracted as a Housing First service provider in Kaitiāia. With 22 clients, He Korowai Trust forms part of a Far North collective of providers, which includes Ngāti Hine Health Trust (based in Kawakawa), Te Hau Ora O Ngāpuhi (based in Kaikohe), and Te Rūnanga o Whaingaroa (based in Whaingaroa).⁵⁸⁵

An evaluation of the Housing First programme in 2022 highlighted the fact that the programme was not co-designed with iwi or Māori. Some providers pointed out that the rollout of the programme still has some way to go in order to align with mātauranga Māori principles and the Ministry of Housing and Urban Development's Te Maihi o te Whare Māori - Māori and Iwi Housing Innovation (often referred to as MAIHI).⁵⁸⁶ Te Maihi is a framework and strategy to put 'Māori at the heart of Aotearoa's housing approach'.⁵⁸⁷

4.3.4 Case study: He Korowai Trust

He Korowai Trust is a non-government organisation based in Kaitiāia, established in 2000 under the stewardship of the late Ricky Houghton. It has successfully accessed funding from all of the major government initiatives detailed above, including the Social Housing Unit, the Ministry of Housing and Urban Development's He Taupua Fund and Housing First, and Te Puni Kōkiri's Māori Housing Network and Te Ara Mauwhare. The Trust has helped over 6,400 people remain in their homes by preventing mortgagee sales of more than 550 homes in the Far North.⁵⁸⁸ It has also secured many new homes and delivered wrap-around social services for youth, those suffering from addiction, and people needing shelter and/or socio-economic support.⁵⁸⁹

⁵⁸⁵ Liz Smith, Lisa Davies, and Maria Marama, *Housing First Evaluation and Rapid Rehousing Review: Phase One Report*, prepared by Litmus for Te Tūāpapa Kura Kāinga Ministry of Housing and Urban Development, 2022, available: <https://www.hud.govt.nz/our-work/housing-first/>, accessed 27 September 2022, pp 6, 35.

⁵⁸⁶ Liz Smith, Lisa Davies, and Maria Marama, *Housing First Evaluation and Rapid Rehousing Review: Phase One Report* prepared by Litmus for Te Tūāpapa Kura Kāinga Ministry of Housing and Urban Development, 2022, available: <https://www.hud.govt.nz/our-work/housing-first/>, accessed 27 September 2022, p 11.

⁵⁸⁷ Ministry of Housing and Urban Development, 'Te maihi o te whare Māori: Our MAIHI approach', Ministry of Housing and Urban Development, 2022, available: <https://www.hud.govt.nz/our-focus/our-maihi-approach/>, accessed 12 October 2022.

⁵⁸⁸ Northland Age, 'Death of Far North icon Ricky Houghton prompts grief, questions over how his life's work for the poor goes on', in *Northland Age*, 20 July 2022, available: <https://www.nzherald.co.nz/northland-age/news/death-of-far-north-icon-ricky-houghton-prompts-grief-questions-over-how-his-lifes-work-for-the-poor-goes-on/6UCZO3EJIBPTYYPCTVFX4MYOM/>, accessed 24 August 2022.

⁵⁸⁹ Charles Waldegrave, Anna Thompson, and Catherine Love, *Research to Identify the Impacts and Opportunities for Māori from recent changes to social housing provision*, Family Centre Social Policy Research Unit for Te Puni Kōkiri, 2013, available: https://familycentre.org.nz/wp-content/uploads/2019/04/TPK_Social_Housing_Provision_for_Maori.pdf, accessed 27 September 2022, p 40.

In 2012, with the \$750,000 funding from the Social Housing Unit, He Korowai Trust embarked on their Whare Ora Project, which by 2019 had relocated over thirty houses to a 50-acre tract of land on the outskirts of central Kaitiāia for use as low-cost Māori housing. In 2020 funding was secured through the Ministry of Business, Innovation and Employment's Kānoa Unit (previously the Provincial Growth Fund), Te Puni Kōkiri, and the Ministry of Housing and Urban Development for the relocation of at least a further twenty-four homes.⁵⁹⁰ The \$1.8 million Kānoa funding was awarded to secure 26 civil works jobs, as well as the employment of ten trade students, six tradespeople and five support staff to refit the relocated houses. When introducing the allocation of this funding to He Korowai Trust, Shane Jones, then Minister for Regional Economic Development, pointed out that '[a]ffordable housing is in short supply and extremely high demand in this region. This project aims to provide warm, dry, quality housing at a price that reflects the incomes of the people who live here.'⁵⁹¹

The Government's funding is supplemented by philanthropic donations and commercial loans. In 2018, Chief Executive Officer Ricky Houghton, who began the Trust by mortgaging his home in Auckland, pointed out the government funding available for these initiatives was limited:

[S]ixty percent of what we do today is not funded. Even my house today is still mortgaged. At the end of the day government has very clear funding criteria, but everything I want to do sits outside that. Everything that I want to do to make a difference for families sits outside what the government requires us to do and that's still the case today.⁵⁹²

Fleur Palmer's 2016 PhD thesis tracked the initial few years of He Korowai Trust's Whare Ora project. Palmer highlights how accessing funding is only the first hoop of many that Māori organisations, such as He Korowai Trust, need to jump through to successfully develop their whenua. Among the barriers encountered by the Trust throughout the Whare Ora project, Palmer identified:

- A 'lethargic consent approval process':
 - While the Far North District Council assured the Trust that they would not require the development to adhere to the designated rules, they subsequently rejected all three of the Trust's proposed plans to deal with the issue of storm water attenuation and sewerage;

⁵⁹⁰ He Korowai Trust, *He Korowai Trust Annual Report 2021*, https://hkt.org.nz/wp-content/uploads/2022/07/HeKorowaiTrust_AnnualReport2021.pdf, accessed 16 August 2022, p 10.

⁵⁹¹ Shane Jones, 'Much-needed investment for Far North communities and infrastructure, press release, New Zealand Government, 27 July 2020, available: <https://www.beehive.govt.nz>, accessed 16 August 2022, paras 13, 14.

⁵⁹² Leonie Hayden, 'Ricky Houghton and the whare that love built', in *Ātea*, 23 June 2018, <https://thespinoff.co.nz/atea/23-06-2018/ricky-houghton-and-the-whare-that-love-built>, accessed 16 August 2022.

- Rooding requirements threatened to fragment the communal nature of the development; and
- Public resistance from neighbours who saw the incursion of social housing for Māori as detrimental to their property values and safety led to lengthy and costly battles for consent in the Environmental Land Court;
- Zoning and consent difficulties:
 - Papakāinga developments are only allowed on land under Māori title. The land purchased for this development was held under general title, which does not allow for mixed-use developments in residentially-zoned areas. This means the development would not be permitted to construct the community facilities associated with a papakāinga. Palmer stated: 'The Far North District Plan makes no provision for a papakāinga development within the residentially zoned parts of Kaitiaki... Papakāinga development is only permitted on ruraly zoned land'. The land therefore had to be transferred to Māori land;
 - Residential housing built on general title land does not require resource consent, whereas papakāinga always do, adding extra costs to a development.
 - Under the Far North District Plan's integrated development rule: 'mixed-use development, industrial and commercial activities are not permitted', meaning Māori cannot develop businesses on the land to make their housing more affordable, unless its farming;
- Issues getting loans for housing:
 - KiwiSaver funds can only be used for housing on general title land, and loans would only be given if the land was divided into smaller blocks.⁵⁹³

After three years of delays, He Korowai Trust was finally in a position to move families into the development. However, at that time they were informed that the act of selling houses would risk their charitable status.⁵⁹⁴ While this threat was circumvented, it does illustrate the extent to which regulations have not been developed with Māori-led housing initiatives in mind and that they, ultimately, have been set up to fail.

This fundamental issue can be illustrated by Te Tai Tokerau Papakāinga Toolkit. Developed by the four regional councils located in Te Tai Tokerau in 2016 to provide information for Māori individuals and

⁵⁹³ Fleur Palmer, 'Building Sustainable Papakāinga to Support Māori Aspirations for Self-determination', PhD Thesis, Auckland University of Technology, 2016, pp 43, 46, 47, 51, 71, 73, 76-79, 143.

⁵⁹⁴ Fleur Palmer, 'Building Sustainable Papakāinga to Support Māori Aspirations for Self-determination', PhD Thesis, Auckland University of Technology, 2016, p 81.

organisations wanting to develop their land, the toolkit, now five years old, contains defunct material.⁵⁹⁵

He Korowai Trust is often used as a case study to illustrate government support for Māori-led housing solutions. It is indeed a success story. This success, however, has come from a perseverance to overcome the challenging and persistent barriers that characterise the Government's regulatory framework. He Korowai Trust appears to be the largest Māori-led organisation working towards improving housing outcomes in the Far North District. It has extensive experience working with government agencies and navigating the regulatory system, something smaller organisations are likely to be less successful with. Furthermore, while the case study details how the Trust has partnered with Crown agencies, it is unclear to what extent this arrangement can be said to constitute a true partnership.

5.4 Conclusion

Funding has been provided to a handful of Māori organisations in the anticipated inquiry district by Te Puni Kōkiri and the Ministry of Housing and Urban Development, most notably to He Korowai Trust, based in Kaitiāia. Investments in Te Tai Tokerau under national housing programmes show a large injection by Te Puni Kōkiri's Māori Housing Network Funds in the region in its first two years (2015-2017), with a significant drop in investment in the following four years (2017-2021).

He Korowai Trust has clearly developed relationships with several government agencies over time, yet there is little evidence to show it has been able to operate in a genuinely equal working relationship with the Crown. It has also not been possible to locate other relationships and/or partnerships between Muriwhenua Māori and Crown entities that seek to address housing issues. The frequent changes of funds, ministries, and portfolios, as well as the lack of consistent and robust reporting of funding prior to 2015, made research in this area difficult. It is likely smaller whānau and community-based organisations with less capacity than He Korowai Trust have encountered similar difficulties in attempting to navigate the housing funding and support landscape. Indeed, this issue was raised in

⁵⁹⁵ Far North District Council, Te Kaunihera o Tai Tokerau ki te Raki, Te Tai Tokerau Papakāinga Toolkit: Māori Housing Toolkit, Far North District Council [not dated], available: <https://www.fndc.govt.nz/Our-services/Maori-development/Tangata-whenua-resources/Te-Tai-Tokerau-Papak%C4%81inga-Toolkit>, accessed 15 November 2022.

several evaluations of Government-run housing initiatives over this period, including the Māori Demonstration Partnership and the Social Housing Unit.⁵⁹⁶

The successes identified in government-funded housing programmes have also been overshadowed by the persistent and, in some measures, worsening housing outcomes for Māori in the area. For Māori living in the anticipated inquiry district between 2002 and 2020, the cost of rent and the proportion of income that goes to rent have risen, and the percentage of people who own their home has decreased. Household crowding has fallen and then risen again to nearly the same level, and between 2015 and 2020 the proportion of Māori on the Far North Housing Register has remained fairly stable, showing only a small decrease over time.

⁵⁹⁶ See Office of the Auditor-General, *Government planning and support for housing on Māori land: Ngā whakatakotoranga kaupapa me te tautoko a te Kāwanatanga ki te hanga whare i runga i te whenua Māori*, Office of the Auditor-General, August 2011, available: <https://oag.parliament.nz/2011/housing-on-maori-land/docs/housing-on-maori-land.pdf>, accessed 9 August 2022; Charles Waldegrave, Anna Thompson, and Catherine Love, *Research to Identify the Impacts and Opportunities for Māori from recent changes to social housing provision*, Family Centre Social Policy Research Unit for Te Puni Kōkiri, 2013, available: https://familycentre.org.nz/wp-content/uploads/2019/04/TPK_Social_Housing_Provision_for_Maori.pdf, accessed 27 September 2022.

6 Conclusion

This report has examined social issues in the Muriwhenua district between 2002 and 2020. It has updated the research undertaken by Dr Dame Evelyn Stokes in 2002, which covered post-1865 claim issues, including social issues.⁵⁹⁷ As directed by the Social Issues Report Commissioning Direction and statements of claim for the Renewed Muriwhenua Inquiry (Wai 45), the report has focused on issues relating to income and employment, government income support, health outcomes, education outcomes, the health of te reo Māori, and housing outcomes. The report has also provided population details including overall size, ethnic makeup, iwi affiliations, and age structure. This overview of the anticipated inquiry district's population provides some essential context for this report.

It is difficult to directly compare information gathered for this report to Dr Stokes' 2002 research. The two reports have covered social issues with a different lens and with different levels of detail, in part, because the purposes of the reports were very different. Dr Stokes provided a broad review of available evidence relating to all issues not reported on in the Waitangi Tribunal's 1997 *Muriwhenua Land Report*. Dr Stokes's report was prepared for the purpose of assisting claimants and the Crown in their settlement negotiations taking place at the time.⁵⁹⁸ Social issues comprised a vital, but relatively small, part of this evidence, which drew on comparably limited data to provide a wide-ranging picture of social issues over a large time period (1865-2002).

Dr Stokes did, however, provide a broad picture of socioeconomic disadvantage among Muriwhenua Māori throughout the nineteenth and twentieth centuries, resulting from what she describes as the cumulative impacts of 'many decades and several generations of social deprivation' and 'as many decades and generations of government policies'. This included low employment rates, low incomes, high rates of income support, low educational outcomes, and substandard and overcrowded housing.⁵⁹⁹

Research undertaken for this report provides evidence that shows socioeconomic disadvantage has broadly remained the case into the beginning of the twenty-first century, up to the year 2020. Māori in the anticipated inquiry district have faced disproportionately lower employment rates and incomes,

⁵⁹⁷ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8).

⁵⁹⁸ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8), pp 1-2.

⁵⁹⁹ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8) p 395.

higher rates of negative health indicators, lower education outcomes, and lower access to healthy and secure housing.

6.1 What major attempts have been made by the Crown to specifically address issues of socioeconomic deprivation experienced by Muriwhenua Māori in this period?

Over the period covered in this report the Crown has introduced a range of policies, initiatives, and programmes into Te Tai Tokerau region to address issues relating to income and employment, health outcomes, education outcomes, the health of te reo Māori, and housing outcomes. It has been challenging to track Crown attempts to improve social outcomes for Muriwhenua Māori, particularly for the earlier years covered in this report. On the one hand, there has been consistent acknowledgement by the Crown of the need to address social issues in Te Tai Tokerau during the period. Crown investments in the area do appear to have accelerated from the mid-2010s. On the other hand, research undertaken in the preparation of this report has identified a high turnover of initiatives and programmes, many of which come and go over a short period of time. This suggests an inclination to introduce new initiatives over tweaking or improving existing ones. Sometimes programmes, funds, or other initiatives disappear from public documents without any record of what happened to them.

A lack of consistent and robust reporting has accentuated the challenges in tracking Crown initiatives and investments in the region. On occasion, government agencies themselves have been unable to locate this information when requested. The result is that it is difficult to obtain a clear picture of the major attempts of the Crown to engage with Muriwhenua Māori in relation to socioeconomic deprivation during this period. As noted, the initiatives and programmes the Crown has introduced have been subject to high turnover and change. The result is a lack of consistency in how programmes are delivered and how success is measured. It is therefore difficult to consider and demonstrate the long-term outcomes of initiatives, particularly when they are only evaluated once over a short period, or not at all.

In turn, it is likely that these programmes and funding sources will be equally difficult to keep track of for users seeking to engage with these programmes. It is also likely that changes to the delivery and funding of programmes and initiatives over time result in a loss of knowledge among providers that would usually be gained from long-term experience, relationship building, and staff retention.

Evidence also shows that government funding sources can be difficult for applicants to navigate and often require them to work through various bureaucratic hurdles. Records show it is often the same larger organisations that access funding, such as He Korowai Trust for housing, which itself has faced many difficulties meeting the funding and resource consent requirements set in place by government. This suggests it would be even harder for smaller Māori-led organisations with less financial capital to do the same.

Te Hiku Social Development and Wellbeing Accord appears to be the only major investment specifically in the Muriwhenua area. After initial commitments to ongoing hui and project outputs, this momentum was not maintained, and it is unclear from records why this was the case. The Accord was 'refreshed' in 2018 and government funding has been set aside from the 2022/2023 financial year, so it remains unclear what the impact of the 'refresh' will be.

6.2 To what extent has the Crown engaged with Muriwhenua Māori in relation to issues of socioeconomic deprivation during this period?

It has been difficult to determine the extent to which the Crown has engaged with Muriwhenua Māori on these issues over the time period. Evaluations show themes of patchy engagement with Māori and a lack of sustained relationships over time between Crown and local Māori groups, which has likely been heightened by the high turnover and modification of programmes.

Government records often state that government agencies engaged with 'Māori' or 'iwi' in the preparation or delivery of an initiative, but the records tend not to provide any further details on who they specifically engaged with, nor the extent to which 'Māori' or 'iwi' were involved in the planning and rollout of programmes. Sometimes government records simply mention the involvement of 'stakeholders' and it is unclear whether this includes local Māori representatives. Some evaluations and audits of programmes also point to tensions in approaches and desired outcomes between Crown and local Māori groups.⁶⁰⁰ He Korowai Trust, for example, has clearly developed stable relationships with several government agencies, and on the surface could present a story of success. However, there is little evidence to show it has been able to operate in an equal relationship with the Crown to design, develop, and implement housing solutions in the district.

As mentioned above, the 2013 Te Hiku Social Development and Wellbeing Accord appears to be the only major Crown-Māori partnership with Muriwhenua iwi developed during this period. However,

⁶⁰⁰ This aspect may be supplemented by evidence from claimants in this inquiry.

following initial commitments to ongoing hui and project outputs at the time of its introduction, this momentum was not maintained, and it is unclear what the impacts of this will be.⁶⁰¹

It is likely further details on how the Crown has engaged with Muriwhenua Māori to address social issues will be addressed through claimant evidence provided to the Renewed Muriwhenua Inquiry Panel. Claimants may be better placed to provide details on the extent to which they felt they have been treated and respected as equals to participate in the design and delivery of solutions to social issues.

6.3 Have there been changes in outcomes for Muriwhenua Māori in this period? If there have been, to what extent might relevant Crown policies or initiatives have contributed to such changes?

It is difficult to determine the impact Crown policies, initiatives, and investments have had on Muriwhenua Māori, in part due to a lack of robust reporting and data. Another impact of the high turnover of programmes is that many have not run long enough to have had an assessment of their long-term impacts or potential benefits. Evaluations that have been undertaken tend to cover short time periods, and some programmes do not appear to have been evaluated at all. Where successes have been identified through evaluations, these have tended to lack supporting quantitative data. As the social outcomes data provided in this report demonstrates, many successes have been overshadowed by continued overwhelmingly negative statistics. The lack of robust data on the outcome and impacts of Crown policies, initiatives, and investments would indicate that there is a need for more robust, localised data collection, particularly in the area of health.

Chapters 2 to 5 of this report outlined data on social outcomes for Muriwhenua Māori between 2002 and 2020, mostly derived from customised New Zealand Census data for the years 2006, 2013, and 2018. Broadly, the data show that in comparison to non-Māori in the inquiry data area, the national Māori population, and the national non-Māori population, Māori in the inquiry data area have experienced:

- Higher rates of unemployment;
- Lower incomes;
- A higher proportion of people receiving income support;

⁶⁰¹ Ministry of Social Development, 'Te Hiku Social Development and Wellbeing Accord', Ministry of Social Development, <https://www.msd.govt.nz/about-msd-and-our-work/work-programmes/community/te-hiku-social-development-and-wellbeing-accord.html>, accessed 6 September 2022, para 4.

- Higher socioeconomic disadvantage as measured by the NZ Index of Deprivation;⁶⁰²
- A significantly lower life expectancy;
- Higher rates of disability among those aged 25 years and over;
- Higher rates of regular smokers;
- Lower rates of New Zealand Qualification Framework qualifications (including achieving level 3 or 4 at secondary school and achieving a bachelor's level degree);
- A decline in kōhanga reo enrolments;
- A decline in those able to speak te reo Māori;
- Higher rates of household crowding; and
- Accesses to fewer basic amenities in the home (such as safe electricity and drinking water).

When compared to non-Māori living in the inquiry data area and across Aotearoa, Māori living in the inquiry data area have also experienced lower rates of home ownership and spend a higher proportion of their income on rent. Where data is not available for the anticipated inquiry district, data for the Far North District and Te Tai Tokerau also shows Māori make up a significantly higher proportion of those waiting to be housed in state housing and have experienced significantly higher rates of acute rheumatic fever.⁶⁰³

For some of these indicators, outcomes have actually worsened over the period analysed, particularly for those relating to economic and housing outcomes (see **Chapters 2 and 5**). Between 2006 and 2018, unemployment rose among Māori in the data inquiry area, the income gap grew between Māori living in the inquiry data area (the lowest earning group) and the national non-Māori population (the highest earning group), the proportion of Māori living in the inquiry data area receiving income support increased, the average socioeconomic deprivation rating remained stable while it decreased for the other comparison groups, and the proportion of people who own their own home decreased.

These statistics overshadow the limited improvements observed in the same data, which were mostly seen in the area of education (see **Chapter 4**). The data show improvements for wāhine Māori in the inquiry data area in education outcomes to the extent they have, in recent years, achieved NZQF level 3 or 4 at secondary school at levels above non-Māori women and men in the inquiry data area. Enrolment in Māori-medium primary and secondary schooling has also increased between 2002 and 2020 in the Far North District, and Kura Kaupapa in the Far North, including in Te Hiku area, have

⁶⁰² For mean deprivation ratings. Median ratings show a slightly different relationship between Māori and non-Māori in the inquiry data area, as outlined in Chapter 2.

⁶⁰³ As recorded in the New Zealand Housing Register, see Chapter 5.

reported achievement successes among their students, some of which are higher than national averages.⁶⁰⁴

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⁶⁰⁴ Te Hiku Development Trust, *Te Hiku Well Being Report, Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: https://irp.cdn-website.com/f44d7a17/files/uploaded/e-copy_-_te_hiku_wellbeing_report.pdf, accessed 4 August 2022, pp 44, 49.

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Appendix A: Commissioning direction and extension

OFFICIAL

Wai 45, #2.883

IN THE WAITANGI TRIBUNAL

Wai 45

CONCERNING

the Treaty of Waitangi Act 1975

AND

the Renewed Muriwhenua Land Inquiry

**MEMORANDUM-DIRECTIONS TO COMMISSION RESEARCH INTO
SOCIAL ISSUES**

5 August 2022


1. Pursuant to clause 5A of the second schedule of the Treaty of Waitangi Act 1975, the Tribunal commissions Brittany Whiley, Senior Research Analyst at the Waitangi Tribunal, to prepare a report on social issues specific to the Muriwhenua district, for the Renewed Muriwhenua Land Inquiry.
2. The researcher should focus on providing an examination of social issues in the Muriwhenua district between 2002 and 2020. In doing so this report will provide a comparison with the information reported on by the research of Dr Evelyn Stokes in *The Muriwhenua Lands Claims Post 1865* (Wai 45, #R8).
3. The researcher should provide a specific examination of socio-demographic data for Māori in the Muriwhenua district, using the following variables:
 - (a) population, including overall size, ethnicity, and age structure;
 - (b) income;
 - (c) employment;
 - (d) welfare support from the state, including income support;
 - (e) housing;
 - (f) health outcomes; and
 - (g) education outcomes.

The report should identify trends and material changes over the period between 2002 and 2020.

4. In addition, as far as possible, the report should also consider:
 - (a) What major attempts have been made by the Crown to specifically address issues of socioeconomic deprivation experienced by Muriwhenua Māori in this period?
 - (b) To what extent has the Crown engaged with Muriwhenua Māori in relation to issues of socioeconomic deprivation during this period?
 - (c) Have there been changes in outcomes for Muriwhenua Māori in this period? If there have been, to what extent might relevant Crown policies or initiatives have contributed to such changes?
5. The completed report draft will be made available to parties for feedback by 16 September 2022 to be followed by quality assurance and final revision with the final report filed by 25 November 2022. An electronic copy of the report and supporting documentation should be submitted to the Registrar in Word or PDF file format.
6. The report may be received as evidence and the author may be cross-examined on it.
7. The Registrar is to send copies of this direction to:
 - (a) Brittany Whiley

- (b) Claimant counsel, Crown counsel, and unrepresented claimants in the Renewed Muriwhenua Land Inquiry
- (c) Chief Historian, Waitangi Tribunal Unit
- (d) Principal Research Analysts, Waitangi Tribunal Unit
- (e) Manager Research Services, Waitangi Tribunal Unit
- (f) Manager Inquiry Facilitation, Waitangi Tribunal Unit
- (g) Principal Inquiry Facilitators, Waitangi Tribunal Unit
- (h) Solicitor General, Crown Law Office
- (i) Director, Te Kāhui Whakatau (Treaty Settlements), Te Arawhiti
- (j) Chief Executive, Crown Forestry Rental Trust; and
- (k) Chief Executive, Te Puni Kōkiri.

DATED at Wellington this 5th day of August 2022



Judge C Wainwright
Presiding Officer

WAITANGI TRIBUNAL

OFFICIAL

Wai 45, #2.885

IN THE WAITANGI TRIBUNAL

Wai 45

CONCERNING

the Treaty of Waitangi Act 1975

AND

applications to the Renewed
Muriwhenua Land Tribunal for
binding recommendations

**MEMORANDUM-DIRECTIONS OF JUDGE C WAINWRIGHT GRANTING
EXTENSION FOR COMMISSIONED RESEARCH**

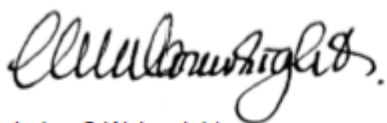
9 September 2022

1. On 5 August 2022, Brittany Whiley, Senior Research Analyst at the Waitangi Tribunal, was commissioned to prepare a report on social issues specific to the Muriwhenua district, for the Renewed Muriwhenua Land Inquiry. I confirmed that a draft report would be circulated to parties on 16 September 2022 and that the final report would be filed on 25 November 2022 (Wai 45, #2.883).
2. I am advised that due to unforeseen circumstances, Ms Whiley seeks an extension of two months in relation to both the draft and the final reports.
3. I have considered this request and have decided to extend the commission accordingly.
4. A completed draft of the report will now be made available to parties for feedback by **25 November 2022**. Further, the commission will now end on **24 February 2023**, at which time an electronic copy of the report and supporting documentation should be submitted to the Registrar in Word or PDF file format.

The Registrar is to send this direction to:

- (a) Brittany Whiley
- (b) Claimant counsel, Crown counsel, and unrepresented claimants in the Renewed
- (c) Chief Historian, Waitangi Tribunal Unit
- (d) Principal Research Analysts, Waitangi Tribunal Unit
- (e) Manager Research Services, Waitangi Tribunal Unit
- (f) Manager Inquiry Facilitation, Waitangi Tribunal Unit
- (g) Principal Inquiry Facilitators, Waitangi Tribunal Unit
- (h) Solicitor General, Crown Law Office
- (i) Director, Te Kāhui Wakatau (Treaty Settlements), Te Arawhiti
- (j) Chief Executive, Crown Forestry Rental Trust; and
- (k) Chief Executive, Te Puni Kōkiri.

DATED at Wellington this 9th day of September 2022



Judge C Wainwright
Presiding Officer

WAITANGI TRIBUNAL

Appendix B: Summary of relevant claims

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
Wai 22	The Muriwhenua Fisheries and SOE claim	claims by the Honourable Matiu Rata on behalf of himself and of the members of the Ngati Kuri Tribe; Wiki Karena on behalf of himself and the members of the Te Aupouri Tribe; Simon Snowden on behalf of himself and of the Te Rarawa Tribe: Reverend Maori Marsden on behalf of himself and on behalf of the Ngai Takoto Tribe and by MacCully Matiu on behalf of himself and on behalf of the Ngati Kahu Tribe; also being on behalf of the following groups of Maoris namely Muriwhenua	<ul style="list-style-type: none"> • Social dislocation occurred as a consequence of legislation and Government policies, including measures dealing with unemployment and loss of mana • Compensation thus required by way of policies, practices and funding appropriate to restore the mana of the iwi, the education and training of iwi members

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
		<p>Incorporation, the Aupouri Trust Board, the Ngati Kahu Trust Board, the Parengarenga BC3 Trust, the Runanga o Muriwhenua Incorporation, the Te Rarawa Tribal Executive, the Ngai Takoto Tribal Executive and Murimotu II Trust.</p>	
Wai 58	The Whangaroa Lands and Fisheries claim	<p>Patricia Jane Tauroa and the late Nuki Aldridge on behalf of Ngā Hapū o Whangaroa</p>	<ul style="list-style-type: none"> • Social dislocation occurred as a consequence of legislation and Government policies, including measures dealing with unemployment and loss of mana • Compensation thus required by way of policies, practices and funding appropriate to restore the mana of the iwi, the education and training of iwi members • The Crown had the responsibility to ensure that Whangaroa were provided with the same economic development and sustainability opportunities as British citizens • The disruption of having to attend frequent and protracted Land Court sittings, often held in towns far away, exacerbated existing economic precariousness of the Northern Māori as a result of their heavy reliance on extractive and finite industries • The lands, rivers, streams, lakes and other resources were an important source of food and economic activity, and were important for cultural, social and spiritual purposes; the Crown

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<p>expropriated the claimants' property rights in their rivers, streams, lakes and other water resources without consultation and without the claimants' consent.</p> <ul style="list-style-type: none"> • Increasingly young demographic profile of Māori population increases the dependency burden within Māori communities; Governments have insisted that land development was the required policy for rural Māori; land loss and lack of secure sources of funding makes raising capital for development difficult; the other key policy of the government involved urban migration • Nineteenth-century planning regulations, (including the Town and Country Planning Act 1953) restricted uses and activities carried out on Māori land and made it difficult for Māori to develop their land or create papakāinga housing • Rural Māori land characterised by small farm sizes, lack of access to resources to improve land, lack of access to amenities and services • No serious consideration of Governments in nineteenth-century given to establishment of local industries in Northland to meet existing and future employment needs of growing Māori population • Claimants are no longer able to collect Native herbs which are used as traditional remedies • It is the Claimants' position that their personal wellbeing and welfare (and that of whānau and hapū) are interests that the Crown is obliged by Te Tiriti to actively protect, including the mana of wāhine • Māori women more likely to suffer worse education (effect of devaluing te reo Māori, Māori history and Whangaroa wāhine knowledge), housing, employment, health (effect from a loss of customary practices, such as rongoā, and imposition of Tohunga Suppression Act and nuclear family structure), and economic outcomes

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • stigma of 'illegitimate' pregnancies (often fathered by Pākehā men) has also resulted in poor socio-economic outcomes for wāhine Māori • Through policies and practices of colonisation Crown has contributed to violence experienced by Whangaroa wāhine; deprivation and lack of opportunities facing Whangaroa a huge factor in rise of domestic violence against wāhine and drug and alcohol use; Crown policy hasn't appropriately addressed this violence • partnership grounded in Te Tiriti crucial for co-designing policy for justice system, as the system has significant impacts on other aspects of Māori lives, such as employment, disability, housing, family, education, community, business
Wai 295	The Kohumaru Station claim	Tarewa Rota for himself and the Mangahoutoa Trust, Te Ururoa Trust, and Te Uri o Te Aho and Te Tahawai hapū	<ul style="list-style-type: none"> • Crown asserts Māori land Development Schemes meant to assist and support Maori in holding and using their land profitably; schemes however were not developed in consultation with claimants, and failed to enable and resource culturally-appropriate land development, while incurring debt and encouraging sale of Māori land • As a result of the Crown's actions and omissions, claimants have suffered loss of land and attendant spiritual, cultural, emotional and economic benefits; destruction of economic base, social patterns and traditional leadership; interference in the proper economic utilisation and development of their land and resources
Wai 320	The Kohumaru Station claim	Muriwai Tukariri Popata on behalf of herself and the trustees of Kenana Te Ranginui Marae Trust	<ul style="list-style-type: none"> • Crown delivery of vital health services during the 19th and early 20th century was inadequate • Delivery of educational services was largely non-existent • Crown pursued assimilation policies resulting in a near extinction of Matarahurahu language and culture by prohibiting Māori language in schools • Crown policy actively encouraged Māori students to undertake non-academic study which exacerbated existing disparities

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Inadequate economic base ensured that it would always be difficult for Māori to recover from their poor economic position
Wai 375	The Whakarara Mountain claim	Anaru Kira on behalf of the Whakarara Māori Committee, who represents the Māori people of Takou Bay, Matauri Bay, Tengaere Bay, Wainui Bay and Mahinepua Bay	<ul style="list-style-type: none"> • Crown owes a duty to protect, preserve and promote the economic position of Māori • Implementation of policies (such as pepper potting) that divided Māori communities and affect Māori ability to access adequate housing, resulting in worse health outcomes and lower life expectancy • Failure to implement policies that enable Maori to continue living in traditional housing structures such as papakāinga, or to access adequate housing
Wai 736	The Pikaahu Hapu Lands, Forests, and Resources claim	Riana Pai on behalf of herself, her whanau and Pikaahu hapu	<ul style="list-style-type: none"> • Crown delivery of vital health services during the 19th and early 20th centuries was inadequate • Delivery of educational services was largely non-existent • Crown pursued assimilation policies resulting in a failure to actively protect te reo Māori. This led to the near extinction of Pikaahu language and culture specifically through the assimilation of tamariki Māori in European schooling • Crown policy actively encouraged Māori students to undertake non-academic study which exacerbated existing disparities • Inadequate economic base ensured that it would always be difficult for Māori to recover from their poor economic position • Many Pikaahu people have been forced to move away from their ancestral lands • The Crown has failed to provide adequate employment initiatives

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
Wai 1176	Te Paatu Land and Resources claim	Te Karaka Karaka on behalf of himself, his whanau, the direct decedents of Te Karaka and on behalf of the autonomous hapū/tribe Te Patu (Te Paatu)	<ul style="list-style-type: none"> • Crown's failure/refusal to <ul style="list-style-type: none"> ○ provide appropriate health services and education to bring Te Patu (Te Paatu) into parity with NZ health and education outcome averages; ○ adequately consult on issues concerning Te Patu (Te Paatu) ○ ensure the hapū's interests could withstand the rapidly changing structural, political and economic environment that the introduction of settlers caused ○ ensure access to Māori healthcare professionals and provision of funding and resources for Te Patu (Te Paatu) to develop their own culturally appropriate healthcare models ○ rectify detrimental impacts on the claimants' socio-economic status and disproportionate social outcomes (income, employment, conviction, addiction, single parenthood and marital breakdown rates), including outcomes related to their health status • Crown-centric health programmes undermine tino rangatiratanga: <ul style="list-style-type: none"> ○ programmes for Māori are slow, under resourced; ○ Māori experience higher mortality and hospitalisation rates that are avoidable; ○ 1 in 5 Auckland/Northland hospitals are not fit for purpose; ○ health system is reactive; ○ Northland has one of the highest rates of disability yet inadequate culturally-responsive support provided by the Crown and insufficient collection of data specific to Māori with disabilities

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Failure to enact effective legislation and policy to address intergenerational Māori health issues and disparities in Northland, including mental health, alcohol, substance abuse and addictions; legislation and policies (including the Health and Services Act) do not recognise Te Tiriti Principles/Tikanga Māori or provide adequate participation for Māori and have instead had a detrimental effect on claimants and Māori health • Northland DHB has lower tertiary-level education outcomes compared to the NZ population (for example proportion of university graduates (10.8%) compared to the NZ population (14.2%)) • Northland’s population has lower income and employment rates compared to the NZ population, and Māori unemployment rate is twice the NZ rate
Wai 1259	Taepa Kiwa – Te Uri o Te Aho Claim	Pairama Tahere on behalf of the descendants of Taepa Kiwa and Te Uri o Te Aho Hapu	<ul style="list-style-type: none"> • The Crown undermined tino rangatiratanga by destabilising the social structure and exposing Te Uri o Te Aho to exploitation • Embargo imposed during Northern war meant hapū trade with foreign vessels ended, they lost revenue, their economy suffered and they became indebted to local food merchants, had to sell land to repay debt • Crown’s policies, practices, legislation has led to breakdown of Māori culture, by undermining tikanga and causing disintegration of Māori cultural beliefs • Crown’s system of land purchase did not take into consideration the need for Māori to retain sufficient land for present and future needs • Land loss through Crown’s policy of colonisation, has undermined claimants’ principal economic base; resultant deprivation has meant claimants struggle to feed and house families, and disconnection as hapū members have to leave ancestral land for work • Colonisation has led to claimants’ loss of language and cultural practices

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
Wai 1538	The Ihutai Hapu claim	Pairama Tahere, Helen Lyall, Ellen Toki and Whitu Aroa	<ul style="list-style-type: none"> • Claimants suffered economic marginalisation, as well as loss of social structures, support mechanisms, language, spiritual beliefs, and knowledge of tikanga Māori due to assimilation policies • Land loss from 1865 forced Te Ihutai to leave ancestral land in search of work; this led to social dislocation, physically demanding work that led to health issues, overcrowded housing in cities, deprivation and starvation • Government policy set low educational aspirations for Māori, thus limiting career options; subsequent alcohol and tobacco abuse affected health and relationships
Wai 1541	The Descendents of Hinewhare Claim	Louisa Te Matekino Collier and Frederick Collier Junior, on behalf of themselves, and on behalf of Ruiha aka Hinewhare and her descendants Hinewhare and her descendants; Lucy Dargaville and Rihari Dargaville on behalf of themselves and the descendants of Hinewhare; Amelia Waetford on behalf of the descendants of Wiremu Pou	<ul style="list-style-type: none"> • Imposition of laws by Crown forced Māori to abandon social structures and ways of living, resulted in widespread social, cultural, health and economic devastation for claimants • Crown breaches of Te Tiriti have diminished claimants' customary proprietary rights in their takutai moana and mana and tino rangatiratanga over their peoples, lands and taonga, causing economic, social and cultural harm • Land dispossession and migration led to severe housing deprivation, detrimental economic and health outcomes, disparity between Māori and Pākehā in home ownership and homelessness statistics, and loss of ability to generate inter-generational wealth • Māori have a greater reliance on State housing and constitute a disproportionate number of the renting population – consequences for health, economic welfare and education • Housing and homelessness policies are insufficient. In particular, the Aotearoa NZ Housing Action Plan (2020) policy continues to breach Te Tiriti • Failure to actively protect the tino rangatiratanga of wāhine (claimants and forebears) and their rights to health, social and economic status

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Historical Government housing programmes forced claimants to abandon their holistic housing systems and assimilate into urban communities, severing cultural connection to whenua • National housing service delivery to Māori over-regulates, and imposes rates on, housing on Māori land and communal buildings, while providing inadequate assistance for Māori to build on their land • Lack of policies and programmes to address housing, and physical and mental health needs of homeless, disproportionate levels of Māori living in over-crowded housing, and low quality of rental properties • Failure of Crown housing policies to reflect mātauranga Māori, provide a minimum standard of housing, or support Māori to build and repair homes (Building Act 1991, and Building Code 1992) • Full responsibility of ensuring health and wellbeing of Māori, and provision of appropriate housing remains with Māori • Failure to recognise Māori women’s economic, political and social status under tikanga Māori • Failure to address poor health, educational, health, employment, and economic outcomes experienced by Māori women, and violence experienced by Māori women and their children • Crown policies and practices failed to enable Māori tino rangatiratanga over tamariki Māori, and its regime of ‘care’ has resulted in severe trauma for tamariki Māori and whānau and over-representation of tamariki Māori in state care • Forced removal of tamariki Māori without consent, section 78 of Oranga Tamariki Act 1989 relating to ‘uplift’ of tamariki Māori has severed connections between tamariki Māori, their whānau, hapū and iwi, and led to poor mental, spiritual and physical wellbeing; compounded by failure to provide tikanga Māori based facilities and support

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
Wai 1662	The Muriwhenua Hapu Collective Claim	Leah Marie Wright on behalf of the Muriwhenua Hapu Collective	<ul style="list-style-type: none"> • Crown failure to allow claimant collective to retain sufficient land and resources upon which to build a future, or exercise tino rangatiratanga over their property, resources and social structures consistent with cultural preferences • Crown failure to protect mahinga kai and natural resources of claimant collective from pollution and depletion • Claimant collective seeks the restoration of the social, cultural, resource and economic base
Wai 1666	The Ngati Hine, Ngati Kawau, Ngati Kawhiti and Ngā Uri o Te Pona (Taniwha) Claim	Ani Taniwha on behalf of herself and Te Uri o Te Pona, Ngati Haiti, Ngati Kawau, Ngati Kawhiti, Ngati Kahu o Roto Whangaroa, Ngāti Tupango, Te Uri o Tutehe, Te Uri Mahoe and Te Uri Tai hapū of Te Tai Tokerau	<ul style="list-style-type: none"> • Legislation, policy and practice has prevented the retention of Ngāpuhi Tūpuna Reo; claimants' mokopuna cannot participate meaningfully in tikanga and cultural practices • Privileging the welfare and benefit of settlers led to loss of claimants' land, economic base, social patterns and traditional leadership • Claimants have been afflicted with poverty, sickness, high mortality and economic marginalisation • Crown has a duty to provide health services that are inclusive of Māori healthcare structures, governance, and decision-making • Government adopted assimilationist health policies to the detriment of Māori, and outdated policies that justified sterilisation, forced removal of children, and medical testing on Māori subjects • Failure to recognise Māori systems of healthcare, provide mental health care for Māori, (often leading to suicide), or eliminate institutional racism in healthcare system • Failure to provide adequate housing (resulting in negative health outcomes for Māori) and options for building healthy papakāinga housing on their tūrangawaewae • Stigmatised and institutionalised Māori who were diagnosed with mental disorders by non-Māori doctors

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Failure to provide mechanisms for claimants to participate in decision-making around healthcare or develop initiatives to give them control over health treatments and outcomes • This has led to poor health outcomes for Māori; Māori die younger than other New Zealanders; higher incidence of preventable disease, cultural decay, stigmatisation and loss of mana suffered by claimants’ ancestors; claimants disempowered • Claimants and ancestors denied healthy housing in safe communities, have suffered negative health outcomes as a result • These failures affect wāhine Māori in particular; Te Tai Tokerau wāhine have suffered irreversible prejudice, including violence and adverse mental health, as a result of the Crown’s failure to protect the mana of wāhine of Te Tai Tokerau • Failure to provide for role of Māori women in the management of economic, educational, social and health service delivery in Te Tai Tokerau • Wāhine Māori experience disproportionate unemployment, under-achievement in the education system, pay disparity and over-representation in the welfare system and as victims of violence • Lack of recognition and respect for Māori women’s economic, political and social status under Tikanga Māori • Destruction of political and social structures which protected the status of Māori women as critical leaders, thinkers, strategists and decision makers of their whānau and hapū • Crown’s failure to address economic, social, political, psychological, emotional, spiritual physical and sexual violence against Māori women and children • Disproportionate representation of Māori women in the criminal justice system • Housing and homelessness policies are insufficient. In particular, the Aotearoa NZ Housing Action Plan (2020) policy continues to breach Te Tiriti

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
Wai 1670	The Descendants of the Te Uri o Ratima claim	Ricky Martin Houghton on behalf of Te Paatu and Te Uri o Ratima	<ul style="list-style-type: none"> • Failure to provide appropriate health services and education to bring Te Patu (Te Paatu) into parity with NZ health and education outcome averages • Failure to enable Te Patu (Te Paatu) to avoid disproportionate representation in socially disadvantaged groups such as income, employment, conviction, addiction, single parents and marital breakdown rates • Failure to adequately consult on issues concerning Te Patu (Te Paatu) • Significant land loss since 1840 has resulted in loss of employment, economic opportunities, urbanisation, poverty and inadequate housing, the imposition of social welfare and health systems subverted Te Paatu's ability to look after its people, and prejudice has damaged social structure: <i>Education and employment:</i> <ul style="list-style-type: none"> • Imposition of education systems that undermined Te Paatu's tikanga and retention of te reo (including Education Ordinance 1847, the Native Schools Act 1858, the Native Schools Act 1867, the Native Schools Amendment Act 1871, the School Attendance Act 1894, the School Attendance Act 1894, and the Native Schools Code 1880) • Lack of development in Northland, comparatively low levels of Māori educational achievement and diminished opportunity to participate in mainstream economy continues high unemployment, low income and related social issues of Māori in Te Paparahi o Te Raki, statistics indicate this is intergenerational • <i>Health:</i> <ul style="list-style-type: none"> • Crown's acts and omissions and inadequate access to healthcare has caused the life expectancy, health and wellbeing of Māori to be significantly worse than that of other New Zealanders

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<p><i>Housing:</i></p> <ul style="list-style-type: none"> • Te Tiriti breaches and stark inequalities compared to Pākehā have resulted in poor housing and associated health outcomes (mental, spiritual and physical) for Māori • Claimants should be empowered economically to determine the standard, form and delivery of housing in their rohe • Inadequate Crown funding and schemes (e.g Kāinga Whenua housing repairs, home loans and infrastructure grants through Kiwibank) has not enabled claimants to develop their lands, build, and invest in good quality housing; where claimants have borrowed money the ability to pay it back is hindered by lack of employment and economic development • When transferring Māori loans to a private company (Westpac/ Home Mortgage Company), the Crown failed to consult Māori and furthered commercial objectives without social welfare ethos; similarly papakāinga schemes were formulated without Māori consultation and do not work in practice • Accommodation support process is fuelling urbanisation, there is inadequate funding for emergency and transitional housing, and a failure to ensure housing has basic amenities such as clean, piped water, electricity and sanitation systems and offers traditional Māori living and customs <p><i>Child welfare:</i></p> <ul style="list-style-type: none"> • Overrepresentation of Māori children in state care; agencies tasked with protecting children and assisting families in need under-resourced

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Policies driven by Pākehā-centric interventionist welfare ideologies stripped Māori children of their cultural identities, alienated their whānau, often separated them from their siblings and removed the support of their wider hapū • No process or policy has been sufficient or appropriate in addressing the abuse of Māori in state care, due to a lack of consultation, failure to address the wider whānau, failure to incorporate tikanga principles and Te Tiriti, and lack of independence • The 2007 cut off for 'historic abuse' claims under the MSD process is prejudicial and alternatives have not been developed in consultation with Māori, do not recognise whānau, and fail to include tikanga and te Tiriti; the 2020 deadline to submit a claim of abuse re-victimises Māori who are not ready to give a voice to that abuse; life-long suffering of Māori children abused in state care has produced prejudices and inter-generational trauma, an inquiry into the abuse of Māori children is necessary
Wai 1673	The Ngati Kawau (Collier and Dargaville) claim	Louisa Te Matekino Collier, Rihari Richard Takuira Dargaville on behalf of themselves and Ngāti Kawau	<ul style="list-style-type: none"> • Crown statute law made provision to protect the welfare of settlers before tūpuna • Crown has failed to protect te reo Māori by implementing the Native Schools Act 1867 and the Education Act 1877 • Crown forced on Māori women cultural, political, social and economic systems which effectively alienated their autonomy over whenua and diminished their way of life • The Crown's actions had a destructive effect on trading and economic base • Wrongful land takings under the Native Land Court incentivised Māori to move away from their ancestral homelands into urban centres, resulting in detrimental economic and health consequences • Urban migration exacerbated the disparity between Māori and Pākehā in homelessness and home ownership statistics

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Land alienation prevented Māori from generating intergenerational wealth leading to severe housing deprivation. These substandard housing conditions led to serious physical and mental health issues • Imposition of Crown policy forced claimants to abandon holistic housing systems resulting in widespread social, cultural, health and economic devastation • Māori constitute a disproportionate number of homelessness, State housing reliance and renting population statistics, which has led to significant consequences for health, economic welfare and education • Lack of recognition and respect for Māori women’s economic, political and social status under Tikanga Māori • Destruction of political and social structures which protected the status of Māori women as critical leaders, thinkers, strategists and decision makers of their whānau and hapū • Crown’s failure to address economic, social, political, psychological, emotional, spiritual physical and sexual violence against Māori women and children • Disproportionate representation of Māori women in the criminal justice system • Below average status of Māori women in education, health, housing, employment and economic statistics • Care for tamariki Māori resides with parents, whānau, iwi and hapū
Wai 1681	The Pukenui Blocks claim	Popi Tahere, Louisa Te Matekino Collier, Arthur Mahanga on behalf of themselves and on behalf of Te Waiariki-Ngāti Korora, Nga Uri o Te	<ul style="list-style-type: none"> • The Crown eroded the claimants’ tupuna economy in the 1840s. The Crown continued despite being aware of the impacts • The fracturing of the Ngā hapū o Ngāpuhi economy and trade alliances was such that to this day they have not recovered

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
		Aho, and Nga Hapū of Ngāpuhi	<ul style="list-style-type: none"> • Land alienation incentivised Māori to move into urban centres. Here, inadequate housing furthered the loss of culture, and gave rise to detrimental economic and health consequences • Early land alienation and dispossession saw Māori stripped of the ability to generate intergenerational wealth achieved through home ownership • Rapid urbanisation of Māori led to severe housing deprivation. Substandard housing conditions led to serious physical and mental health issues for Māori • Imposition of Crown policy forced claimants to abandon holistic housing systems resulting in widespread social, cultural, health and economic devastation • The disparity in homeownership between Pākehā and Māori: Māori are much more likely to suffer from homelessness, State housing reliance, and to constitute a disproportionate number of the renting population. This has led to significant consequences for Māori health, economic welfare, and education • The Crown imposed a regime of “care” for children that has resulted in trauma for tamariki Māori and their whānau, as well as an overrepresentation of tamariki Māori forcibly removed by the state • Concern for removal of tamariki Māori from their mothers, fathers, whānau and hapū; unjustified use of “without notice” applications; severing connections by placing tamariki Māori away from their whānau, hapū and iwi; and the resulting poor mental, physical and spiritual wellbeing of tamariki Māori • The current disproportionate rates of homelessness among Māori is due to the Crown’s breaches, including theft of land, the destruction of social support networks through forced migration, systemic racism and consistent failures to adequately address these matters

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
Wai 1684	The Puru, Torckler and Katene Whanau claim	William Waru Puru, Emma Torckler and Louie Katene on behalf of our whanau whose hapu Te Hoia, Ngati Rangimatamomoe and Ngati. Rangimatakaka are hapu of Ngati Kahu ki Whangaroa and Ngapuhi ki Whangaroa	<ul style="list-style-type: none"> • Access to food sources through illegal sales, land reclamations, and local Government laws has contributed to poor health and social wellbeing of our people • Opportunities for economic growth further prevented by resource management requirements • Government urbanisation directives led to the alienation of current generations from their history, Māori culture and traditional tūrangawaewae
Wai 1832	The Hapu o Te Rohe Potae o Whangaroa (Kingi) claim	Tarewa Kingi and Owen Kingi on behalf of Whangaroa Papa Hapu and Ngati Uru	<ul style="list-style-type: none"> • Crown failure to recognise claimants' social and political structures that were integral to management of their people and possessions • Crown's assumed ownership of the foreshore, seabed, rivers and waterways has excluded claimants from sharing in the cultural and economic activities and sustenance derived from these sources in their rohe

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Failed to protect and provide for health and wellbeing of servicemen, and their whānau, hapū and communities • Claimants have suffered extensive cultural, social and economic loss and ability to freely enjoy proper economic utilisation and development of their lands and resources in accordance with tikanga • Forced relocation from ancestral land, papakāinga, resources and wāhi tapu leading to cultural dislocation and lack of intergenerational wealth • Land tenure and funding system established by Crown and local government prevented claimants from building whare or papakāinga on their whenua, and forced them into substandard housing in urban environments; includes occupation order requirements, European building standards • Crown failed to address rising homelessness among Māori communities; Crown has disallowed Māori from responding to homelessness in accordance with tikanga • Disproportionate number of Māori living in substandard rental accommodation; rise in overcrowding leading to illness and mental health issues • Created a system where renters face stigmatisation and no security of tenure for Māori trying to access state and social housing, which is unobtainable, unsafe and underfunded • Funding for papakāinga development on claimants land: Māori not consulted in development of schemes, very limited prior to 1980, from 1980 low uptake due to prejudicial conditions for Māori; Māori Housing Network underfunded and incapable of improving housing situation for Māori, costs and process obstacles continue to make it prohibitive to develop housing on Māori land • Māori home ownership decreased by a third since 1980s due to urbanisation, unemployment, inability to build housing on their whenua

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Profit-base state housing system conflicts with continuing Treaty duties; Crown has failed to provide sufficient state and social housing that provides healthy living arrangements for whānau • Failure to provide adequate and culturally-appropriate disability services for Māori who suffer earlier onset of disabling and age-related conditions • Failure to provide for claimants’ participation in decision-making regarding disability support services (e.g 9(c) of the Disability Action Plan), or consult with Māori experts in the restructuring of the Ministry of Health • Failure to adequately collect and use disability-related data • Eligibility criteria acts as a barrier to accessing disability services and contribute to health disparities for Māori with lived experience of disability • Disconnect between needs assessors and funding organisers and Māori communities they are servicing; lack of Māori representation in health and disability services; only two members of each District Health Board are required to be Māori, no explicit requirements that any member must be disabled • The New Zealand Health and Disability Act 2000 does not provide a legislative requirement for the implementation of Māori policy and strategies
Wai 1842	The Tauhara, Waiaua and Te Kaitoa Whanau Lands claim	Rev. Pereniki Tauhara on behalf of the descendants of Matiu Tauhara, Terina Kingi Waiaua, Pene Te Kaitoa, and	<ul style="list-style-type: none"> • Crown failure to honour principles of the Treaty led to claimants’ loss of mana, land, property, te reo, taonga, whakapapa and hapū history, as well as exclusion from role as kaitiaki of rohe, awa and moana

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
		The Pātū ki Kauhanga Hapū	
Wai 1843	The Te Aeto Hapu claim	Terence Tauroa on behalf of Te Aeto Hapu, as descendants of Te Puta and Taramainuku	<ul style="list-style-type: none"> • Actions of the Crown and its agents over the use of waterways, including the marine waterways and the foreshore and seabed, have further eroded claimants’ cultural practices and traditional use of these resources, and continue to deny them and descendants their rightful mana; these resources were an important source of food and economic activity, and important for cultural, social and spiritual purposes; Crown didn’t provide for Māori participation in new forms of authority over claimants’ rivers, lakes and water resources • Policies and actions of Crown in relation to control over claimants’ environment have eroded cultural practices and traditional use of Native forest resources; claimants no longer able to collect Native herbs for traditional remedies • Māori left with insufficient land or capital to undertake farm development after Crown-led and supported destruction of timber resources and Native forest • Settler farming practices damaged fisheries, water resources, birding activities and food resources • Since 1840 Crown asserted control over Te Aeto Hapū environment, including food resources, disallowing claimants from supporting themselves within their traditional economy, eroding cultural practices and hampering development of land and resources • Crown failed to provide adequate schooling beyond primary level for Northern Māori; Whangaroa children require educators with cultural knowledge and kōhanga reo and kura kaupapa require financial assistance for future survival • Crown failed to acknowledge Te Aeto Hapū tino rangatiratanga and kaitiakitanga in respect of te reo Māori; exclusion of te reo Māori due to assimilation policy, and official policy of

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<p>corporal punishment for use of te reo Māori in first quarter of twentieth century led to decline in use of te reo Māori, loss of Te Aeto Hapū identity, mātauranga Māori and oral traditions</p> <ul style="list-style-type: none"> • Significant land loss since 1840 resulted in loss of employment and economic opportunities, urbanisation, poverty, and poor housing and health outcomes for claimants • Claimants experience severe disparities in housing and health compared to pākehā due to Crown provision of substandard housing and inadequate funding for land development • Crown has duty to actively protect intangible assets, such as te reo Māori, and wellbeing and welfare of claimants, including provision of adequate and appropriate housing and support for claimants to determine solution to housing issues • Crown required to acknowledge and provide for the economically disadvantaged position that claimants are in due to land loss and lack of employment, and the impact this has on accessing housing • Low level of Māori home ownership due to prejudicial policies and schemes enacted by Crown, and lack of sufficient funding (e.g papkāinga schemes) • Allocation of housing support based on region is prejudicial to Māori, forcing claimants to leave rohe; pepper-potting and assimilation schemes resulted in social disruption and loss of traditional ways of Māori living • Kāinga Whenua housing repairs, home loans and grants through Kiwibank and Māori Housing not working for claimants, lead to Māori losing their homes • Lack of emergency and affordable housing in the North leading to increased homelessness and health issues experienced by Māori

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Failure to consult with Māori over mortgage and papakāinga policy and schemes (e.g Housing Assets Transfer Act 1993) • Crown failure to ensure basic amenities (e.g piped water, electricity, sanitation) provided in Māori housing; use of substandard building materials and lack of incorporation of Māori living customs under Housing Schemes
Wai 1886	The Ngati Tara (Gabel) claim	Robert Gabel for and on behalf of the Ngāti Tara Hapū	<p><i>Housing</i></p> <ul style="list-style-type: none"> • Alienation of Māori land prevented Māori from transferring wealth intergenerationally and resulted in poorer housing outcomes • Māori faced disproportionate discrimination when accessing rental properties in urban areas • Most Māori homes lacked basic amenities/ whiteware (e.g. bath/shower, piped water, hot water, flushable toilets, refrigerators, washing machines) • Western housing models failed to value the social, spiritual, cultural, historical and economic components of Māori housing • Overrepresentation in social housing - In 2017 44% of social housing applicants were Māori, in 2020 49% of the social housing register was Māori (an increase of over 500% in the past 8 years) • Rural Māori likely to not be living in their own home, live in a household without telecommunications access, live in a household without motor vehicle access and more likely to live in household crowding than the non-Māori urban population (according to the 2006 Census) • Māori engage less with government-backed home-ownership assistance programmes than non-Māori; this is attributable to the 'lack of fit' between Māori and mainstream banking services, and difficulty in attaining eligibility requirements for mortgages

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Significant barriers to utilising Māori freehold land (lack of finance, fragmentation, bank refusals to accept Māori freehold land as a security against a loan) • Ineffective policy: the Kāinga Whenua Loan Scheme unaffordable or unavailable to most Māori households • Failure to develop effective quantification and monitoring processes as part of the Homelessness Action Plan means the Crown cannot quantify the magnitude of Māori homelessness or monitor the efficacy of response initiatives • Failure to provide a tikanga compliant response to homelessness has impacted access to services, increased the length of homelessness • Failure to properly consult/engage with Māori on a local, regional and national level to provide appropriate solutions to Māori homelessness and urgent housing needs • Transfer of state housing to non-government social housing providers has not improved housing stock • Māori Housing Strategy introduced in 2014 failed to address over-representation of Māori in housing deprivation statistics; Crown’s monitoring and evaluation of the Māori Housing Strategy is inadequate • Māori iwi have not been provided the resources to provide the necessary Māori housing solutions required • Failure to provide adequate transitional housing <p><i>Education and employment</i></p> <ul style="list-style-type: none"> • Migration of the claimants to cities impacted on the loss of te reo, native speakers on their taumata, alienated their people and disconnected the claimants from their tikanga

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Inadequate funding and support from the Crown for native schools resulted in their closure and educational deprivation for the claimants • Rural Māori underrepresented in school certificate completion statistics compared to the non-Māori urban population • Māori are vulnerable to institutional racism and unconscious bias in the employment market; no legal obligation upon private sector employers to adopt equal employment opportunities policies or to uphold diversity quotas • Claimants subject to pay disparity • Crown has failed to provide adequate educational opportunities for wāhine Māori, resulting in reduced employment and income opportunities; Māori women consistently underperform in education statistics • Policies of colonisation and assimilation have devalued traditional Māori education and corrupted indigenous knowledge • Kōtiro Māori are often perceived by teachers as less intelligent, resulting in being streamed into lower academic classes, resulting in limited employment opportunities and levels of income • The Education Act 1989 avoids establishing Treaty-based rights in education, despite its recognition of Māori having special needs and aspirations in the education sector • Crown policy of not providing sufficient education opportunities in rural areas meant the claimants' tamariki have had to move away to attend school and tertiary education

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<p><i>Health</i></p> <ul style="list-style-type: none"> • Rural Māori population experience higher levels of socio-economic deprivation than non-Māori, thus experience poorer health outcomes; however limited access to transport services in rural areas and under-resourcing hinders access to health services • Failure to adequately consult on health initiatives • Māori face disparities in the forms of fewer referrals, diagnostic tests, effective treatment plans, have shorter consultation times and are prescribed fewer secondary services; interpersonal racism and stereotyping exacerbates access to appropriate healthcare • Underrepresentation of Māori health workers in the health sector; pay inequity experienced by Māori healthcare workers is a barrier to the recruitment and retention of Māori health workers • Health providers in the Far North have little knowledge of tikanga, despite the Māori population being between 30 and 40 percent • Failure to provide tikanga compliant services to address Māori mental ill-health and addiction resulting from the adverse effects of settlement and as a result of urbanisation policies • Poor health outcomes: Māori are overrepresented in smoking, drinking cannabis use, amphetamine use, obesity, stroke, heart failure, psychological stress, asthma, gout, chronic pain and diabetes statistics • Māori women overrepresented in smoking and alcohol statistics, degraded by welfare agencies, experience highest rate of psychological distress among women in New Zealand and have double the rate of suicides per 100,000 people as compared to non-Māori; the Crown has failed to adequately address this

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Subversion of traditional birth methods and tikanga through colonising ideas has caused wāhine Māori to suffer an increase of poor birthing outcomes • Failure of Crown to protect tamariki Māori from ill-health and negative health outcomes such as obesity, behavioural problems, and poor oral health
Wai 1918	The ative Rock Oyster (Lyndon and Collier) claim	Mataroria Lyndon and Louisa Collier	The exploitation of the native rock oyster (tio) meant it has failed to become a viable commodity in its own right
Wai 2000	The Harihona Whanau claim	Chappy Harrison, Raniera Bassett, Robert Gabel, Hone Bassett, Kelvin Piripi, Merv Priestley, and Tina-lee Raiti-Yates, on behalf of the late Donald Raiti, their whanau and Ngāti Tara	<ul style="list-style-type: none"> • Crown failed to provide adequate health support and protection ensuring immunity to the claimants (from foreign sickness) • Failure to acknowledge economic struggle and provide adequate support forcing the claimants' tūpuna to sell land to pay rates • People other than the claimants have received economic benefit from the time land loss occurred until the time of submission (25 August 2008) • Inadequate support to ensure heritage was retained throughout urban drift, this impacted the loss of te reo, loss of native speakers in the claimants' whānau, alienated the claimants and disconnected claimants from their tikanga • Educational deprivation due to economic deprivation • Destruction of the economic base through land individualisation that fragmented interests and resources • Affliction of the claimants with poverty, sickness and high mortality
Wai 2214	The Ngāti Kahu Lands and Resources (Mutu) claim	Margaret Mutu on behalf of herself and Ngāti Kahu	<ul style="list-style-type: none"> • Loss of mana and rangatiratanga and consequential loss of economic, cultural and political autonomy

Appendix C: Data tables

Unless otherwise stated, the following data was sourced from customised New Zealand Census data, provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Population and ethnicity

Population of inquiry data area and Aotearoa, Census 2006, 2013, 2018 (numbers)

	Inquiry data area		Aotearoa	
	Māori	Total	Māori	Total
2006	5,196	12,690	565,329	4,027,947
2013	5,217	12,684	598,602	4,242,048
2018	7,701	14,874	775,836	4,699,755
Change 2006-2018	48% growth	17% growth	37% growth	17% growth

Māori population in inquiry data area and Aotearoa, Census 2006, 2013, 2018 (percentage)

	Inquiry data area	Aotearoa
2006	40.9%	14.0%
2013	41.1%	14.1%
2018	51.8%	16.5%

Ethnic makeup of the inquiry data area and Aotearoa, Census 2018 (percentage)

	Inquiry data area	Aotearoa
European	63.7%	70.2%
Māori	51.8%	16.5%
Pacific peoples	5.6%	8.1%
Asian	3.5%	15.1%
Middle Eastern/Latin American/African	0.4%	1.5%
Other ethnicity	1.3%	1.2%

Note: Individuals can choose more than one ethnicity group so totals will add up to more than 100%.

Inquiry data area population, Census 2006, 2013, and 2018

	Inquiry data area population (number)	Inquiry data area population (percentage of Aotearoa population)
2006	12,690	0.3%
2013	12,684	0.3%
2018	14,847	0.3%

Iwi affiliation

Iwi affiliation (grouped) for inquiry data area, Census 2006, 2013, 2018 (percentage)

Iwi affiliation (grouped)	2006	2013	2018
Te Hiku	53.6%	56.3%	55.8%
Ngāpuhi nui tonu	NA	NA	32.6%
Other	47.7%	46.7%	22.5%
Ngā Hotahota o te Whaitau	14.3%	14.0%	9.5%
Waikato-Tainui	4.4%	4.0%	5.5%
Ngāti Kahungunu	2.0%	1.8%	2.4%
Te Arawa	2.5%	2.0%	2.2%
Ngāi Tahu Whānui	1.4%	1.2%	2.0%
Hauraki	<1%	<1%	<1%
Ngāti Raukawa	<1%	<1%	<1%
Te Atiawa	<1%	<1%	<1%
Ngāti Toarangatira	<1%	<1%	<1%
Tūranganui a Kiwa	<1%	<1%	<1%
Ngāti Tama	<1%	<1%	<1%
Mōkai Pātea	NA	NA	<1%
Rangitāne	<1%	<1%	<1%

Note: Individuals can affiliate with more than one iwi group so the total will add up to more than 100 percent. Ordered according to Census year 2018.

Major iwi affiliations for inquiry data area, Census 2006, 2013, 2018 (percentage)

Iwi affiliation	2006	2013	2018
Ngāpuhi	34.7%	32.9%	31.5%
Te Rarawa	25.6%	27.7%	27.9%
Ngāti Kahu	24.0%	25.7%	22.2%
Ngāti Kurī	12.1%	11.9%	11.8%
Te Aupōuri	14.7%	12.3%	11.3%
Ngāi Takoto	3.9%	5.4%	4.8%
Ngāti Porou	4.5%	4.2%	4.1%
Ngāpuhi ki Whaingaroa-Ngāti Kahu ki Whaingaroa	1.8%	1.9%	3.4%
Waikato	3.3%	3.2%	3.4%
Ngāti Maniapoto	2.5%	3.4%	2.7%
Ngāti Hine (Te Tai Tokerau)	N/A	N/A	1.9%
Ngāti Whātua (not Ōrākei or Kaipara)	N/A	N/A	1.8%
Ngāti Whātua	2.3%	2.9%	N/A
Ngāi Tahu / Kāi Tahu	1.4%	1.1%	1.8%
Te Paatu	N/A	N/A	1.7%
Tūhoe	2.1%	1.9%	1.6%
Tainui, iwi not named	1.0%	<1%	1.5%
Te Arawa, iwi not named	1.6%	1.1%	1.5%
Ngāti Tūwharetoa (ki Taupō)	1.4%	1.0%	1.2%
Te Tai Tokerau/Tāmaki-	1.7%	1.2%	1.1%

makaurau Region, Iwi not named			
Ngāti Awa	1.0%	1.0%	1.0%
Unknown	10.9%	11.6%	9.5%

Notes: Individuals can affiliate with more than one iwi group so the total will add up to more than 100 percent. Iwi not included in this list comprise less than one percent. Ordered according to Census year 2018.

Age structure

Age structure for inquiry data area and Aotearoa, by ethnicity, Census 2018 (percentage)

	Inquiry data area			Aotearoa		
	Māori	Non-Māori	All	Māori	Non-Māori	All
0-9 years	22.2%	7.1%	15.0%	21.8%	11.4%	13.1%
10-19 years	19.8%	7.5%	13.8%	19.5%	11.6%	12.9%
20-29 years	12.7%	7.3%	10.1%	15.7%	13.8%	14.5%
30-39 years	10.3%	8.1%	9.3%	11.7%	13.3%	13.0%
40-49 years	10.4%	12.5%	11.5%	11.4%	13.4%	13.1%
50-59 years	11.6%	16.6%	14.0%	10.2%	13.6%	13.0%
60-69 years	8.2%	21.2%	14.4%	6.2%	11.3%	10.4%
70-79 years	3.2%	13.1%	8.0%	2.7%	7.5%	6.8%
80+ years	1.4%	6.6%	3.8%	0.9%	4.1%	3.6%
Total	100%	100%	100%	100%	100%	100%

Mean (average) age for inquiry data area and Aotearoa, by ethnicity, Census 2006, 2013, 2018

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	27.6	45.4	26.8	38.3
2013	30.4	49.1	28.5	39.9
2018	30.8	50.2	29.4	40.4

Urban and rural living

Population living in an urban area (major, large, medium, or small urban area), Census 2006, 2013, and 2018 (percentage)

	Inquiry data area			Aotearoa		
	Māori	Non-Māori	All	Māori	Non-Māori	All
2006	52.1%	30.9%	42.0%	82.4%	84.0%	83.7%
2013	46.2%	26.1%	37.7%	82.3%	83.9%	83.6%
2018	49.4%	27.5%	38.8%	82.1%	84.3%	84.0%
Change 2006-2018	5% decrease	11% decrease	8% decrease	<1% decrease	<1% increase	<1% increase

Note: All urban areas within the inquiry data area are classified as small urban areas.

Population living in a rural area (settlement or other) (percentage)

	Inquiry data area			Aotearoa		
	Māori	Non-Māori	All	Māori	Non-Māori	All
2006	47.9%	69.1%	59.8%	17.6%	16.0%	16.3%
2013	53.8%	73.8%	62.3%	17.7%	16.1%	16.4%
2018	50.6%	72.5%	61.2%	17.8%	15.7%	16.0%
Change 2006-2018	6% increase	5% increase	2% increase	1% increase	2% decrease	2% decrease

Unemployment

Unemployment in the inquiry data area and in Aotearoa, Census 2006, 2013, and 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	10.1%	2.6%	7.6%	2.9%
2013	13.1%	3.7%	10.4%	4.0%
2018	13.0%	4.0%	8.1%	3.3%
Change 2006-2018	29% increase	54% increase	6% increase	14% increase

Unemployment by age group, Census 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
15-24 years	17.3%	10.6%	12.5%	8.0%
25-34 years	17.9%	6.5%	9.8%	4.0%
35-44 years	13.8%	5.2%	7.3%	3.2%
45-54 years	13.8%	5.4%	6.5%	2.9%
55-64 years	8.6%	4.8%	5.0%	2.6%
65+ years	1.4%	0.4%	1.0%	0.4%
All ages	13.0%	4.0%	8.1%	3.3%

Unemployment by gender in the inquiry data area and Aotearoa, Census 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
Wāhine/women	12.4%	3.7%	8.8%	3.5%
Tāne/men	13.5%	4.2%	7.3%	3.1%
All genders	13.0%	4.0%	8.1%	3.3%

Income

Mean (average) income in the inquiry data area and Aotearoa, Census 2006, 2013, and 2018

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	\$20,600	\$24,300	\$24,800	\$31,700
2013	\$24,900	\$29,100	\$29,400	\$39,000
2018	\$25,900	\$31,900	\$33,300	\$44,100
Change 2006-2018	26% increase	31% increase	34% increase	39% increase

Median (middle) income in the inquiry data area and Aotearoa, Census 2006, 2013, and 2018

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	\$16,800	\$18,400	\$20,900	\$25,000
2013	\$18,900	\$21,400	\$22,500	\$29,400
2018	\$19,200	\$22,800	\$24,300	\$33,300
Change 2006-2018	14% increase	24% increase	16% increase	33% increase

Income distribution in the inquiry data area and Aotearoa, Census 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
\$5,000 or less	16.0%	9.9%	15.7%	12.5%
\$5,001-\$10,000	7.1%	4.5%	6.1%	4.5%
\$10,001-\$20,000	29.3%	28.3%	21.2%	16.2%
\$20,001-\$30,000	17.0%	19.9%	14.1%	13.6%
\$30,001-\$50,000	17.0%	18.7%	20.3%	20.2%
\$50,001-\$70,000	8.3%	10.4%	12.4%	14.7%
\$70,001 or more	5.3%	8.4%	10.2%	18.3%
Total	100%	100%	100%	100%

Mean (average) income in the inquiry data area and Aotearoa by age, Census 2018

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
15-24 years	\$11,900	\$15,600	\$15,000	\$16,000
25-34 years	\$26,000	\$35,500	\$34,900	\$44,500
35-44 years	\$33,000	\$41,500	\$44,300	\$57,700
45-54 years	\$33,700	\$38,700	\$45,400	\$61,300
55-64 years	\$31,400	\$34,300	\$40,700	\$53,700
65+ years	\$25,900	\$26,900	\$29,100	\$32,800
All ages	\$25,900	\$31,900	\$33,300	\$44,100

Mean (average) income in the inquiry data area and Aotearoa by gender, Census 2018

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
Wāhine/women	\$24,500	\$28,200	\$29,000	\$35,800
Tāne/men	\$27,600	\$35,400	\$37,900	\$52,800
All genders	\$25,900	\$31,900	\$33,300	\$44,100

Income support

People receiving one or more sources of income support in the inquiry data area and Aotearoa, Census 2006, 2013, and 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	36.6%	17.2%	30.0%	13.3%
2013	38.1%	17.0%	31.5%	14.1%
2018	39.8%	16.2%	29.9%	11.9%
Change 2006-2018	9% increase	6% decrease	0% change	11% decrease

People receiving one or more sources of income support in the inquiry data area and Aotearoa, by age, Census 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
15-24 years	37.4%	23.8%	29.1%	19.5%
25-34 years	55.8%	25.6%	40.7%	15.7%
35-44 years	45.1%	23.3%	33.1%	13.0%
45-54 years	45.4%	24.3%	29.3%	10.9%
55-64 years	40.8%	21.9%	28.6%	11.4%
65+ years	6.6%	2.4%	5.4%	3.4%
All ages	39.8%	16.2%	29.9%	11.9%

People receiving one or more sources of income support in the inquiry data area and Aotearoa, by gender, Census 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
Wāhine/women	44.7%	17.1%	35.4%	14.0%
Tāne/men	34.0%	15.3%	24.1%	9.6%
All genders	39.8%	16.2%	29.9%	11.9%

New Zealand Index of Deprivation

Mean (average) New Zealand Index of Deprivation rating (NZDep2018) in the inquiry data area and Aotearoa, Census 2006, 2013, and 2018

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	9.3	8.8	7.4	5.5
2013	9.2	8.7	7.2	5.3
2018	9.3	8.7	7.0	5.2

Median (middle) New Zealand Index of Deprivation rating (NZDep2018) in the inquiry data area and Aotearoa, Census 2006, 2013, and 2018

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	10	8.5	8.0	5.0
2013	9.0	9.5	7.5	5.0
2018	9.5	9.5	8.0	5.5

Proportion of individuals living in each New Zealand Index of Deprivation rating (NZDep2018), Census 2018 (percentage)

Deprivation Index rating	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
1	0%	0%	4.4%	11.2%
2	0%	0%	4.9%	11.1%
3	0%	0%	5.6%	10.9%
4	0%	0%	6.3%	10.7%
5	0%	0%	7.0%	10.5%
6	3.6%	9.1%	8.4%	10.3%
7	3.0%	6.9%	10.3%	9.9%
8	11.0%	19.1%	12.3%	9.5%
9	27.9%	33.4%	16.0%	8.8%
10	54.5%	31.6%	24.7%	7.2%
Total	100%	100%	100%	100%

Life expectancy

Life expectancy at birth in the data inquiry area and Aotearoa (years), Census 2006, 2013, 2018

	Data inquiry area				Aotearoa			
	Māori		Non-Māori		Māori		Non-Māori	
	Wāhine	Tāne	Women	Men	Wāhine	Tāne	Women	Men
2006	73.0	68.0	84.1	80.1	75.1	70.4	83.0	79.0
2013	74.4	69.9	82.9	78.8	77.1	73.0	83.9	80.3
2018	74.2	70.1	83.3	79.2	77.1	73.4	84.4	80.9
Change 2006- 2018	+ 1.2	+ 2.1	- 0.8	- 0.9	+ 2.0	+ 3.0	+ 1.4	+ 1.9

Note: Figures are the median (middle) figures over three years i.e., 2006 represents the median for 2005-2007, 2013 represents the median for 2012-2014, and 2018 represents the median for 2017-2019.

Difference between Māori and non-Māori in life expectancy at birth (years), Census 2006, 2013, 2018

	Inquiry data area		Aotearoa	
	Wāhine Māori/non-Māori women	Tāne Māori/non- Māori men	Wāhine Māori/non-Māori women	Tāne Māori/non- Māori men
2006	11.1	12.1	7.9	8.6
2013	8.5	8.9	6.8	7.3
2018	9.1	9.1	7.3	7.5

Note: Figures are the median (middle) figures over three years i.e., 2006 represents the median for 2005-2007, 2013 represents the median for 2012-2014, and 2018 represents the median for 2017-2019.

Smoking

Regular smokers in the data inquiry area and Aotearoa, Census 2006, 2013, 2018 (percentage)

	Data inquiry area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	44.5%	21.5%	42.2%	17.8%
2013	35.7%	15.3%	32.7%	12.6%
2018	32.7%	14.2%	28.3%	10.8%
Change 2006-2018	27% decrease	34% decrease	34% decrease	39% decrease

Regular smokers in the data inquiry area and Aotearoa by age group, Census 2018 (percentage)

	Data inquiry area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
15-25 years	21.7%	11.3%	20.9%	8.8%
25-34 years	45.7%	17.5%	36.6%	14.2%
35-44 years	39.0%	18.9%	33.0%	12.9%
45-54 years	38.4%	21.1%	32.9%	13.0%
55-64 years	34.0%	16.0%	27.5%	11.2%
65+ years	16.9%	8.2%	14.7%	5.6%
All ages	32.7%	14.2%	28.3%	10.8%

Regular smokers in the data inquiry area and Aotearoa by gender, Census 2018 (percentage)

	Data inquiry area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
Wāhine/women	33.1%	13.2%	29.2%	8.9%
Tāne/men	32.0%	15.1%	27.3%	12.7%
All genders	32.7%	14.2%	28.3%	10.8%

Disability/activity limitations

People with one or more activity limitation in the data inquiry area and Aotearoa, Census 2018 (percentage)

Data inquiry area		Aotearoa	
Māori	Non-Māori	Māori	Non-Māori
9.3%	11.5%	8.0%	6.3%

People with one or more activity limitation in the data inquiry area and Aotearoa by age group, Census 2018 (percentage)

	Data inquiry area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
5-14 years	3.6%	2.2%	4.3%	2.6%
15-25 years	4.5%	4.3%	5.2%	3.3%
25-34 years	5.9%	4.1%	5.4%	2.7%
35-44 years	6.3%	4.3%	5.6%	2.7%
45-54 years	12.1%	7.3%	9.2%	4.9%
55-64 years	14.5%	12.5%	14.1%	6.6%
65+ years	25.2%	19.7%	24.8%	17.3%

All ages	9.3%	11.5%	8.0%	6.3%
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People with one or more activity limitation in the data inquiry area and Aotearoa by gender, Census 2018 (percentage)

	Data inquiry area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
Wāhine/women	9.4%	11.0%	8.0%	6.4%
Tāne/men	9.2%	11.9%	8.1%	6.2%
All genders	9.3%	11.5%	8.0%	6.3%

No recognised NZQF qualification

People aged 15 years and over without a recognised qualification, Census 2006, 2013 and 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	48.1%	31.4%	39.9%	23.0%
2013	42.4%	30.2%	33.3%	19.2%
2018	29.8%	26.4%	25.3%	17.1%
Change 2006-2018	38% decrease	16% decrease	37% decrease	26% decrease

People without a recognised qualification in the inquiry data area, Census 2018, by age group (percentage)

	Māori	Non-Māori
15-24 years	24.7%	18.5%
25-34 years	20.3%	12.4%
35-44 years	24.9%	15.2%
45-54 years	29.0%	19.8%
55-64 years	36.1%	23.2%
65 years and over	51.6%	39.8%
All ages	29.8%	26.4%

People aged 15 years and over without a recognised qualification in the inquiry data area, Census 2016, 2013 and 2018, by gender (percentage)

	Inquiry data area Māori		Inquiry data area non-Māori	
	Wāhine	Tāne	Women	Men
2006	43.5%	54.1%	32.9%	35.3%
2013	36.8%	49.3%	28.4%	32.0%
2018	25.7%	34.6%	24.2%	28.6%
Change 2006-2018	41% decrease	36% decrease	26% decrease	19% decrease

Achieving NZQF level 3 or 4 certificate

People aged 15 years and over with level 3 or 4 certificate as their highest secondary school qualification, Census 2006, 2013 and 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	5.8%	7.6%	11.7%	17.6%
2013	8.9%	9.3%	16.3%	21.2%
2018	11.4%	11.9%	19.5%	23.5%
Change 2006-2018	97% increase	57% increase	67% increase	34% increase

Note: figures do not include equivalent overseas qualifications.

People aged 15 years and over with level 3 or 4 certificate as their highest secondary school qualification in the inquiry data area, Census 2006, 2013 and 2018, by gender (percentage)

	Wāhine Māori	Tāne Māori	Non-Māori women	Non-Māori men
2006	6.6%	5.0%	7.7%	7.6%
2013	10.7%	6.6%	10.2%	8.5%
2018	13.8%	8.3%	12.9%	10.8%
Change 2006-2018	109% increase	66% increase	68% increase	42% increase

Note: figures do not include equivalent overseas qualifications.

Tertiary qualifications

People aged 15 years and over with a bachelor's degree or higher, Census 2006, 2013 and 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	3.7%	8.7%	7.1%	17.0%
2013	5.9%	11.5%	10.0%	21.4%
2018	8.2%	14.9%	12.5%	26.8%
Change 2006-2018	122% increase	71% increase	76% increase	58% increase

People aged 15 years and over with a bachelor's degree or higher in the inquiry data area, Census 2006, 2013 and 2018, by gender (percentage)

	Wāhine Māori	Non-Māori women	Tāne Māori	Non-Māori men
2006	4.9%	9.9%	2.2%	7.3%
2013	8.4%	13.7%	3.1%	9.1%
2018	12.0%	19.0%	3.7%	10.8%
Change 2006-2018	145% increase	92% increase	68% increase	48% increase

Enrolment in kōhanga reo

Number of kōhanga reo services available, 2002-2020⁶⁰⁵

	Far North	Aotearoa	Percentage of all kōhanga reo located in Far North District
2002	36	545	7%
2003	35	526	7%
2004	35	513	7%
2005	35	501	7%
2006	35	486	7%
2007	32	470	7%
2008	33	467	7%
2009	31	464	7%
2010	32	463	7%
2011	32	463	7%
2012	31	463	7%
2013	30	465	6%
2014	29	455	6%
2015	29	450	6%
2016	30	460	7%
2017	29	454	6%
2018	29	453	6%
2019	29	444	7%

⁶⁰⁵ Years 2002-2008 do not include licence-exempt kōhanga reo. From 2009 onwards all kōhanga reo are licensed.

2020	31	444	7%
Change 2002-2020	14% decrease	19% decrease	No change

Source: Data sourced from Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Number of ECE Services (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/services>, accessed 11 July 2022.

Kōhanga reo enrolment numbers 2014-2021

	Far North enrolments	National enrolments
2014	527	8936
2015	484	8860
2016	512	8621
2017	462	8631
2018	470	8514
2019	475	8488
2020	472	8334
Change 2014-2020	10% decrease	7% decrease

Source: Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Enrolments in ECE (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/participation>, accessed 16 March 2022.

Kōhanga reo and all Early Childhood Education enrolment numbers, Far North 2014-2021

	Kōhanga reo enrolments	All ECE enrolments	Kōhanga reo enrolments as percentage of all ECE enrolments
2014	527	2872	18.3%
2015	484	2913	16.6%
2016	512	3107	16.5%
2017	462	3165	14.6%
2018	470	3268	14.4%
2019	475	3130	15.2%
2020	472	2946	16.0%
Change 2014-2020	10% decrease	3% increase	13% decrease

Source: Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Enrolments in ECE (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/participation>, accessed 16 March 2022.

Enrolment in Māori-medium schooling

Total number of schools offering Māori-medium education, 2002-2020

	Far North District	Northland Region	Aotearoa
2002	27	33	319
2005	27	33	301
2008	27	33	288
2011	28	37	280
2014	32	43	282
2017	25	35	277
2020	24	40	294

Source: Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

Number of Māori-medium schools, 2002-2020

	Far North District	Northland Region	Aotearoa
2002	11	12	102
2005	11	12	102
2008	12	15	114
2011	11	13	104
2014	14	18	114
2017	12	16	112
2020	13	16	111

Source: Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

Enrolment in Māori-medium education Years 1-15, 2002-2020 (enrolment numbers)⁶⁰⁶

	Far North District	Aotearoa
2002	1,405	16,764
2005	1,495	17,874
2008	1,428	16,929
2011	1,441	16,547
2014	1,709	17,713
2017	1,482	19,438
2020	1,695	22,391
Change 2002-2020	21% increase	34% increase

Source: Data sourced from Ministry of Education, Te Tāhuhu o te Mātauranga, Māori language learning student numbers pivot table 2000-2021, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

⁶⁰⁶ Includes enrolment in Māori-medium education in Māori-medium schools and mixed-medium schools.

Enrolment in Māori-medium education Years 1-15, 2002-2020 (percentage of enrolments)⁶⁰⁷

	Far North District	Aotearoa
2002	11.6%	2.2%
2005	12.5%	2.3%
2008	12.5%	2.2%
2011	12.9%	2.2%
2014	15.4%	2.3%
2017	12.9%	2.4%
2020	14.4%	2.7%
Change 2002-2020	24% increase	23% increase

Source: Data sourced from Ministry of Education, Te Tāhuhu o te Mātauranga, Māori language learning student numbers pivot table 2000-2021, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

Te reo Māori

Able to speak te reo Māori in the inquiry data area and in Aotearoa, Census 2006, 2013, and 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	All ethnicities	Māori	All ethnicities
2006	29.1%	14.2%	23.7%	4.1%
2013	27.2%	13.2%	21.3%	3.7%
2018	27.3%	15.1%	20.6%	4.0%
Change 2006-2018	6% decrease	6% increase	13% decrease	2% decrease

⁶⁰⁷ Includes enrolment in Māori-medium education in Māori-medium schools and mixed-medium schools.

Able to speak te reo Māori in the inquiry data area, all ethnicities, by age group, Census 2006, 2013, and 2018 (percentage)

	2006	2013	2018	Change 2006-2018
0-14 years	16.9%	17.8%	20.7%	22% increase
15-24 years	17.8%	15.7%	18.7%	5% increase
25-34 years	16.2%	16.8%	17.9%	10% increase
35-44 years	13.6%	12.9%	15.5%	14% increase
45-54 years	11.0%	11.5%	13.6%	24% increase
55-64 years	11.4%	8.8%	9.5%	17% decrease
65 years+	11.8%	9.8%	9.7%	18% decrease
All ages	14.2%	13.2%	15.1%	6% increase

Māori able to speak te reo Māori in inquiry data area, by age group, Census 2006, 2013, and 2018 (percentage)

	2006	2013	2018	Change 2006-2018
0-14 years	23.9%	25.1%	26.4%	10% increase
15-24 years	26.4%	23.0%	25.0%	4% decrease
25-34 years	28.4%	27.2%	28.8%	1% increase
35-44 years	27.9%	26.5%	26.0%	7% decrease
45-54 years	30.7%	24.9%	27.5%	10% decrease
55-64 years	42.1%	28.0%	23.4%	44% decrease
65 years+	55.8%	48.5%	39.4%	29% decrease
All ages	29.1%	26.8%	27.3%	6% decrease

Mean and median weekly household rent in the inquiry data area and in Aotearoa, Census 2006, 2013, and 2018

	Inquiry data area		Aotearoa	
	Mean	Median	Mean	Median
2006	\$160	\$150	\$220	\$200
2013	\$200	\$200	\$300	\$280
2018	\$220	\$230	\$350	\$340
Change 2006-2018	38% increase	53% increase	59% increase	70% increase

Note: Figures are not adjusted for inflation

Mean (average) annual household rent as a percentage of mean individual annual income in the inquiry data area, Census 2006, 2013, and 2018

	Mean annual household rent in inquiry data area	Māori		Non-Māori	
		Mean individual income	Rent as percentage of individual income	Mean individual income	Rent as percentage of individual income
2006	\$8,320	\$20,600	40%	\$24,300	34%
2013	\$10,400	\$24,900	42%	\$29,100	36%
2018	\$11,440	\$25,900	44%	\$31,900	36%
Change 2006-2018	38% increase	26% increase	10% increase	31% increase	6% increase

Note: Figures are not adjusted for inflation

Mean (average) annual household rent as a percentage of mean individual annual income in Aotearoa, Census 2006, 2013, and 2018

	Mean annual rent in Aotearoa	Māori		Non-Māori	
		Mean individual income	Rent as percentage of individual income	Mean individual income	Rent as percentage of individual income
2006	\$11,440	\$24,800	46%	\$31,700	36%
2013	\$15,600	\$29,400	53%	\$39,000	40%
2018	\$18,200	\$33,300	55%	\$44,100	41%
Change 2006-2018	59% increase	34% increase	20% increase	39% increase	14% increase

Note: Figures are not adjusted for inflation

Household annual rent as a percentage of a person's annual income, Census 2006, 2013, and 2018

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	40%	34%	46%	36%
2013	42%	36%	53%	40%
2018	44%	36%	55%	41%
Change 2006-2018	10% increase	6% increase	20% increase	14% increase

Individuals (15 years and over) who own or partly own the house they usually reside in in the inquiry data area and in Aotearoa, Census 2006, 2013, and 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	34.8%	67.1%	30.1%	56.4%
2013	31.7%	65.2%	28.2%	53.3%
2018	29.3%	59.4%	26.3%	42.9%
Change 2006-2018	16% decrease	11% decrease	13% decrease	24% decrease

Note: Home ownership figures do not include those who hold their home in a trust as this data was only collected in 2018 and has not been used here to maintain consistency.

Household crowding (individuals living in a house where one or more bedrooms are needed) in the inquiry data area and in Aotearoa, Census 2006, 2013, and 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	26.8%	5.2%	22.8%	7.9%
2013	22.8%	5.3%	20.0%	7.9%
2018	26.4%	6.9%	21.1%	9.4%
Change 2006-2018	1% decrease	33% increase	7% decrease	19% increase

People on the Housing Register in the Far North District and in Aotearoa identifying as Māori, 2015-2020 (percentage)

	Percentage of Far North residents on NZ Housing Register	Percentage of people on Far North Housing Register identifying as Māori	Percentage of people on NZ Housing Register identifying as Māori
December 2015	1.4%	86.4%	41.1%
December 2016	1.0%	81.0%	44.0%
December 2017	1.0%	85.2%	43.8%
December 2018	1.3%	82.8%	45.4%
December 2019	1.2%	84.7%	47.4%
December 2020	1.3%	82.6%	48.7%

Source: Derived from customised data provided by the Ministry of Social Development on 4 July 2022. The original figures these calculations are based on were rounded to base three so the figures in this table may differ slightly to the true percentages.

People with access to fewer than seven basic amenities in the inquiry data area and in Aotearoa, Census 2018 (percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
Fewer than seven basic amenities	11.0%	8.1%	10.0%	6.6%