

**Social issues report for the Renewed Muriwhenua
Land Inquiry (Wai 45), 2002 – 2020**

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

About the author

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1 Introduction

This report was commissioned by Presiding Officer Judge Carrie Wainwright for Stage One of the Renewed Muriwhenua Land Inquiry (Wai 45).¹ It outlines key social issues in the anticipated inquiry district between 2002 and 2020. The majority of research and writing for this report was undertaken before the geographically larger Renewed Muriwhenua Land Inquiry district was determined by Judge Wainwright on 22 December 2022.² At the time of undertaking research for this report, it was anticipated the Renewed Muriwhenua Land Inquiry boundary would broadly correspond with the area set out as the Ngāti Kahu ‘remedies claim area’ defined by the Ngāti Kahu Remedies Tribunal in its 2013 *Ngāti Kahu Remedies Report*.³ The anticipated inquiry district, used for this report, and the confirmed Renewed Muriwhenua Land Inquiry (Wai 45) district are shown on the following page in **Figure 1.1**.

The report examines socioeconomic outcomes and trends between 2002 and 2020, major attempts made by the Crown to address social issues for Muriwhenua Māori and, where possible, how effective these interventions have been. The report focuses on the following four broad themes identified in the commissioning direction and in Wai 45 statements of claim:

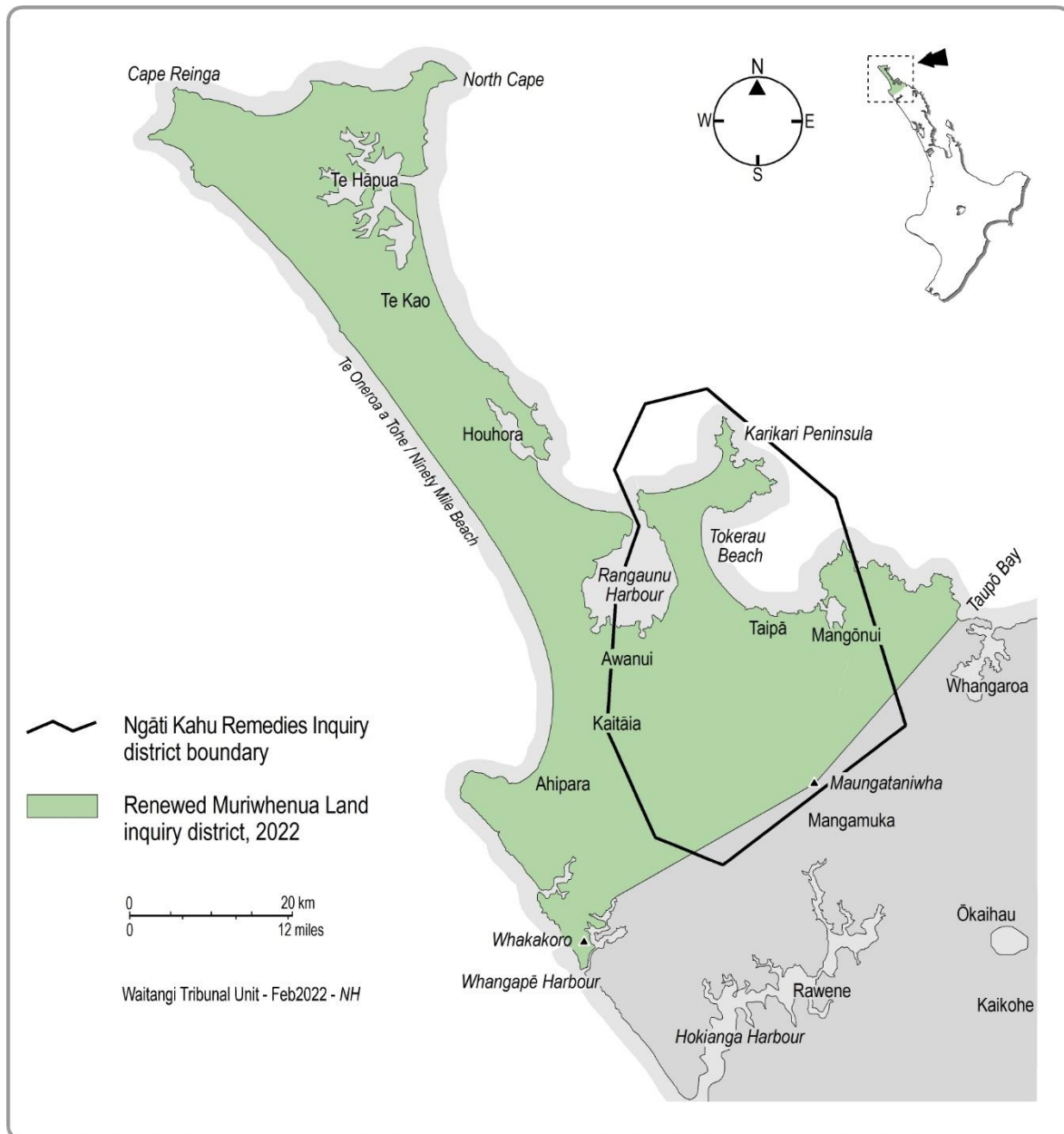
- Employment and income;
- Health;
- Education and te reo Māori; and
- Housing.

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

² Judge C M Wainwright, memorandum-directions of Judge C M Wainwright concerning research, 22 December 2022 (Wai 45, #2.891); Judge C M Wainwright, map showing Renewed Muriwhenua Land Inquiry district, 22 December 2022 (Wai 45, #2.891(a)).

³ See Waitangi Tribunal, *The Ngāti Kahu Remedies Report* (Lower Hutt: Legislation Direct, 2013), p xvi.

Figure 1.1: Map showing the Renewed Muriwhenua Land Inquiry (Wai 45) district and the anticipated inquiry district (the Ngāti Kahu Remedies Inquiry district)



Source: Modified from Judge C M Wainwright, map showing Renewed Muriwhenua Land Inquiry district, 22 December 2022 (Wai 45, #2.891(a)); and Waitangi Tribunal, 'Map 1: Ngāti Kahu remedies claim area' in *The Ngāti Kahu Remedies Report* (Lower Hutt: Legislation Direct, 2013), p xvi.

1.1 Background to this report

1.1.1 Background to the social issues research

The Waitangi Tribunal – Te Rōpū Whakamana i te Tiriti o Waitangi first heard claims in the Muriwhenua district between 1985 and 1987, issuing the *Mangonui Sewerage Report* (Wai 17) and the *Muriwhenua Fishing Report* (Wai 22) in 1988.⁴ The Waitangi Tribunal inquired into the land claims of Muriwhenua iwi in the 1990s and released the *Muriwhenua Land Report* (Wai 45) in 1997, which reported predominantly on pre-1865 land issues.⁵

In 2002, Waitangi Tribunal panel member Dr Dame Evelyn Stokes carried out a review of the evidence on post-1865 Muriwhenua claims, including claims relating to social issues. The results of her review were published as *The Muriwhenua Land Claims Post 1865* report.⁶ 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 deprivation among Muriwhenua Maori’ and ‘was also the cumulative effect of as many decades and generations of government policies’.⁷

The objective of this research report, as directed by the Waitangi Tribunal, is to update the research undertaken by Dr Stokes in 2002, informing the Renewed Muriwhenua Land 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’.⁸ This report will contribute to the Waitangi Tribunal’s assessment of the claims before it for Stage One of the Renewed Muriwhenua Land Inquiry, also referred to as the district inquiry phase. Stage Two of the inquiry will be the remedies inquiry stage (explained in further detail in the following section).⁹

⁴ 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).

⁵ Waitangi Tribunal, *Muriwhenua Land Report*, (Wellington: GP Publications, 1997).

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

⁷ Dame Evelyn Stokes, ‘The Muriwhenua Land Claims Post 1865’, for the Waitangi Tribunal, 2002 (Wai 45, #R8), p 395.

⁸ 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), p 14.

⁹ The scope of the Renewed Muriwhenua Land Inquiry has changed since this research was initially commissioned in August 2022, however, the scope and methodology of this report reflect the context of this time.

The full memorandum-directions commissioning this research is attached to this report as **Appendix A**.

1.1.2 The Renewed Muriwhenua Land Inquiry (Wai 45)

The Muriwhenua district is the northern-most point of Aotearoa, New Zealand, with Muriwhenua meaning ‘this is the end of the land’.¹⁰ Its southern boundary follows the Maungataniwha Range from the Whangape Harbour on the western side to just north of Whangaroa on the eastern side (see **Figure 1.1**).¹¹ 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.¹²

Since the Waitangi Tribunal reported on the Muriwhenua land claims in 1997, Muriwhenua iwi have engaged in settlement negotiations with the Crown. Ngāti Kurī, Te Aupōuri, Ngāi Takoto, Te Rarawa, and Ngāti Kahu ki Whangaroa have now all settled their historical Te Tiriti o Waitangi/Treaty of Waitangi claims with the Crown. Ngāti Kahu and the Crown did not negotiate a Treaty claims 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 1975.¹³ The application was initially adjourned by the Tribunal to allow ongoing negotiations between some Muriwhenua iwi and the Crown.¹⁴ The Tribunal undertook a remedies inquiry for Ngāti Kahu in 2012, with Judge Stephen Clark as Presiding Officer, and issued the *Ngāti Kahu Remedies Report* in 2013.¹⁵

In their 2013, the Ngāti Kahu Remedies Tribunal made a series of non-binding recommendations and, following this, the lead claimant for Ngāti Kahu iwi and hapū lodged a judicial review with the High

¹⁰ Rāwiri Taonui, Muriwhenua Tribes, Te Ara - the Encyclopedia of New Zealand, 2005, available: <http://www.TeAra.govt.nz/en/muriwhenua-tribes>, accessed 12 February 2023.

¹¹ Waitangi Tribunal, *Muriwhenua Land Report*, (Wellington: GP Publications, 1997), p xix.

¹² 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.

¹³ 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).

¹⁴ 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).

¹⁵ Waitangi Tribunal, *Ngāti Kahu Remedies Report*, (Lower Hutt: Legislation Direct, 2013).

Court.¹⁶ In August 2015 the High Court found the 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.¹⁷

In 2017, Judge Clark and the other members of the Ngāti Kahu Remedies Tribunal, Joanne Morris, Professor Pou Temara, and Dr Robyn Anderson, recused themselves.¹⁸ The Chairperson of the Waitangi Tribunal subsequently appointed a new panel with Judge Carrie Wainwright as the Presiding Officer and Dr Tom Roa and Tania Simpson as panel members.¹⁹ The Chairperson appointed Dr Angela Ballara and Dr Ruakere Hond as additional panel members in 2017 and 2019 respectively.²⁰ Dr Angela Ballara passed away in 2021.

1.1.3 Overview of geographical terms used in this report

The Muriwhenua district/Te Hiku o Te Ika

The Muriwhenua district is the northern-most point of Aotearoa, New Zealand, with Muriwhenua meaning ‘this is the end of the land’.²¹ Its southern boundary follows the Maungataniwha Range from the Whangape Harbour on the western side to just north of Whangaroa on the eastern side (shown in **Figure 1.1**).²² 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.²³

¹⁶ Judge S R Clarke, decision of the Presiding Officer on recusal application by Ngāti Kahu, 12 May 2017 (Wai 45, #2.566).

¹⁷ Judge S R Clarke, decision of the Presiding Officer on recusal application by Ngāti Kahu, 12 May 2017 (Wai 45, #2.566).

¹⁸ 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).

¹⁹ Chief Judge W W Isaac, memorandum-directions of the Chairperson regarding recusal and appointment of Tribunal members, 14 July 2017 (Wai 45, #2.584).

²⁰ 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).

²¹ Rāwiri Taonui, Muriwhenua Tribes, Te Ara - the Encyclopedia of New Zealand, 2005, available: <http://www.TeAra.govt.nz/en/muriwhenua-tribes>, accessed 12 February 2023.

²² Waitangi Tribunal, *Muriwhenua Land Report*, (Wellington: GP Publications, 1997), p xix.

²³ 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.

The Northland Region/Te Tai Tokerau

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 local governing body is the Northland Regional Council – Te Kaunihera ā rohe o Te Taitokerau. The Northland Region encompasses the three territorial authorities (or districts): the Far North District; the Kaipara District; and the Whangārei District (shown below in **Figure 1.2**). The Northland Region is referred to throughout this report by the Māori name for Northland, Te Tai Tokerau.

Figure 1.2: Administrative boundaries of the Northland Region



Source: Northland Regional Council, Te Kaunihera ā rohe o Te Taitokerau, 'Administrative boundaries of Northland and key features', Northland Regional Council [not dated], available: <https://www.nrc.govt.nz/resource-library-archive/environmental-monitoring-archive2/state-of-the-environment-report-archive/2011/state-of-the-environment-monitoring/our-people/society/>, accessed 16 February 2023.

Far North District

The Far North District is the northernmost territorial authority in Aotearoa, and spans from Te Rerenga Wairua (Cape Reinga) in the north to Kaikohe in the south. It is one of three territorial authorities that make up the Northland Region (the other two being Kaipara District and Whangārei District, as shown in **Figure 1.2**). The local governing body is the Far North District Council – Te Kaunihera o Tai Tokerau ki te Raki.

The anticipated inquiry district

The Renewed Muriwhenua Land Inquiry (Wai 45) district had not been determined at the time the majority of research and writing was undertaken for this report. It was anticipated the boundary would broadly correspond with the area set out as the Ngāti Kahu Remedies Claim Area defined by the Waitangi Tribunal in its 2013 *Ngāti Kahu Remedies Report* (shown in **Figure 1.1**).²⁴

The Renewed Muriwhenua Land Inquiry (Wai 45) district

The Renewed Muriwhenua Land Inquiry (Wai 45) district refers to the area of inquiry determined by Judge Wainwright in December 2022.²⁵ It encompasses the northernmost area of Te Tai Tokerau, down to the neighbouring Te Papanahi o te Raki (Wai 1040) inquiry district, which forms its northern boundary. This boundary follows the Maungataniwha Range from the Whangape Harbour on the western side to Taupō Bay, just north of Whangaroa on the eastern side (shown in **Figure 1.1**).²⁶ This inquiry boundary had not been determined at the time the majority of research and writing was undertaken for this report.

²⁴ See Waitangi Tribunal, *The Ngāti Kahu Remedies Report*, (Lower Hutt: Legislation Direct, 2013).

²⁵ See Judge C M Wainwright, memorandum-directions of Judge C M Wainwright concerning research, 22 December 2022 (Wai 45, #2.891); and Judge C M Wainwright, map showing Renewed Muriwhenua Land Inquiry district, 22 December 2022 (Wai 45, #2.891(a)).

²⁶ Judge C M Wainwright, memorandum-directions of Judge C M Wainwright concerning research, 22 December 2022 (Wai 45, #2.891); Judge C M Wainwright, map showing Renewed Muriwhenua Land Inquiry district, 22 December 2022 (Wai 45, #2.891(a)).

The Ngāti Kahu Remedies Claim area

The Ngāti Kahu Remedies Claim area refers to the area of inquiry determined by the Waitangi Tribunal in its 2013 *Ngāti Kahu Remedies Report* (shown in **Figure 1.1**).²⁷ This was the anticipated inquiry district during the researching of this report.

The inquiry data area

The inquiry data area refers to the customised dataset area used in this report for data provided by Stats NZ – Tatauranga Aotearoa (mostly data from the New Zealand Census of Population and Dwellings). It resembles the anticipated inquiry district as far as is possible. The area is made up of different geographical units (Meshblock units, Statistical Area 1, and Statistical Area 2 units) and is shown in **Figure 1.3** and **Figure 1.4**. Where possible, data for this area is used in the report. If data was unavailable, data for the Far North District or Te Tai Tokerau region is used instead.

1.2 Relevant claims issues

Claimants in the Renewed Muriwhenua Land 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 Muriwhenua district. 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 poverty and devastating impacts on health, employment, education, and housing that persist today.²⁸ 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 district. Claimants allege the Crown has failed to adequately involve them in policy responses or allow them autonomy to deliver social services.²⁹

²⁷ See Waitangi Tribunal, *The Ngāti Kahu Remedies Report*, (Lower Hutt: Legislation Direct, 2013).

²⁸ 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)

²⁹ 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).

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, noting, for example, current low employment rates and low personal incomes in the Northland Region when compared to the national average.³⁰ Some claimants allege the Crown has failed to implement effective employment and income policies 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 or diversity quotas.³¹

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.³² Claimants assert the Crown has failed to adequately consult Māori in identifying, developing, and delivering health services, leading to a health sector that is discriminatory and does not reflect the community it serves.³³

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 those with recognised qualifications. Claimants point to historical Crown assimilation policies that failed to deliver adequate education for Māori, devalued traditional Māori knowledge, 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

³⁰ See amended statement of claim, Wai 1176, #1.1(a), p 7.

³¹ 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).

³² 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).

³³ 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).

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 rangatahi to move away for secondary and tertiary education.³⁴

Claims relating 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 that is usually associated with land and homeownership.³⁵

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, and high rates of single parenthood and marital breakdowns. Claimants also point to the 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.³⁶ These issues are not directly addressed in this report although, where relevant, separate statistics and analysis are provided for wāhine Māori and tāne Māori in the anticipated inquiry district. Other issues 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,

³⁴ 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 1176, #1.1(a); amended 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).

³⁵ 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).

³⁶ 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).

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 set out in the commissioning direction, this report focuses on social issues for Muriwhenua Māori between 2002 and 2020.³⁷ ‘Social issues’ is a broad term that can be interpreted in many ways, therefore 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 in this report, 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, 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 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 is also inquiring into national claims regarding housing, mana wāhine, the justice system, and education through the Housing Policy and Services Kaupapa Inquiry (Wai 2750), the Mana Wāhine Kaupapa Inquiry (Wai 2700), the Justice System Kaupapa Inquiry (Wai 3060), and the Kura Kaupapa Māori Urgency Inquiry (Wai 1718). Most Tribunals conducting district inquiries have also reported on social issues within the district in some shape or form.³⁸

³⁷ Judge C M Wainwright, memorandum-directions to commission research into social issues, 5 August 2022 (Wai 45, #2,883).

³⁸ Some recent examples include: Waitangi Tribunal, *The Hauraki Report*, 3 vols (Wellington: Legislation Direct, 2006); Waitangi Tribunal, *Tauranga Moana 1886-2006: Report on the Post-Raupatu Claims*, 2 vols (Wellington:

This report focuses on social issues specifically experienced by Māori in the Muriwhenua 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 in this report.

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 historical land and resource alienation. It also does not intend to cover the personal experiences of Muriwhenua Māori, as this may be more appropriately addressed in 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 covered in claimant evidence. For example, claimants may be better placed to describe the extent to which they feel 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

This report endeavours to examine social issues in the area that most closely resembles the anticipated inquiry district. Where targeted sources are not available, it uses information relating to the Far North District and the Northland Region (referred to throughout the report as 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 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 Whangārei District. An overview of geographical terms used in this report is provided in **section 1.1.3**.

Legislation Direct, 2010); Waitangi Tribunal, *He Whiritaunoka: The Whanganui Land Report*, 3 vols (Lower Hutt: Legislation Direct, 2015); and Waitangi Tribunal, *Te Urewera*, 8 vols (Lower Hutt: Legislation Direct, 2017).

Data sources

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 anticipated inquiry district as closely as possible.³⁹

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.⁴⁰

The data area used in this report is based on the Ngāti Kahu remedies claim area, as defined in the *Ngāti Kahu Remedies Report 2013* (the anticipated inquiry district, shown earlier in **Figure 1.1**). The area is made up of Statistical Area 2, Statistical Area 1, and Meshblock units. The customised dataset area was determined by identifying the Census geographical units that lay within the anticipated inquiry district with geographic information system mapping software, following the methodology adopted for several other recently commissioned social and socioeconomic research reports.⁴¹ This involved overlaying maps of the Ngāti Kahu remedies claim area with maps published by Stats NZ showing the boundaries of different geographical units.

Meshblock boundaries do not fit exactly within the anticipated inquiry district, so defining the dataset required making 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

³⁹ Customised Stats NZ data are licensed by Stats NZ for re-use under the Creative Commons Attribution 4.0 International licence.

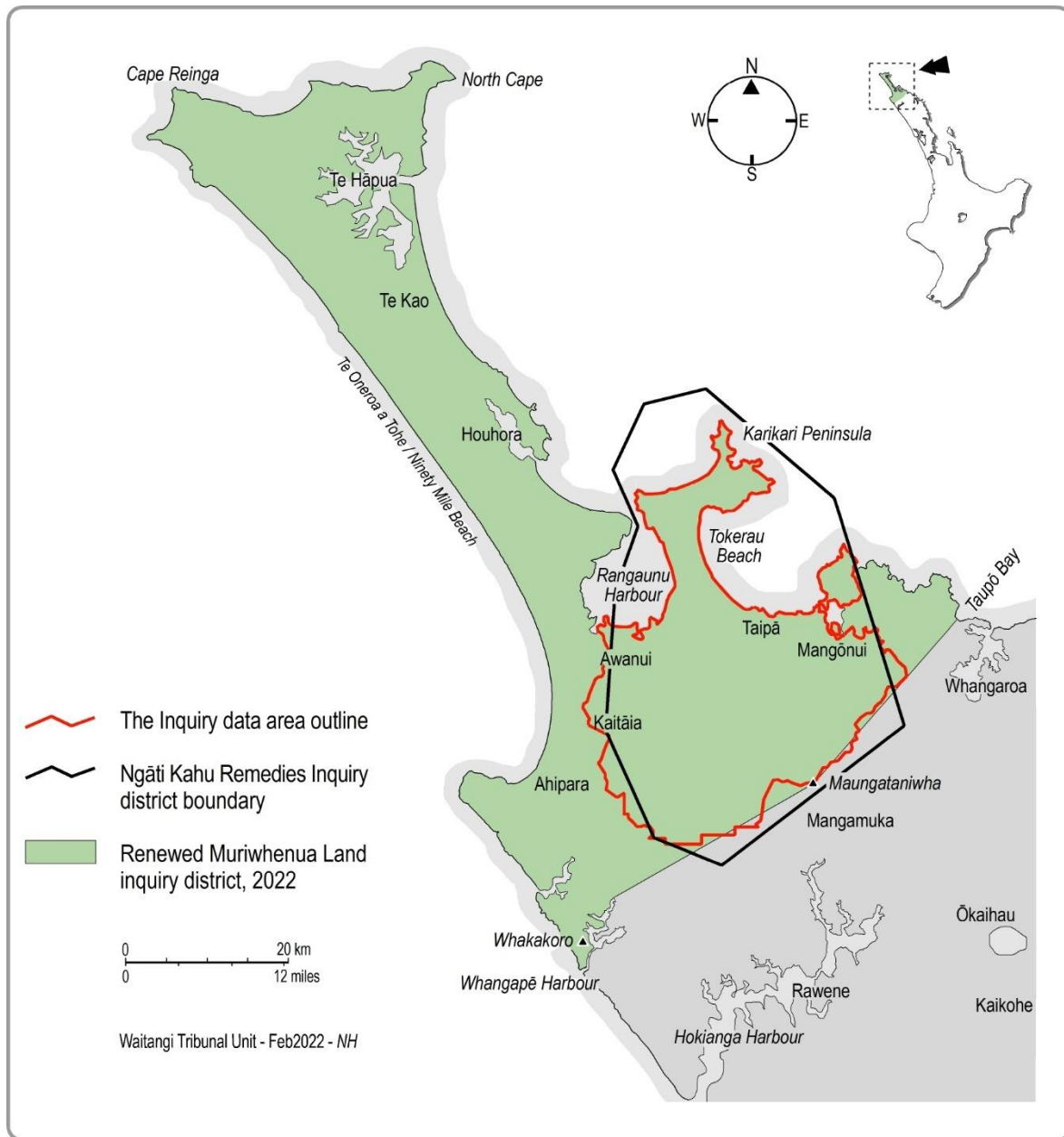
⁴⁰ Stats NZ, Tatauranga Aotearoa, 'Statistical Area 1 (2018)', Stats NZ DataInfo+ [not dated], available: <https://datainfoplus.stats.govt.nz/item/nz.govt.stats/1431b8b9-2682-4019-9863-e6e1dfe94179>, accessed 27 July 2022; Stats NZ, Tatauranga Aotearoa, *Statistical standards for meshblock*, (Wellington: 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.

⁴¹ See, for example: 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, #A219); and Paul Christoffel, '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).

and excluded if fewer than half of the dwellings lay within the boundary.⁴² A list of the Statistical Area 2, Statistical Area 1, and Meshblock units that make up the dataset area is provided below in **Table 1.1**. This dataset area is referred to throughout the report as ‘the inquiry data area’, shown below in **Figure 1.3** and **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 undertaking research for 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 analysed in this report. A total of 22 Census variables were used to provide an indication of social outcomes and experiences of Māori living in the inquiry data area.

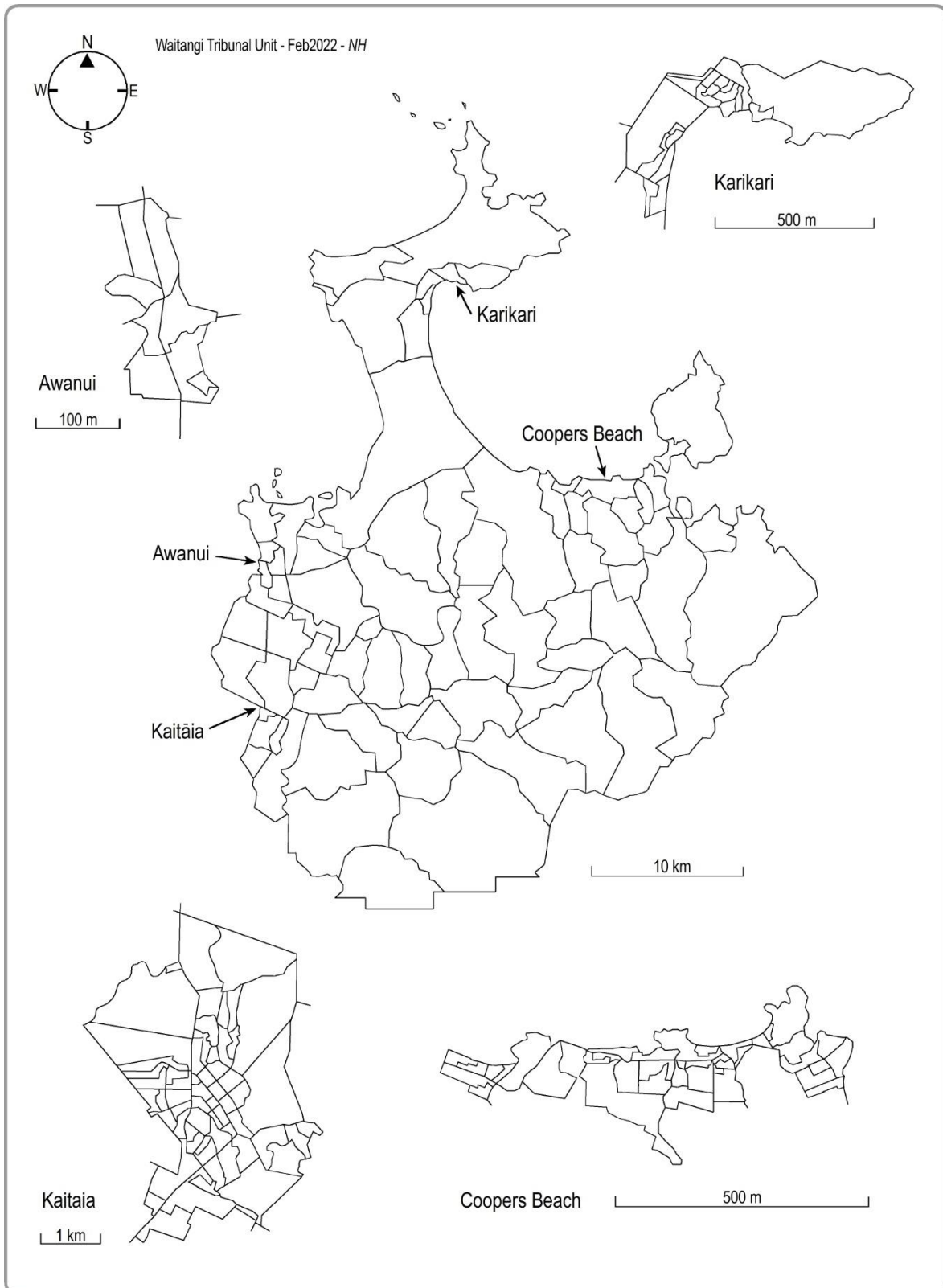
⁴² Meshblocks were viewed using satellite images on ArcGIS mapping software to determine the location of dwellings.

Figure 1.3: Map showing the Renewed Muriwhenua Land Inquiry (Wai 45) district, the anticipated inquiry district (the Ngāti Kahu Remedies Inquiry district), and the inquiry data area



Source: Modified from Judge C M Wainwright, map showing Renewed Muriwhenua Land Inquiry district, 22 December 2022 (Wai 45, #2.891(a)); Waitangi Tribunal, 'Map 1: Ngāti Kahu remedies claim area' in *The Ngāti Kahu Remedies Report* (Lower Hutt: Legislation Direct, 2013), p xvi; and map of meshblocks provided by Stats NZ, Tauranga Aotearoa, 2022.

Figure 1.4: Map of meshblocks comprising the inquiry data area



Source: Modified from map of meshblocks provided by Stats NZ, Tauranga Aotearoa, 2022.

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		
SA2 100200 Rangaunu Harbour:	SA2 100700 Kaitaia East:	SA2 100800 Kaitaia West:
<ul style="list-style-type: none"> • SA1 7000025 • SA1 7000026 • SA1 7000027 • SA1 7000030 • SA1 7000031 	<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 	<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
SA2 100900 Rangitihi:	SA2 101200 Herekino-Takahue:	SA2 101300 Peria:
<ul style="list-style-type: none"> • SA1 7000117 • SA1 7000119 • SA1 7000120 • SA1 7000121 • SA1 7000123 	<ul style="list-style-type: none"> • SA1 7000154 	<ul style="list-style-type: none"> • SA1 7000122 • SA1 7000124 • SA1 7000125 • SA1 7000126 • SA1 7000127 • SA1 7000128
SA2 101400 Taemaro-Oruaiti:		
<ul style="list-style-type: none"> • SA1 7000040 • SA1 7000041 		

Meshblocks		
<p>SA2 100200 Rangaunu Harbour</p> <p>SA1 7000029:</p> <ul style="list-style-type: none"> • MB 0007500 • MB 0012400 <p>SA1 7000024:</p> <ul style="list-style-type: none"> • MB 0007400 • MB 0012601 <p>SA1 7000028:</p> <ul style="list-style-type: none"> • MB 0007700 • MB 0007801 	<p>SA2 100700 Kaitaia East</p> <p>SA1 7000084:</p> <ul style="list-style-type: none"> • MB 0008302 • MB 0012902 	<p>SA2 101200 Herekino-Takahue</p> <p>SA1 7000153:</p> <ul style="list-style-type: none"> • MB 0006600 • MB 0007000 <p>SA1 7000155:</p> <ul style="list-style-type: none"> • MB 0006900
<p>SA2 101400 Taemaro-Oruaiti</p> <p>SA1 7000042:</p> <ul style="list-style-type: none"> • MB 0004700 • MB 4008384 • MB 4008385 <p>SA1 7000043:</p> <ul style="list-style-type: none"> • MB 4011293 	<p>SA2 100800 Kaitaia West</p> <p>SA1 7000085:</p> <ul style="list-style-type: none"> • MB 0012903 	<p>SA2 100500 Tangonge</p> <p>SA1 7000080:</p> <ul style="list-style-type: none"> • MB 0008301 <p>SA1 7000082:</p> <ul style="list-style-type: none"> • MB 4009101 <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 Rangitihi</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 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 understandably always have limitations because 'Māori' and 'non-Māori' are not necessarily separate or distinct groups in the real world.

Due to changes in the 2018 Census methodology, response rates for that year were much lower than expected, at 88 percent, compared to 93 percent in 2013 and 95 percent in 2006. The Māori, Pasifika, and youth populations (those aged between 15 and 29) were disproportionately affected. In 2018, the Māori population had a response rate of 74 percent, compared to 90 percent in 2013 and 94 percent in 2006.⁴³ To address this undercount, Stats NZ has combined data collected from the 2018 Census with administrative data and data from earlier Census years to create what is now the full 2018 Census dataset. This includes administrative data from the Department of Internal Affairs – Te Tari Taiwhenua, Immigration New Zealand, Inland Revenue – Te Tari Taake, the Ministry of Education – Te Tāhuhu o te Mātauranga, and the Ministry of Health – Manatū Hauora.⁴⁴ According to Stats NZ, this has improved the quality of the data to the extent it now meets its quality standards.⁴⁵ The Gisborne Region required the greatest use of administrative data, followed second by the Northland Region.⁴⁶ More generally, people who live in lower socioeconomic areas (such as the Far North) are less likely to be counted in the Census.⁴⁷

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

⁴³ 2018 Census External Data Quality Panel, *Initial report of the 2018 Census External Data Quality Panel* (Stats NZ, Tauranga Aotearoa, 2019), available: <https://www.stats.govt.nz/reports/initial-report-of-the-2018-census-external-data-quality-panel>, accessed 5 December 2022, pp 9-10.

⁴⁴ 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, p 37.

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

⁴⁶ 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.

⁴⁷ Derived from customised Census data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

in 2013, and 2.0 percent in 2006.⁴⁸ Stats NZ estimates 4.4 percent of the Māori population were not counted in the 2018 Census dataset, compared to 6.1 percent in 2013, and 3.1 percent in 2006.⁴⁹

Stats NZ has assigned a quality rating to each variable in the 2013 and 2018 Census.⁵⁰ The variables used in this report have quality ratings ranging from 'very poor' to 'very high', which are listed below in **Table 1.2**. In 2018, the variables relating to individual homeownership and te reo Māori were rated as 'poor'. The iwi affiliation variable was rated as 'very poor'.⁵¹ 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. All this should be considered when interpreting the trends shown 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'.⁵²

The 2018 Census dataset has been assessed by an independent panel of experts, the External Data Quality Panel, 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 panel assigned quality ratings ranging from 'very poor' to 'very high' to the variables used in this report. 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, so this should be taken into account when reading this report.⁵³

⁴⁸ 2018 Census External Data Quality Panel, *Initial report of the 2018 Census External Data Quality Panel* (Stats NZ, Tauranga Aotearoa, 2019), available: <https://www.stats.govt.nz/reports/initial-report-of-the-2018-census-external-data-quality-panel>, accessed 5 December 2022, p 12; 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.

⁴⁹ Stats NZ, Tauranga Aotearoa, 'Māori ethnic group population estimates 2016-18: Methods and results', Stats NZ, 23 September 2020, available: <https://www.stats.govt.nz/methods/maori-ethnic-group-population-estimates-200618-methods-and-results>, accessed 5 December 2022.

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

⁵¹ 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.

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

⁵³ 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.

Table 1.2: List of Census variables used and data quality ratings for 2013 and 2018 Censuses⁵⁴

Variable	Stats NZ data quality rating for 2013 Census	Stats NZ data quality rating for 2018 Census	EDCP data quality rating for 2018 Census
Access to telecommunications (used to calculate NZ Index of Deprivation)	Very high quality	Moderate quality	Moderate quality
Activity limitations	N/A	Poor quality	Not assessed
Age	Very high quality	Very high quality	Very high quality
Census usually resident count	High quality	Very high quality	Very high quality
Cigarette smoking behaviour	Moderate quality	Moderate quality	Moderate to poor quality
Ethnicity	High quality	High quality	Moderate quality
Families and households: family type (used to calculate NZ Index of Deprivation)	High quality	Moderate quality	Very poor quality
Housing quality: access to basic amenities	N/A	Moderate quality	Moderate quality
Housing quality: dwelling dampness (used to calculate NZ Index of Deprivation)	N/A	Moderate quality	Moderate quality
Housing quality: dwelling mould (used to calculate NZ Index of Deprivation)	N/A	Moderate quality	Moderate quality
Individual home ownership	High quality (rating to equivalent variable, tenure holder)	Poor quality	Not assessed
Iwi affiliation	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 quality ⁵⁵)	Poor to very high quality, depending on the language (te reo

⁵⁴ Census 2006 variables were not assigned quality ratings.

⁵⁵ 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 this report. See: 2018 Census External Data Quality Panel, *Final report of the 2018 Census External Data Quality Panel*, (Wellington: Stats NZ, Tatauranga

	independently assessed)		Māori data rated poor quality)
Number of bedrooms (used to calculate NZ Index of Deprivation)	High quality	High quality	High 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	Not assessed
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), as these were the three years the Census was undertaken between 2002 and 2020. The Census is usually conducted 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 periods to compare makes it difficult to determine whether data is representative of a longer-term trend. Figures provided by Stats NZ are

Aotearoa, 2020), available: <https://www.stats.govt.nz/reports/final-report-of-the-2018-census-external-data-quality-panel>, accessed 28 July 2022.

also randomly rounded up or down to multiples of three to protect confidentiality, so very small figures will be less accurate.⁵⁶

During and following the two research hui for this report held in Taipā on 28 October and 13 December 2022, the Crown and some claimants suggested also including statistics for Ngāti Kahu living outside of the anticipated inquiry boundary. Stats NZ can provide data for iwi members both in particular areas and across the whole of Aotearoa. However, such analysis falls out of scope of this research report, which examines social issues for Māori in the Muriwhenua district.

Stats NZ also provided customised data at the Meshblock level for life expectancy (drawn from Census data and official death registrations) and the Ministry of Social Development – Te Manatū Whakahiato Ora provided a customised dataset for individuals residing in the Far North District on the New Zealand Housing Register. Further data was drawn from existing sources published by the Ministry of Health – Manatū Hauora and the Ministry of Education – Te Tahu o Te Mātauranga. This data could not be broken down for the inquiry data area at the Meshblock level, so data for the Far North District was used instead. Data published by Te Hiku Iwi Development Trust regarding Te Hiku iwi members is also drawn on throughout the report.

During the research process, data from the New Zealand Health Survey for the Far North District was also sought from the Ministry of Health, including data relating to self-rated health, barriers to accessing healthcare, and access to private health insurance. However, due to its small sample size, the Ministry of Health warned the findings did not meet standards of statistical significance and advised against using the data. Data was also sought from the Ministry of Health regarding infant mortality and leading causes of death (including suicide), however, this data required technical knowledge to interpret and was also unable to be included in this report.

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.

Other primary and secondary sources

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

⁵⁶ Stats NZ notes on customised Census data provided between 28 September and 6 October 2022. For example, a figure of 14 would be rounded up to 15, or a figure of 499 would be rounded down to 498.

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 anticipated inquiry district, particularly those of national significance. As stated in the commissioning direction, this report provides an overview of major initiatives implemented to address social issues in the anticipated inquiry district. Most of these have targeted Te Tai Tokerau, rather than smaller areas within Te Tai Tokerau (such as Muriwhenua or the anticipated inquiry district). These provide examples of what the Crown has implemented to address social issues and is not a comprehensive list of every intervention that may have impacted the area. As a general rule, national policies and strategies are not included unless information was available on their particular impacts on the anticipated inquiry district (or on the Far North District or Te Tai Tokerau region). As mentioned earlier, national policies and strategies concerning social issues have been, and will be, addressed in Waitangi Tribunal kaupapa inquiries.

Some information regarding Crown interventions was difficult to access, in part because contemporary government records are held by agencies rather than by Archives New Zealand – Te Rua Mahara o te Kāwanatanga. Throughout the research process, a large number of requests were made for records and information held by government agencies and Crown entities. The following agencies provided unpublished information that is drawn on throughout the report: the Far North District Council – Te Kaunihera o Tai Tokerau ki te Raki; the Northland District Health Board – Te Poari Hauora Ā Rohe O Te Tai Tokerau; 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 Māori Language Commission; the Ministry of Education – Te Tāhuhu o te Mātauranga; Ministry of Health – Manatū Hauora; the Ministry of Housing and Urban Development – Te Tūāpapa Kura Kāinga; the Ministry of Social Development – Te Manatū Whakahiato Ora; and the Tertiary Education Commission – Te Amorangi Mātauranga Matua. Te Puni Kōkiri – the Ministry of Māori Development and the Ministry of Business, Innovation and Employment – Hīkina Whakatutuki did not provide information despite repeated requests over a period of five to six months. Te Puni Kōkiri did, however, provide feedback on the draft report circulated in November 2022.

The report also draws on central and local government publications, academic literature, Hansard reports (New Zealand Parliamentary Debates), and newspaper articles. Existing evidence filed on the Waitangi Tribunal's Record of Inquiry for this inquiry and others was also consulted, including the Record of Inquiry for Te Paparahi o te Raki (Northland) Inquiry (Wai 1040).

Further information was also provided by some Wai 45 claimants before, during, and after the two research hui held in Taipā on 28 October and 13 December 2022. A draft version of the report went out to parties for consultation on 25 November 2022. Feedback and additional information was

provided by claimants, by the Crown (Ministry of Health – Manatū Hauora, the Ministry of Housing and Urban Development – Te Tūāpapa Kura Kāinga, the Ministry of Social Development – Te Manatū Whakahiato Ora, and Te Puni Kōkiri – the Ministry of Māori Development), and by Te Hiku Iwi Development Trust.

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 over the report period (2002 to 2020). Each chapter also provides an overview of major attempts made by the Crown to address social issues in the anticipated inquiry district over this period and, where possible, 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 an economic and demographic overview of the anticipated inquiry district for context. This includes information on Te Tai Tokerau economy and the population size, ethnic makeup, iwi affiliations, age structure, and rurality of dwellings in the inquiry data area.

Chapter 2 examines issues relating to employment and income in the anticipated inquiry district. 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 and lower incomes, receive government income support at higher proportions, 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 established in 2013 by *Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord*. Most government investments in socioeconomic issues for Māori covered in this report have been driven by central government, although local government (the Northland Regional Council and the Far North District Council) have led some initiatives through investing in Māori business and economic development projects with iwi/hapū. These are outlined in this chapter.

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 (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 Auahatanga, 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 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 (adults with no formal qualification, adults with NZQF level 3 or 4 certificate, and adults with a tertiary qualification) and 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 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. It also looks at data on the demand for public 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). In the Far North District, Māori also comprise a much higher proportion of those on waiting lists for state housing. The chapter examines 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, including funding to assist hapū, iwi, and/or communities to address housing needs and increase homeownership. The chapter provides a case study of He Korowai Trust, a non-government organisation based in Kaitiāia 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 have continued 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, inequities have actually worsened over the period analysed, particularly those relating to economic and housing outcomes.

The data referred to throughout this report is provided in tables as **Appendix C**.

1.5 Economic and demographic overview of the anticipated inquiry district

1.5.1 Te Tai Tokerau economic landscape

The composition of Te Tai Tokerau economy and its particular geographic and demographic features offer some context for analysing socioeconomic issues in the anticipated inquiry district. The Gross Domestic Product (GDP) per capita for Te Tai Tokerau has been low in comparison to other regions over the period covered in this report. Between 2002 and 2020, Te Tai Tokerau had either the lowest or second lowest GDP per capita, alternating with Te Tai Rāwhiti/Gisborne Region.⁵⁷ Whangārei is the

⁵⁷ Northland Regional Council, Far North District Council, Whangārei District Council, and Kaipara District Council, *Strategy for the Sustainable Economic Development of Northland: Kokiri Ngatahi Taitokerau Northland Forward Together: Update 2007-2011*, Northland Regional Council, 2007, available: <https://www.nrc.govt.nz/media/0lroo2pw/strategyforthesustainableeconomicdevelopmentofnorthland.pdf>, accessed 16 January 2023, p 8; Stats NZ, Tauranga Aotearoa, *Regional Gross Domestic Product Year Ended March 2020*, Stats NZ excel spreadsheet [not dated], available: <https://www.stats.govt.nz/assets/Uploads/Regional-gross-domestic-product/Regional-gross-domestic-product-Year-ended-March-2020/Download-data/regional-gross-domestic-product-year-ended-march-2020.xlsx>, accessed 19 January 2023, see Table 4.

largest GDP contributor to Te Tai Tokerau, contributing more than half of the region's GDP in 2008 (Whangārei is the only city in Te Tai Tokerau, located outside of the anticipated inquiry district).⁵⁸

In 2007, councils observed that Te Tai Tokerau spent a below-average amount on economic development relative to its GDP, compared to the rest of the country, suggesting it had underinvested in this area.⁵⁹ In 2015, this appeared to still be true for the Far North District Council, which spent only 0.7 percent of its operating expenditure, or \$15 per capita, on economic development. However, the Northland Regional Council spent a comparatively high proportion of its operational expenditure on economic development, at 8.3 percent (the third highest proportion among local government bodies across the country). Economic development spending per capita across the whole region (spending for Far North District Council, Whangārei District Council, Kaipara District Council, and Northland Regional Council) was 2.2 percent of total local government operating expenditure, or around \$39 per capita, compared to the national regional average of 2.1 percent of operational expenditure, or \$36 per capita.⁶⁰

In 2018, 8.3 percent of the national Māori population lived in Te Tai Tokerau.⁶¹ In 2018, the asset base of Te Tai Tokerau Māori economy (for example, natural resources, real estate, and property) was estimated that year to be around \$5.7 billion. This was the fifth highest of the 11 rohe covered in the report, equal to Te Tai Hauāuru (the west coast of the North Island). Primary industries (industries that provide raw materials such as meat, fisheries, dairy, and forestry) make up a high proportion of the Māori asset base in Te Tai Tokerau in comparison to other rohe, apart from Te Tai Rāwhiti (the East Coast) and Kurahaupō (the south-east of the North Island).⁶²

⁵⁸ Infometrics Limited, *Historical Performance of the Northland Regional Economy*, prepared by Infometrics Limited for Northland Regional Council, April 2009, p. 8.

⁵⁹ Northland Regional Council, Far North District Council, Whangārei District Council, and Kaipara District Council, *Strategy for the Sustainable Economic Development of Northland: Kokiri Ngatahi Taitokerau Northland Forward Together: Update 2007-2011*, Northland Regional Council, 2007, available: <https://www.nrc.govt.nz/media/0lroo2pw/strategyforthesustainableeconomicdevelopmentofnorthland.pdf>, accessed 16 January 2023, p 9.

⁶⁰ Stephen Knuckley, *Review of Economic Development Arrangements in Northland: Final Report*, prepared by Martin Jenkins for Northland Regional Council, Far North District Council, Kaipara District Council, Whangārei District Council, July 2017, pp 18-19.

⁶¹ Stats NZ, *Tauranga Aotearoa, 'Northland Region'*, Stats NZ [not dated], available: <https://www.stats.govt.nz/tools/2018-census-place-summaries/northland-region>, accessed 12 February 2023; Stats NZ, *Tauranga Aotearoa. 'Māori ethnic group'*. Stats NZ [not dated]. Available: <https://www.stats.govt.nz/tools/2018-census-ethnic-group-summaries/m%C4%81ori>. Accessed 12 February 2023.

⁶² Ganesh Nana, Amanda Reid, Hillmarè Schulze, Hugh Dixon, Sam Green, and Hannah Riley, *Te Ōhanga Māori 2018: The Māori Economy 2018*, prepared by Business and Economic Research Limited for the Reserve Bank of New Zealand, January 2021, pp 16, 40.

While Te Tai Tokerau is geographically close to Auckland, the largest city in Aotearoa, Tai Tokerau Northland Economic Action Plan Advisory Group has highlighted that relatively poor transport links have been a barrier to developing initiatives that draw on its proximity.⁶³ Many parts of Te Tai Tokerau are geographically isolated, and connectivity can be poor. Up until April 2015 Air New Zealand operated passenger flights between Auckland and Kaitiāia.⁶⁴ Barrier Air now operates passenger flights on this route. Air New Zealand also operates passenger flights between Auckland and Kerikeri, which is located south of the anticipated inquiry district, approximately 1.5 hours drive from Kaitiāia. InterCity also runs daily bus services between Auckland and Kaitiāia.

The Northland Regional Council runs the Far North Link bus service within the Far North District. Within Kaitiāia, a loop service runs four times daily from Tuesday to Thursday, at off peak times. Bus services also run once a week between Kaitiāia and Ahipara, once a week between Kaitiāia and Pukenui, and Monday to Friday between Kaitiāia and Mangōnui.⁶⁵ Bus services are funded by the Northland Regional Council, Waka Kōtahi the New Zealand Transport Agency, and Ko Tātou Local Government New Zealand's Community Boards Executive Committee.⁶⁶ In the Far North District, only 35 percent of roads are sealed (858 km out of 2508 km) and the Far North District Council has estimated that the cost of sealing all the remaining stretches would be \$500 million. A gradual extension of the sealed road network is part of the District Council's work programme.⁶⁷

The economy of Te Tai Tokerau is less diverse than other parts of the country and dependent on a small number of major sectors, notably tourism, pastoral farming, forestry, building, and property development. This means its economy is liable to volatility as it is vulnerable to the 'ups and downs'

⁶³ Tai Tokerau Northland Economic Action Plan Advisory Group, *Tai Tokerau Northland Economic Action Plan*, Northland Inc, February 2016, available: <https://www.northlandnz.com/assets/Files-for-Download/Corporate-Library-Documents/2016-Tai-Tokerau-Northland-Economic-Action-Plan.pdf>, accessed 5 January 2023, p 4.

⁶⁴ Tao Lin, 'Air New Zealand ends some regional flights today', *Stuff*, 28 April 2015, available: <https://www.stuff.co.nz/travel/news/68085768/air-new-zealand-ends-some-regional-flights-today>, accessed 16 May 2022.

⁶⁵ See: Northland Regional Council, Te Kaunihera ā rohe o Te Taitokerau, 'Far North Link', Northland Regional Council [not dated], available: <https://www.nrc.govt.nz/transport/getting-around/far-north-link/>, accessed 3 February 2023; Northland Regional Council, Te Kaunihera ā rohe o Te Taitokerau, *Annual Report 2022, Pūrongo ā Tau 2022*, Northland Regional Council, 2022, p. 15.

⁶⁶ Northland Regional Council, *Annual Report Summary*, Northland Regional Council, 2012, p. 11; Northland Regional Council, Te Kaunihera ā rohe o Te Taitokerau, *Annual Report 2022, Pūrongo ā Tau 2022*, Northland Regional Council, 2022, p. 121; Northland Regional Council, Te Kaunihera ā rohe o Te Taitokerau, 'Far North Link', Northland Regional Council [not dated], available: <https://www.nrc.govt.nz/transport/getting-around/far-north-link/>, accessed 3 February 2023.

⁶⁷ Far North District Council, Te Kaunihera o Tai Tokerau ki te Raki, 'Road Maintenance', Far North District Council, 2023, available: <https://www.fndc.govt.nz/Our-services/Transport/Roads/Road-maintenance#section-2>, accessed 10 January 2023.

of these sectors. A council report published in 2007 highlighted an ‘absolute need to broaden the base of industry’.⁶⁸

A 2007 council analysis described Te Tai Tokerau’s economy as predominantly marked by low-skill and low-wage businesses and employment opportunities. Of the approximately 11,000 businesses in the region, the majority were small (with less than five employees), part-time (for example, bed and breakfasts in the tourism sector), or ‘lifestyle’ business (which are growth-resistant). It also highlighted a low level of labour productivity growth (a low increase in output per labour hour), which was in part attributable to a low level of investment in technology.⁶⁹

In terms of demographics, Te Tai Tokerau has had a high proportion of people aged under 15 and over 65 years of age compared to the working age population, a phenomenon referred to by some as a ‘high dependency ratio’. In 2016, Te Tai Tokerau had the highest dependency ratio of any region in Aotearoa, along with a labour force participation rate that was lower than the average across the country. Te Tai Tokerau Northland Economic Action Plan Advisory Group forecast in 2016 that this dependency ratio would rise over the following two decades.⁷⁰ Over the period 1996 to 2013, Te Tai Tokerau experienced ‘notable’ net migration loss in the 15 to 19 year and 20 to 24 year age groups, suggesting high migration among those beginning their careers and/or pursuing higher education. However, it broadly experienced net gains in the zero to nine year and 30 to 69 year age groups, suggesting ‘overall net arrival of parents, children and increasingly those of retirement age’.⁷¹

⁶⁸ Northland Regional Council, Far North District Council, Whangārei District Council, and Kaipara District Council, *Strategy for the Sustainable Economic Development of Northland: Kokiri Ngatahi Taitokerau Northland Forward Together: Update 2007-2011*, Northland Regional Council, 2007, available: <https://www.nrc.govt.nz/media/0lroo2pw/strategyforthesustainableeconomicdevelopmentofnorthland.pdf>, accessed 16 January 2023, p 9.

⁶⁹ Northland Regional Council, Far North District Council, Whangārei District Council, and Kaipara District Council, *Strategy for the Sustainable Economic Development of Northland: Kokiri Ngatahi Taitokerau Northland Forward Together: Update 2007-2011*, Northland Regional Council, 2007, available: <https://www.nrc.govt.nz/media/0lroo2pw/strategyforthesustainableeconomicdevelopmentofnorthland.pdf>, accessed 16 January 2023, pp 8-9.

⁷⁰ Tai Tokerau Northland Economic Action Plan Advisory Group, *Tai Tokerau Northland Economic Action Plan*, Northland Inc, February 2016, available: <https://www.northlandnz.com/assets/Files-for-Download/Corporate-Library-Documents/2016-Tai-Tokerau-Northland-Economic-Action-Plan.pdf>, accessed 5 January 2023, p 4.

⁷¹ Natalie Jackson, ‘Northland Region and its Territorial Authorities: Demographic Profile 1986-2031’, *New Zealand Regional Demographic Profiles 1986-2031. No. 13*, prepared for the Northland Regional Council by the National Institute of Demographic and Economic Analysis, University of Waikato, Te Whare Wānanga o Waikato, April 2014, p 42.

1.5.2 Population and ethnicity

In her 2002 report, Dr Stokes recorded a high proportion of Māori in the Far North District (44.7 percent of the total Far North District population in the 2001 Census). Dr Stokes also quoted a community profile for the Kaitiaki 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 in families.⁷²

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 2018.⁷³

The proportion of Māori within the inquiry data area is slightly higher, at 40.9 percent in 2006, 41.1 percent in 2013, and 51.9 percent in 2018 (compared to 14.0 percent, 14.1 percent, and 16.5 percent respectively for the whole of Aotearoa). The Māori population has increased significantly during this period. The Māori population count within the inquiry data area increased by 48 percent between 2006 and 2018, compared to 17 percent across all ethnicities in the inquiry data area. The Māori population of Aotearoa increased by 37 percent over this period, and the total population of Aotearoa increased by 17 percent (see **Table 1.3**). Māori living in the inquiry data area, however, remained just under one percent of the total Aotearoa Māori population over this period (see **Table 1.4** below).⁷⁴

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 1.3** and **1.4**).⁷⁵

⁷² Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8), pp 393-395.

⁷³ 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.

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

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

Table 1.3: Population of the 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	14,847	775,836	4,699,755
Change 2006-2018	48% increase	17% increase	37% increase	17% increase

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

Table 1.4: Proportion of Aotearoa Māori living in inquiry data area and proportion of total Aotearoa population living in inquiry data area, Census 2006, 2013, and 2018 (as percentage)

	Inquiry data area Māori population as percentage of Aotearoa Māori population	Inquiry data area total population as percentage of total Aotearoa population
2006	0.9%	0.3%
2013	0.9%	0.3%
2018	1.0%	0.3%

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

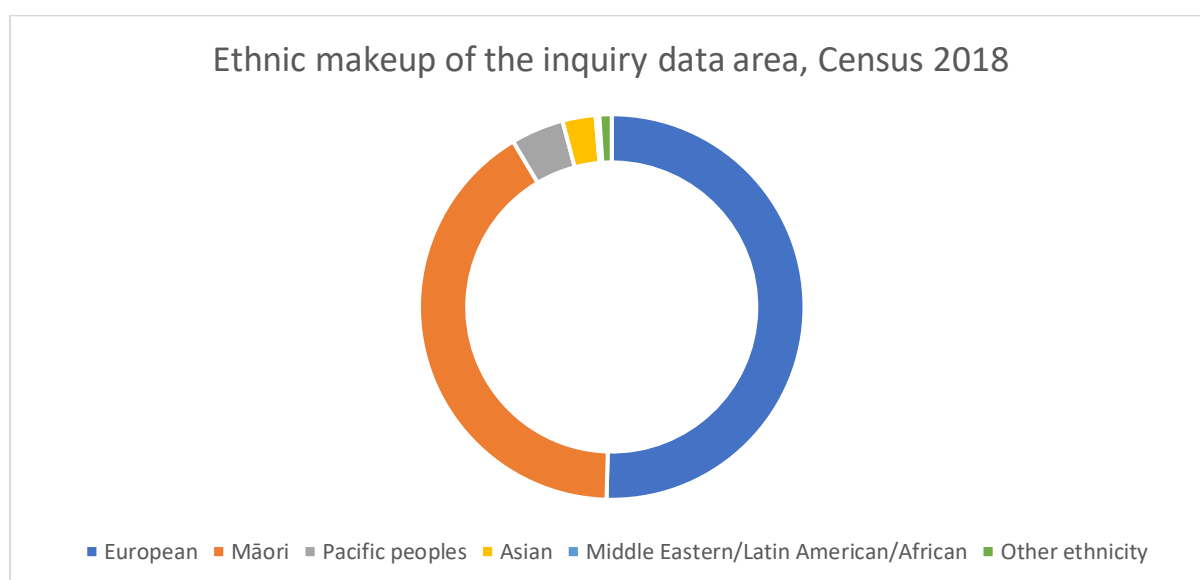
The inquiry data area has lower proportions of European, Pacific, Asian, and Middle Eastern/Latin American/African people compared to Aotearoa as a whole. Its ethnic makeup for 2018 is shown in **Table 1.5** and **Figure 1.5** below. Individuals can identify with more than one ethnicity/ethnic group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

Table 1.5: Ethnic makeup of the inquiry data area and Aotearoa, Census 2018 (as percentage)

	Inquiry data area	Aotearoa
European	63.8%	70.2%
Māori	51.9%	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.

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



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

1.5.3 Iwi affiliation

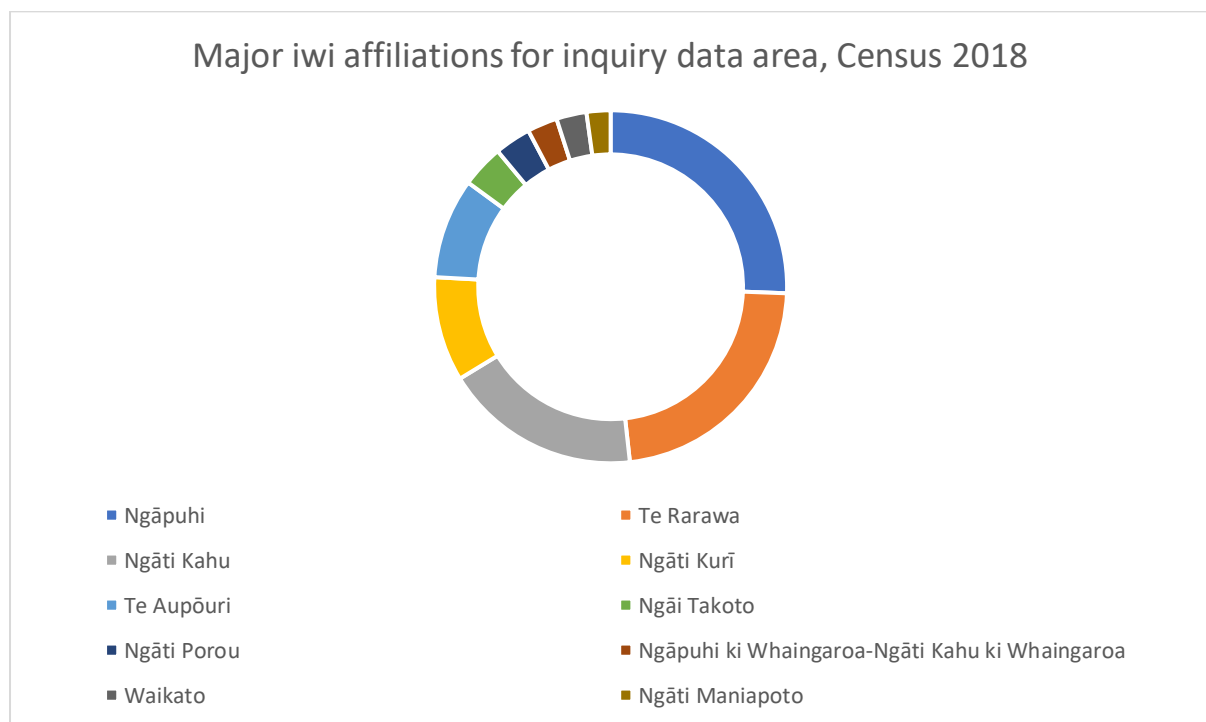
Stats NZ provides data on iwi affiliation, as recorded in the Census, for individuals who identify as being of Māori descent. The Census does not ask about hapū affiliation.⁷⁶ The 2018 Census iwi

⁷⁶ Sometimes individuals choose to record their hapū under the iwi affiliation question and Stats NZ collects this data.

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 across these years are that the proportion of people who affiliated with Te Rarawa, Ngāi Takoto, and Ngāpuhi ki Whaingaroa-Ngāti Kahu ki Whaingaroa increased between 2006 and 2018, while the proportion of people who affiliated with Ngāpuhi, Ngāti Kahu, and Te Aupōuri decreased.

In 2018, the highest proportions of Māori in the inquiry data area identified as Ngāpuhi (31.6 percent), Te Rarawa (28.0 percent), Ngāti Kahu (22.4 percent), Ngāti Kurī (11.9 percent), Te Aupōuri (11.3 percent), Ngāi Takoto (4.9 percent), Ngāti Porou (4.2 percent), Ngāpuhi ki Whaingaroa-Ngāti Kahu ki Whaingaroa (3.4 percent), Waikato (3.4 percent), and Ngāti Maniapoto (2.7 percent). 55.8 percent of Māori identified as affiliating with Te Hiku iwi. 9.5 percent did not know their iwi affiliation.⁷⁷ **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.

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



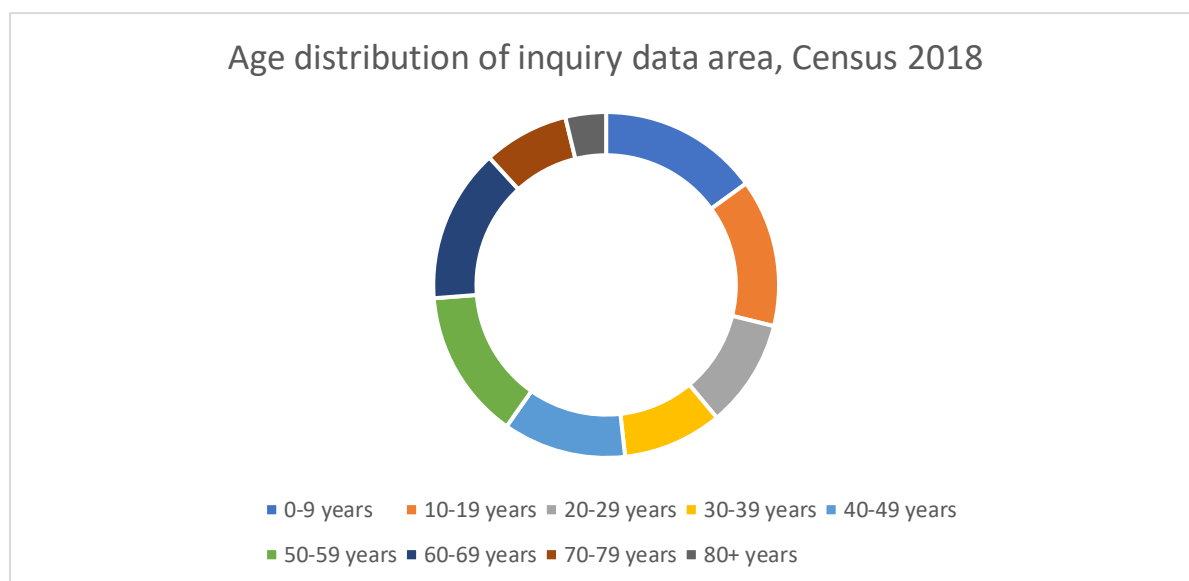
Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

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

1.5.4 Age structure

Overall, the inquiry data area 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 33.7 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**.⁷⁸

Figure 1.7: Age distribution of inquiry data area, Census 2018



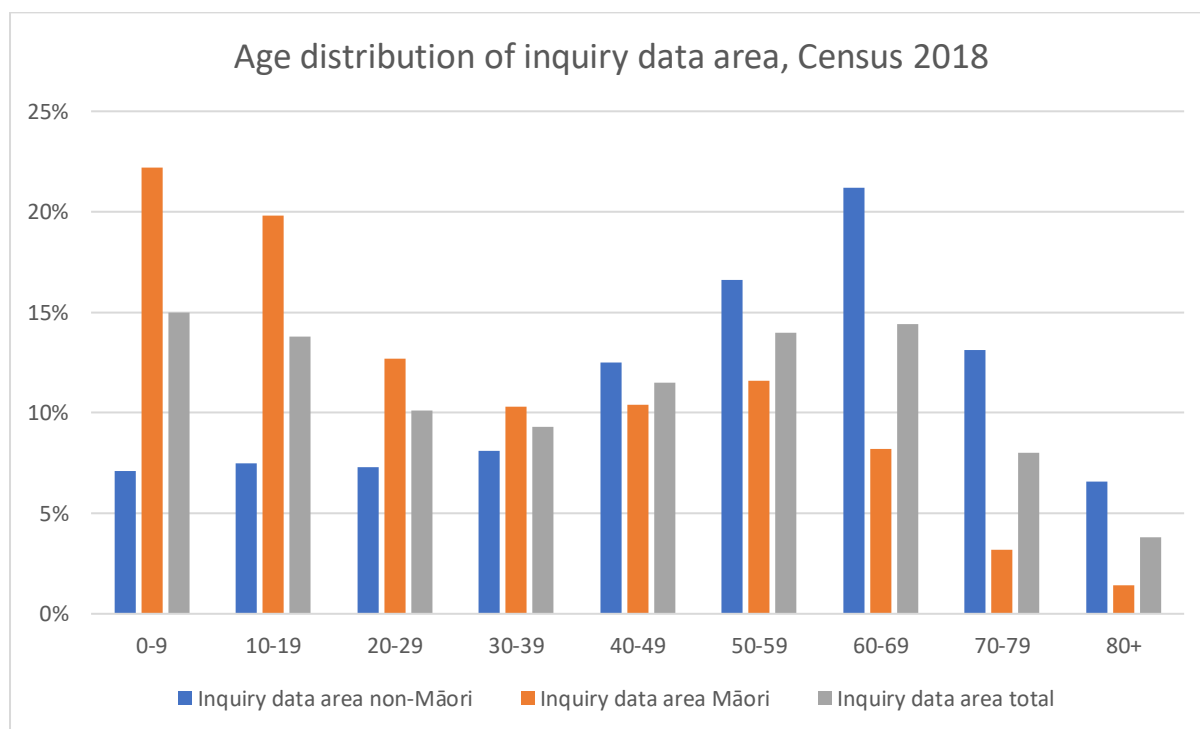
Source: Derived from customised Census data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

Within the inquiry data area, Māori have a much higher proportion of people under 40 years than non-Māori (65.0 percent compared to 30.0 percent for 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 in 2018). 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 data area population). This is likely due to Māori having a much lower life-expectancy, and a similar trend is evident across Aotearoa (0.9 percent of Māori are aged 80 years or older

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

compared to 4.1 percent of non-Māori).⁷⁹ The age distribution of the inquiry data area is shown below in **Figure 1.8**. Life expectancy is discussed in **Chapter 3**.

Figure 1.8: Age distribution of the inquiry data area, Census 2018 (as percentage)

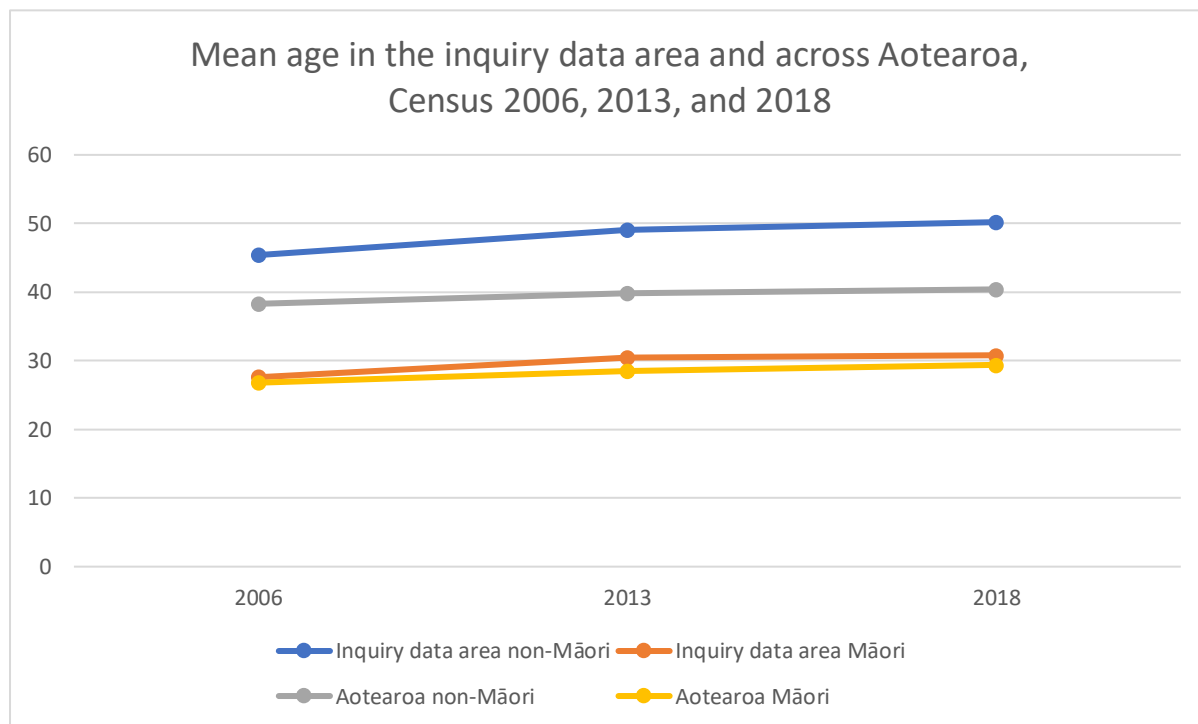


Source: Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

The mean (average) age for Māori in the inquiry data area is slightly higher than the average for Māori across Aotearoa, but well below the that for non-Māori in the inquiry data area and across Aotearoa. The mean age for Māori in the inquiry data 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 non-Māori population, as shown below in **Figure 1.9**. Figures for all three Census years are provided in **Appendix C**.

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

Figure 1.9: Mean age in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018 (in years)



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

1.5.5 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’ (100,000 or more residents), ‘large’ (30,000-99,999 residents), ‘medium’ (10,000-29,999 residents), or ‘small’ (1,000-9,999 residents).⁸⁰ All urban areas within the inquiry data area were classified as ‘small’ in the 2006, 2013, and 2018 Census years, meaning no urban areas had more than 9,999 residents. In 2018, 61.2 percent of the inquiry data area population lived in a rural area (up by two percent from 2006), compared to 16.0 percent of the total national population. In 2018, 38.8 percent of the inquiry data area population lived in an urban area (down by three percent from 2006, and all in ‘small’ urban areas) compared to 84.0 percent of the national population (in ‘major’, ‘large’, ‘medium’, and ‘small’ urban areas).⁸¹

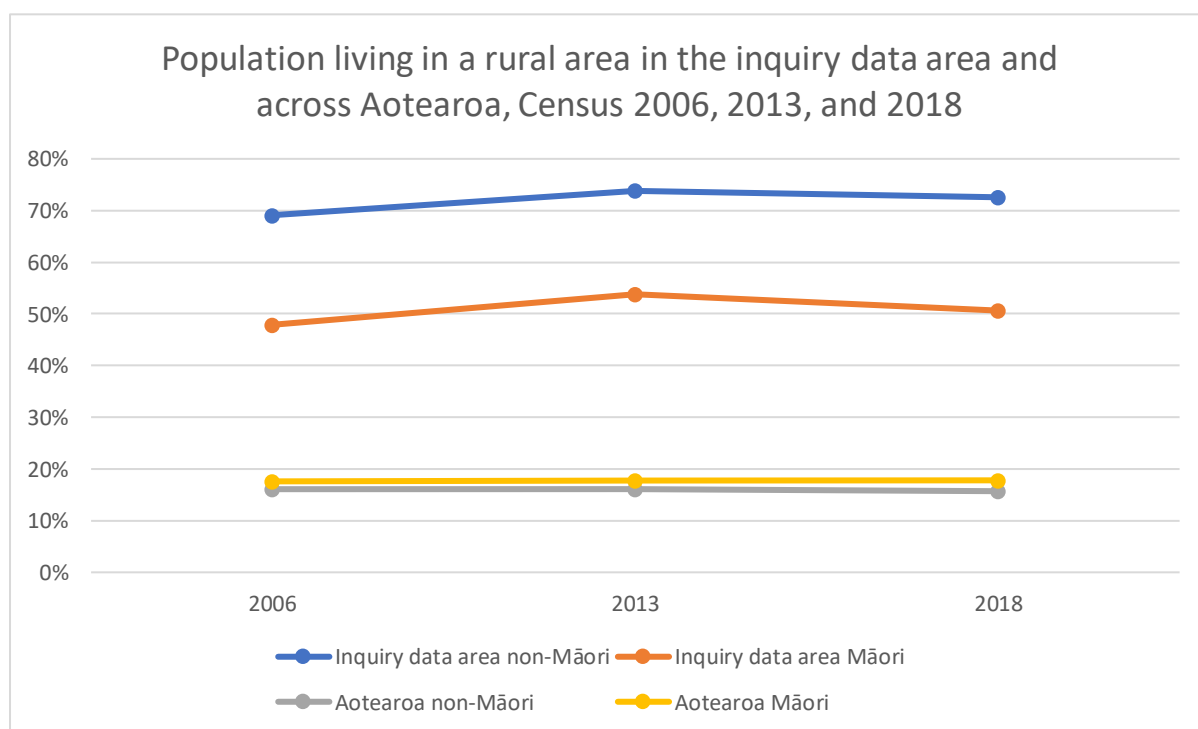
⁸⁰ Stats NZ, Tatauranga Aotearoa, ‘Urban Rural 2018 V1.0.0’, Stats NZ Ariā [not dated], available: <https://aria.stats.govt.nz/aria/#ClassificationView:uri=http://stats.govt.nz/cms/ClassificationVersion/qqn46tSGdZIUv4fU>, accessed 12 December 2022.

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

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 compared to 15.7 percent of non-Māori in 2018). However, Māori in the inquiry data area remain more likely to live rurally than Māori across Aotearoa, with Māori in the inquiry data area nearly three times more likely to live rurally than the national Māori population in 2018.⁸²

The proportion of Māori living rurally in the inquiry data area increased by six percent between 2006 and 2018 (from 47.9 percent to 50.6 percent) and the rural non-Māori population increased by five percent (from 69.1 to 72.5 percent). The national rural Māori and non-Māori populations remained relatively steady, as shown below in **Figure 1.10**.⁸³

Figure 1.10: Population living in a rural area in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018 (as percentage)



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

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

⁸³ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

1.5.6 Summary

Broadly, Te Tai Tokerau economy can be characterised as having low GDP per capita and less diversity in comparison to other regions. The economy is dominated by a small number of major sectors, (notably tourism, pastoral farming, forestry, building, and property development) and is predominantly marked by low-skill and low-wage businesses and employment opportunities. It appears local government (the Far North District Council and the Northland Regional Council) has dedicated below-average spending to economic development relative to its GDP in the earlier part of the period covered in this report, but that Northland Regional Council spending has increased to above average among councils in more recent years. Low connectivity and public transport options have been highlighted as barriers to development in the region and are also highlighted throughout this report as barriers to accessing education, healthcare, and social services.⁸⁴

Census population and demographic data for the years 2006, 2013, and 2018 show:

- The inquiry data area has had a much higher Māori population proportionally compared to Aotearoa as a whole, with more than half of the population identifying as Māori in the 2018 Census;⁸⁵
- Just over half of Māori in the area affiliated with Te Hiku iwi, with most affiliating with Ngāpuhi, Te Rarawa, and Ngāti Kahu;
- Compared to non-Māori in the inquiry data area, the Māori population was much younger, with nearly three times as many tamariki aged under 10 years old and nearly five times fewer adults aged over 80 years old; and

⁸⁴ See: Northland Regional Council, Far North District Council, Whangārei District Council, and Kaipara District Council, *Strategy for the Sustainable Economic Development of Northland: Kokiri Ngatahi Taitokerau Northland Forward Together: Update 2007-2011*, Northland Regional Council, 2007, available: <https://www.nrc.govt.nz/media/0lroo2pw/strategyforthesustainableeconomicdevelopmentofnorthland.pdf>, accessed 16 January 2023, pp 8-9; Stats NZ, Tatauranga Aotearoa, *Regional Gross Domestic Product Year Ended March 2020*, Stats NZ excel spreadsheet [not dated], available: <https://www.stats.govt.nz/assets/Uploads/Regional-gross-domestic-product/Regional-gross-domestic-product-Year-ended-March-2020/Download-data/regional-gross-domestic-product-year-ended-march-2020.xlsx>, accessed 19 January 2023, see Table 4; Stephen Knuckley, *Review of Economic Development Arrangements in Northland: Final Report*, prepared by Martin Jenkins for Northland Regional Council, Far North District Council, Kaipara District Council, Whangārei District Council, July 2017, pp 18-19; Tai Tokerau Northland Economic Action Plan Advisory Group, *Tai Tokerau Northland Economic Action Plan*, Northland Inc, February 2016, available: <https://www.northlandnz.com/assets/Files-for-Download/Corporate-Library-Documents/2016-Tai-Tokerau-Northland-Economic-Action-Plan.pdf>, accessed 5 January 2023, p 4.

⁸⁵ Individuals can identify with more than one ethnicity/ethnic group so proportions will total more than 100 percent. In 2018, 63.7 percent of the inquiry data area identified as European, and 51.8 percent identified as Māori.

- Māori in the inquiry data area were more likely to live rurally compared to the national Māori and non-Māori populations, but less likely to live rurally compared to non-Māori in the inquiry data area.

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

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.⁸⁶ More recent data show Māori in the inquiry data area continue to experience low employment rates, low incomes, and a high proportion of people receiving income support when compared to non-Māori living in the inquiry data area, the national Māori population, and the national non-Māori population. Data also show Māori living in the inquiry data area represent some of the most economically disadvantaged people in Aotearoa, as measured by the New Zealand Index of Deprivation.⁸⁷ A report published by Te Hiku Development Trust in 2014, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, concluded that its findings painted a ‘bleak picture of social disparities’ in Te Hiku area.⁸⁸ In particular, *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.⁸⁹

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

- Unemployment rates;
- Income;
- Income support; and
- The New Zealand Index of Socioeconomic Deprivation.

⁸⁶ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8).

⁸⁷ An index produced by the University of Otago that provides a picture of relative socioeconomic position.

⁸⁸ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, p 93.

⁸⁹ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, p 93.

The chapter then examines major actions taken by the Crown aimed at improving economic conditions for Te Tai Tokerau Māori and the extent to which it has engaged with Māori to address these issues. As explained in the **Introduction** to this report, most Crown strategies to address social issues in Muriwhenua target the larger Te Tai Tokerau region (shown in **Figure 1.2**). Crown actions covered in this chapter include the following strategies, programmes, and other funding schemes:

- The Crown’s Regional Growth Programme (established 2015) and two associated Te Tai Tokerau economic growth plans: the Crown-led *Tai Tokerau Northland Economic Action Plan* (published 2016); and the iwi-led Te Tai Tokerau economic growth strategy, *He Tangata, He Whenua, He Oranga: An Economic Growth Strategy for the Taitokerau Maori Economy* (published 2015);
- The Ministry of Business, Innovation and Employment – Hīkina Whakatutuki’s Provincial Growth Fund (established 2017), COVID-19 Response and Recovery Fund (established 2020), and employment pathways programme, He Poutama Rangatahi (established 2018);
- Te Puni Kōkiri’s Whenua Māori Fund (established 2016), Māori Development Fund (established 2018), the national Cadetship Programme (established 2010), and employment pathways programme, Taiohi Ararau (established 2017);
- Various national Māori trade training programmes (established in 2004, 2014, and 2020);
- Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord (established in 2013); and
- An overview of local government investments in Māori economic development.

Research undertaken for this chapter found little evidence of targeted Crown interventions or partnerships to improve income and employment outcomes in Te Tai Tokerau before the mid- to late-2010s. Nor was there much evidence throughout the 2002 to 2020 period of sustained Crown interventions and partnerships with Muriwhenua Māori, particularly because initiatives and funding sources tended to change frequently. It also remains unclear what the impact of the more recent Crown investments have had, or will have, 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 sustained Crown engagement with iwi, hapū and/or localised Māori groups, and limited Māori capacity to effectively engage in the co-design and implementation of economic strategies and programmes.

2.1.2 Overview of claims relating to employment and income

Broadly, Renewed Muriwhenua Land Inquiry (Wai 45) 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 throughout Te Tai Tokerau.⁹⁰ Claimants argue this is exacerbated by a failure from the Crown to implement effective economic policies.⁹¹ More specifically, 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 to address the poor treatment of wāhine Māori by state welfare agencies.⁹²

2.1.3 Recent Waitangi Tribunal findings on employment and income issues

The Waitangi Tribunal has reported on various economic and socioeconomic 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); *Te Urewera* (2017); and *Te Mana Whatu Ahuru: Report on Te Rohe Pōtae Claims* (2018-2020). Broadly speaking, the Tribunal has found that Te Tiriti o Waitangi/the Treaty of Waitangi affirmed the Crown and Māori would mutually share in the economic prosperity of Aotearoa, and that the Crown has failed to resolve the economic difficulties Māori faced following the significant historical loss of land and other resources. The Tribunal acknowledged the Crown's responsibility to address economic issues for Muriwhenua 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'.⁹³

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 data area, the national Māori population, and the national non-Māori population.

⁹⁰ For example, see: amended statement of claim, Wai 1176, #1.1(a); and amended statement of claim, Wai 1670, #1.1.1(a).

⁹¹ 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).

⁹² For example, see amended statement of claim, Wai 1886, #1.1.1(c).

⁹³ Waitangi Tribunal, *Muriwhenua Land Report* (Wellington: GP Publications, 1997), p 358.

The unemployment rate, as is measured in this chapter, 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.⁹⁴

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

- *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 [total] national proportion of unemployed (4.8%)⁹⁵*

Census data show Māori living in the inquiry data area have experienced similar high unemployment rates between 2006 and 2018. In 2006, the unemployment rate for Māori living in the inquiry data area 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).⁹⁶

Between 2006 and 2013, the unemployment rate rose sharply for all groups (Māori living in the inquiry data area, non-Māori living in the inquiry data area, the national Māori population, and the national non-Māori population). In 2018, the unemployment rate decreased again for all of these groups other than non-Māori living in the inquiry data area (although it did not drop as low as the 2006 unemployment rates). 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.⁹⁷

However, 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

⁹⁴ 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.

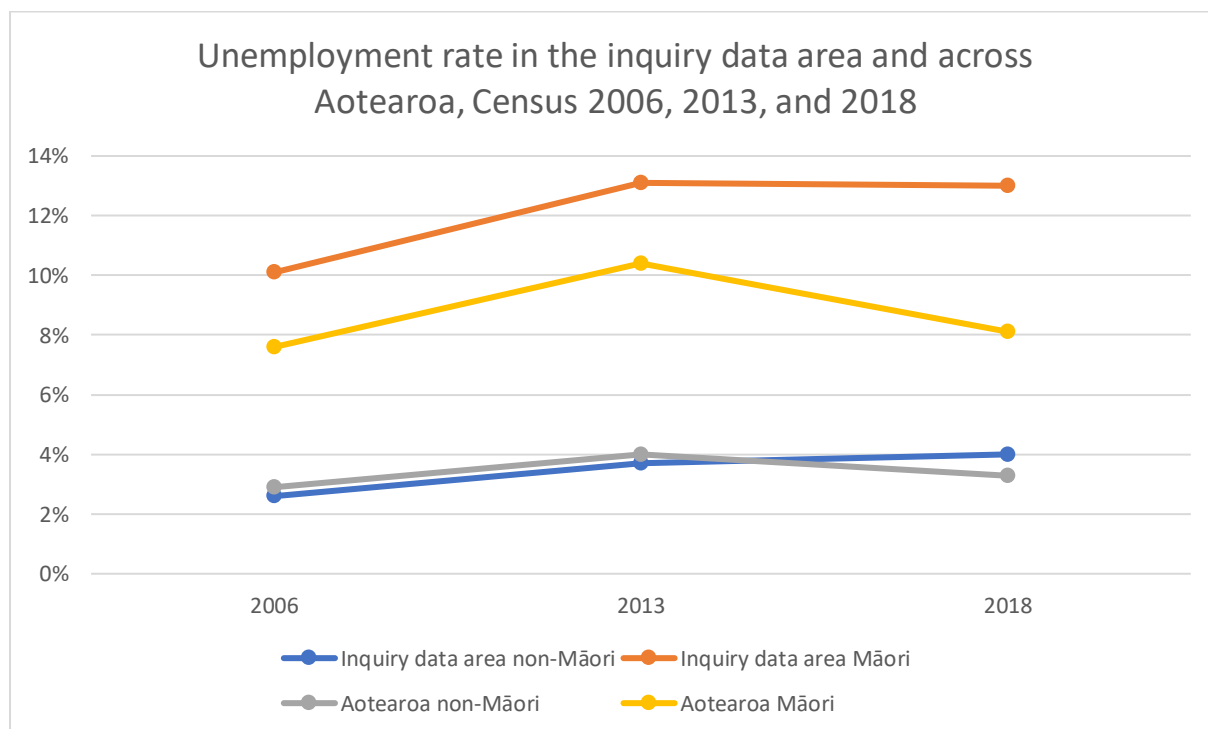
⁹⁵ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, p 80.

⁹⁶ Derived from customised data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

⁹⁷ Derived from customised data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

of the national non-Māori population (3.3 percent unemployment). Between 2006 and 2018 the gap increased between Māori living in the inquiry data area (who experienced the highest unemployment) and non-Māori living in the inquiry data area and across Aotearoa (who experienced the lowest unemployment).⁹⁸ This is shown below in **Figure 2.1**.

Figure 2.1: Unemployment rate in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018 (as percentage)



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

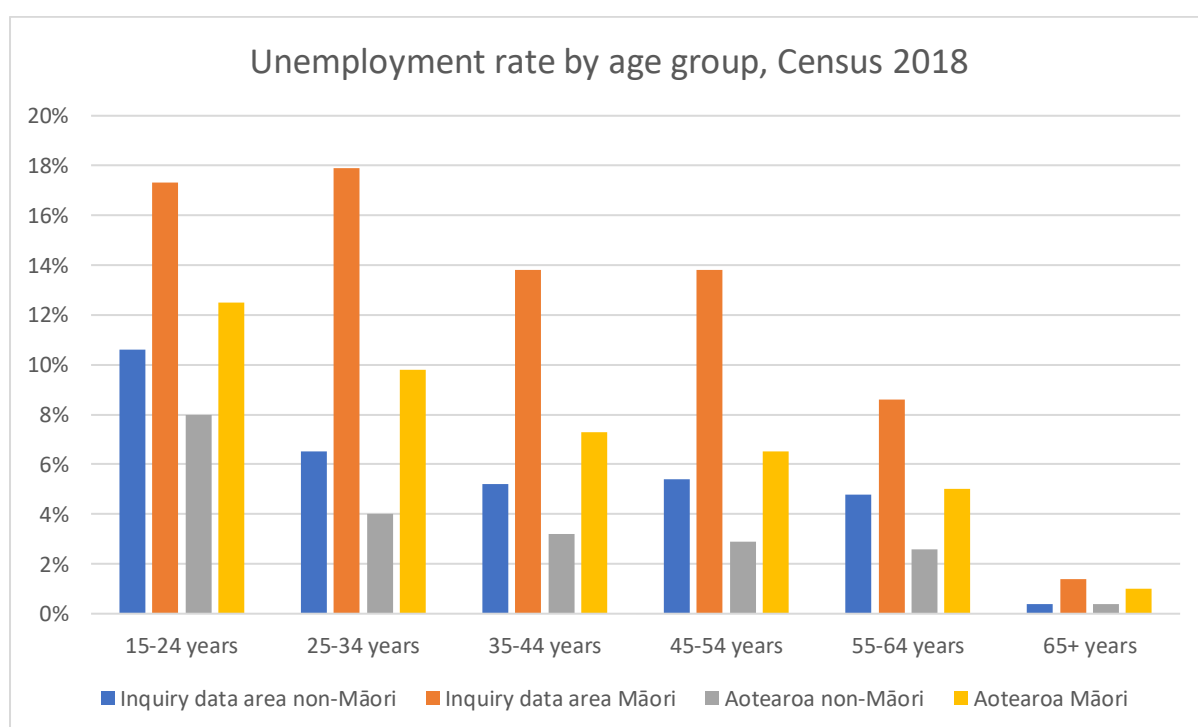
Unemployment by age group

The different age distributions of each comparison population will have an impact on the unemployment figures outlined above. As outlined in the **Introduction** to this report, compared to non-Māori in the inquiry data area, Māori have a higher proportion of people under 40 years (who are more likely to be unemployed), and a lower proportion of people over 40 years (who are less likely to be unemployed). However, the data shows Māori living in the inquiry data area still have significantly higher unemployment among each age group, as shown below in **Figure 2.2**.

⁹⁸ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, 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 (non-Māori living in the inquiry data area, the national Māori population, and the national non-Māori population), 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).⁹⁹

Figure 2.2: Unemployment rate in the inquiry data area and across Aotearoa, by age group, Census 2018 (as percentage)



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

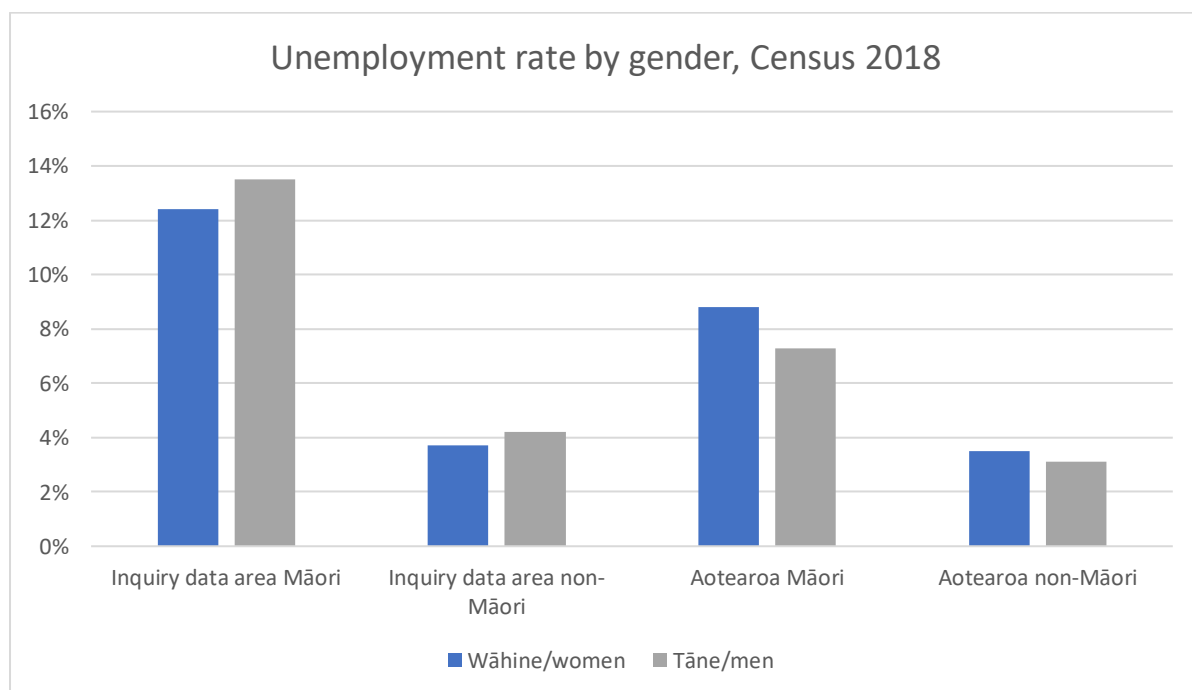
Unemployment by gender

In 2018, unemployment was higher among Māori and non-Māori tāne/men in the inquiry data area. This contrasted to overall unemployment rates across Aotearoa, which were higher among Māori and non-Māori wāhine/women. In 2018, the unemployment rate for tāne Māori living in the inquiry data

⁹⁹ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

area was 13.5 percent, compared to 12.4 percent for wāhine Māori. The unemployment rate for non-Māori men in the inquiry data area was 4.2 percent, compared to 3.7 percent for non-Māori women. Unemployment rates for wāhine Māori living in the inquiry data area were more 3.4 times higher than rates for non-Māori women in the inquiry data area (12.4 percent for wāhine Māori compared to 3.7 percent for non-Māori women). Unemployment rates among tāne Māori living in the inquiry data area were 3.2 times higher than rates for non-Māori men living in the inquiry data area (13.5 percent for tāne Māori compared to 4.2 percent for non-Māori men).¹⁰⁰ This is shown below in **Figure 2.3**.

Figure 2.3: Unemployment rate in the inquiry data area and across Aotearoa, by gender, Census 2018



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

2.2.2 Income

Overall, Māori living in the inquiry data area earn less than non-Māori living in the 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 data held by Te Puni Kōkiri:

¹⁰⁰ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

- *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 elsewhere* ¹⁰¹

Census data show similarly low incomes for Māori living in the inquiry data area between 2006 and 2018. In 2006, the average (mean) income for Māori individuals aged 15 years and over 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 income for national non-Māori population (the highest earning group) was 1.5 times that of Māori living in the inquiry data area (the lowest earning group).¹⁰²

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 higher rate than Māori incomes within both geographical groups. By 2018, the income gap had increased to where the average 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 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.¹⁰³ 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.

¹⁰¹ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, pp 31-33.

¹⁰² Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

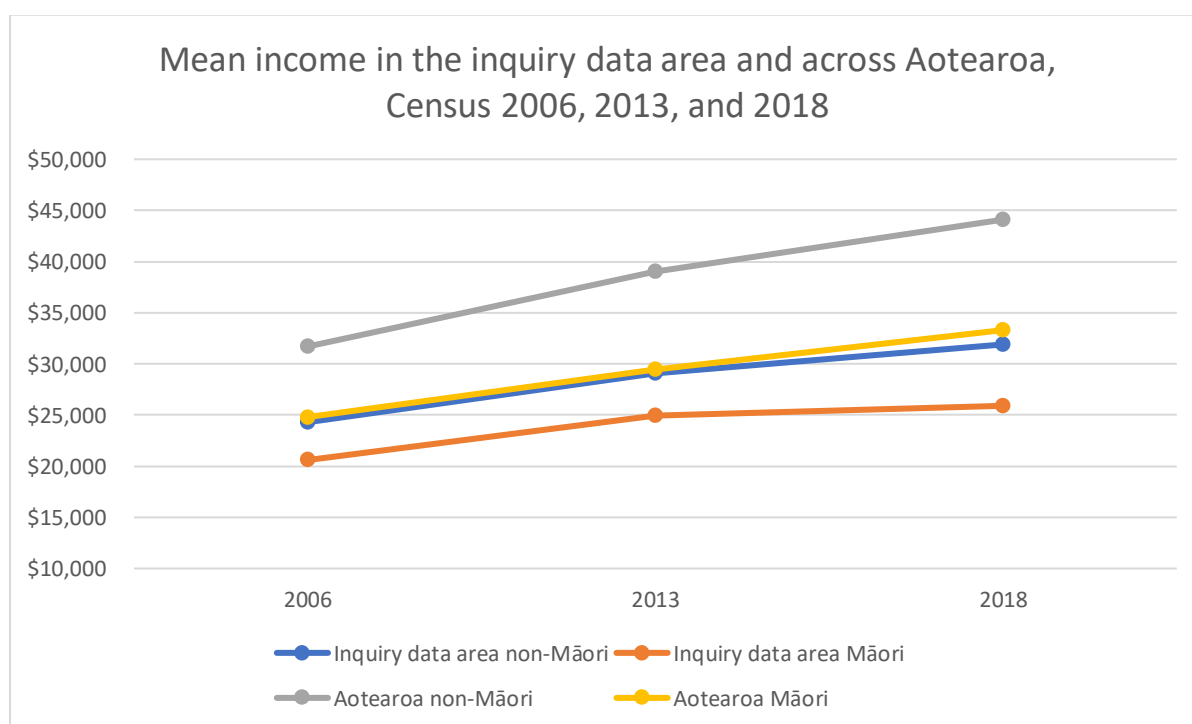
¹⁰³ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

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

	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
Change 2006-2018	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, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 2.4: Mean income for individuals aged 15 years and over living in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018 (in NZD)

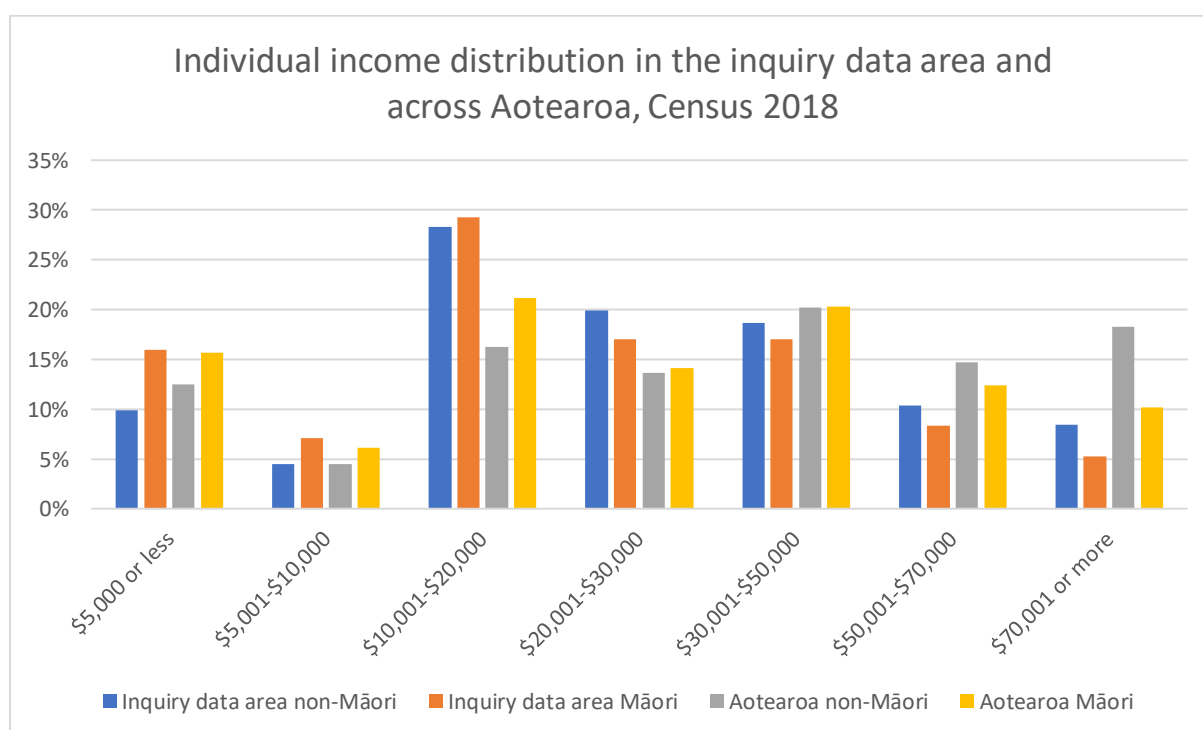


Source: Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

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.

Non-Māori living in the inquiry data area were 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. 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.¹⁰⁴ This is shown below in **Figure 2.5**.

Figure 2.5: Individual income distribution in the inquiry data area and across Aotearoa, Census 2018



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

Income by age group

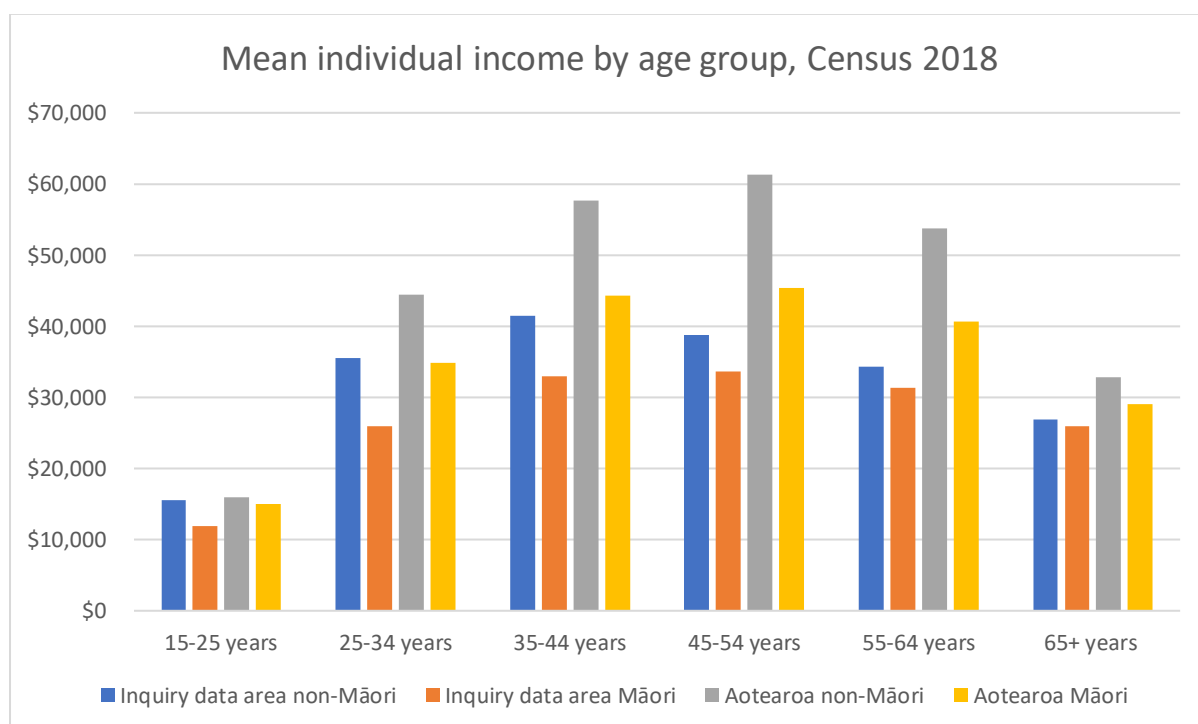
As outlined earlier in this chapter, the different age distributions of each comparison population will have an impact on the income figures outlined above. Compared to non-Māori in the inquiry data area, Māori have a higher proportion of people under 40 years (who tend to have lower incomes), and

¹⁰⁴ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

a lower proportion of people over 40 years (who tend to have higher incomes). However, the data shows Māori living in the inquiry data area still have the lowest average (mean) income among each age group, as shown below in **Figure 2.6**.

In 2018, individuals aged between 45 and 54 years earned the highest average income for Māori in the inquiry data area (with an average income of \$33,700), the national Māori population (with an average income of \$45,400), and the national non-Māori population (with an average 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 an average income of \$41,500).¹⁰⁵

Figure 2.6: Mean individual income in the inquiry data area and across Aotearoa, by age group, Census 2018



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

Income by gender

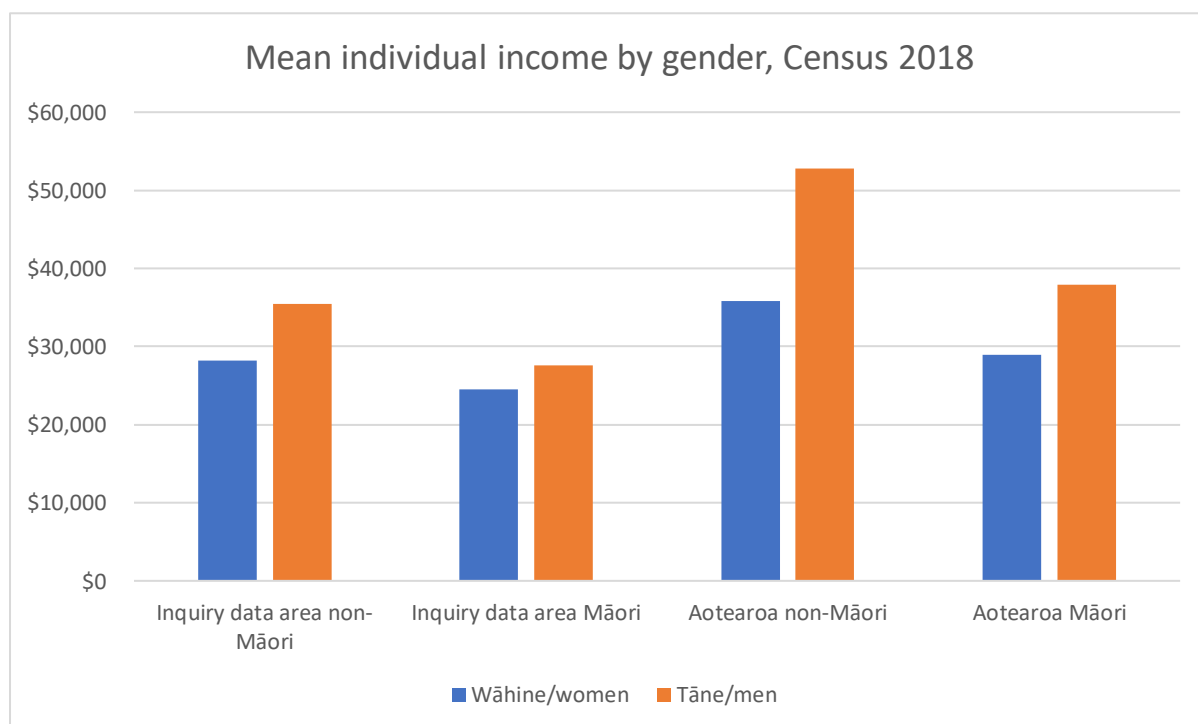
Tāne/men earned more than wāhine/women across all comparison groups in 2018. The largest gender gap was among the national non-Māori population, with non-Māori women on average earning 68

¹⁰⁵ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

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).¹⁰⁶

Overall, wāhine Māori in the anticipated inquiry district earned the least of all the comparison groups and non-Māori men across Aotearoa earned the most. In 2018, wāhine Māori in the inquiry data area earned under half (46 percent) that of non-Māori men (with a mean income of \$24,500 for wāhine Māori in the inquiry data area compared to \$52,800 for non-Māori men across Aotearoa). Wāhine Māori in the inquiry data area also earned significantly less on average than tāne Māori, non-Māori men, and non-Māori women in the inquiry data area.¹⁰⁷ This is shown below in **Figure 2.7**.

Figure 2.7: Mean individual income in the inquiry data area and across Aotearoa, by gender, Census 2018



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

¹⁰⁶ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

¹⁰⁷ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, 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 2018 Census, which was slightly different in the years 2006 and 2013. In 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.¹⁰⁸

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).¹⁰⁹

Between 2006 and 2018, 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 in 2006 and 29.9 percent in 2018), and

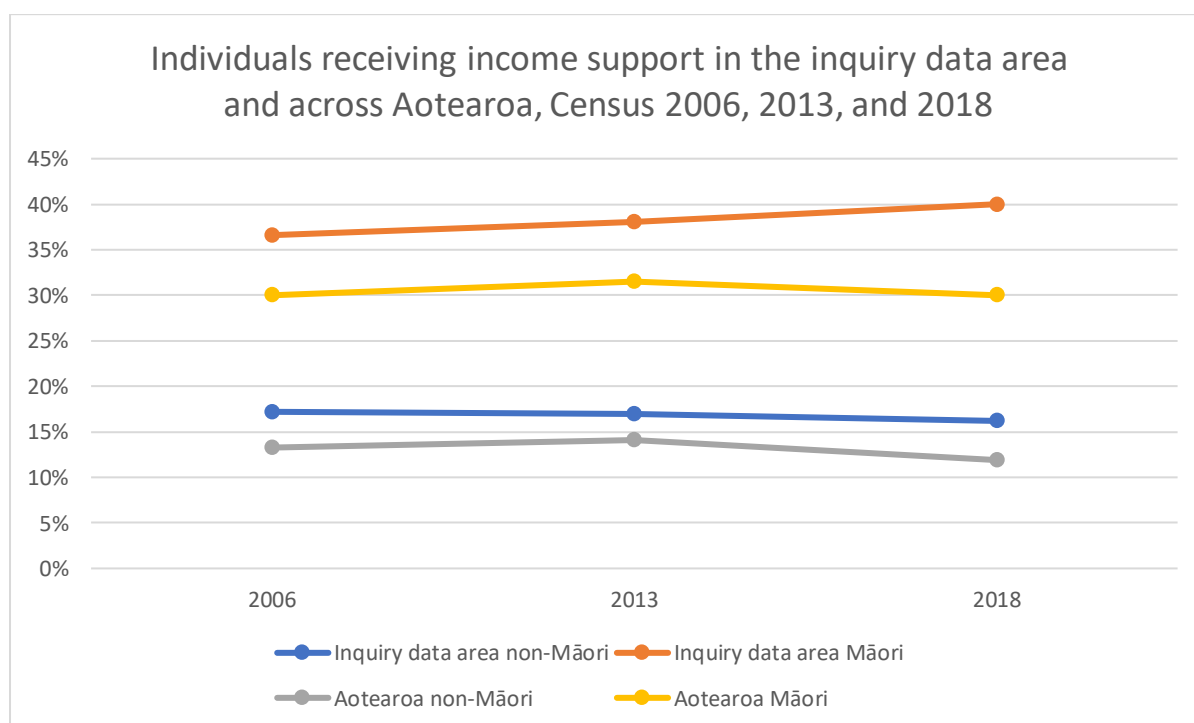
¹⁰⁸ Customised data provided by Stats NZ, Tauranga Aotearoa between 28 September and 6 October 2022; Stats NZ, Tauranga Aotearoa, email correspondence received 9 November 2022.

¹⁰⁹ Derived from customised data provided by Stats NZ, between 28 September and 6 October 2022.

rates for the national non-Māori population decreased from 13.3 percent to 11.9 percent (a decrease of 11 percent). This means the gap between Māori living in the inquiry data area (who already received income support at the highest rates) and the other comparison groups increased.¹¹⁰

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).¹¹¹ These trends are shown below in **Figure 2.8**.

Figure 2.8: Individuals receiving one or more forms of income support in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018



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

Income support by age group

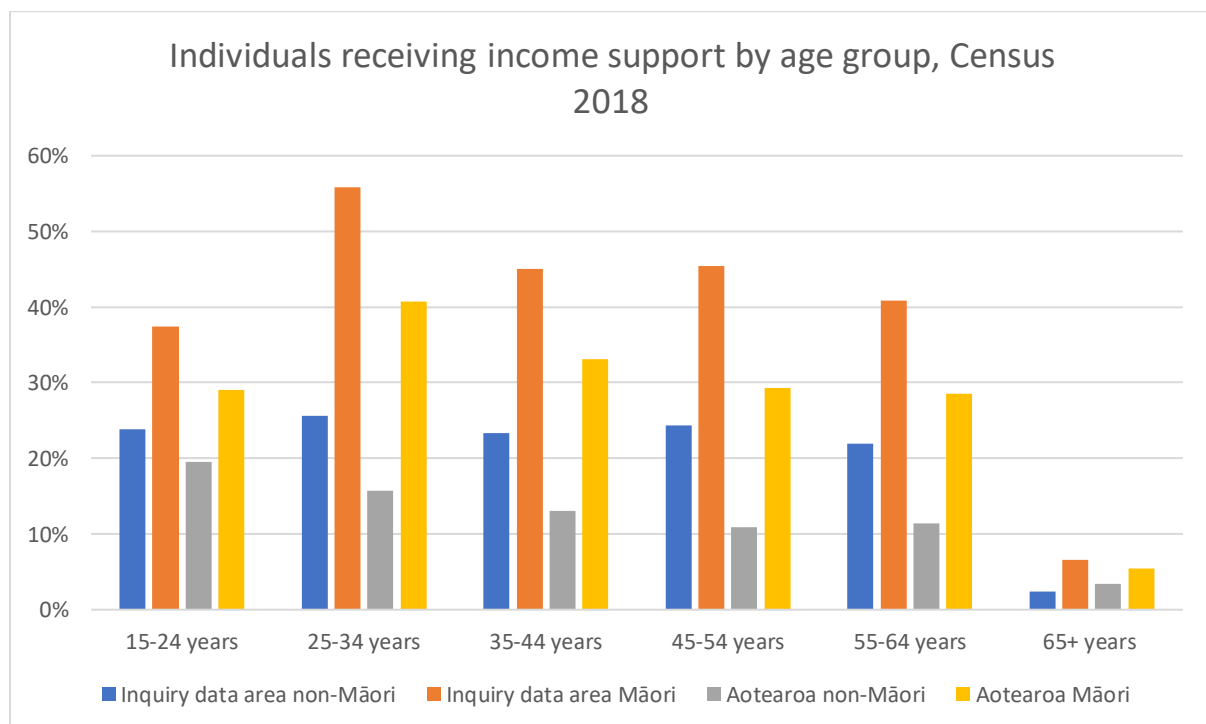
In 2018, Māori living in the inquiry data area had the highest proportion of people receiving income support across all age groups. Young adults aged between 25 and 34 years were more likely to receive

¹¹⁰ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

¹¹¹ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

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, while Māori living in the inquiry data area in this age group received income support at a rate of 37.4 percent.¹¹² This is shown below in **Figure 2.9**.

Figure 2.9: Individuals receiving one or more forms of income support in the inquiry data area and across Aotearoa, by age group, Census 2018



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

Income support by gender

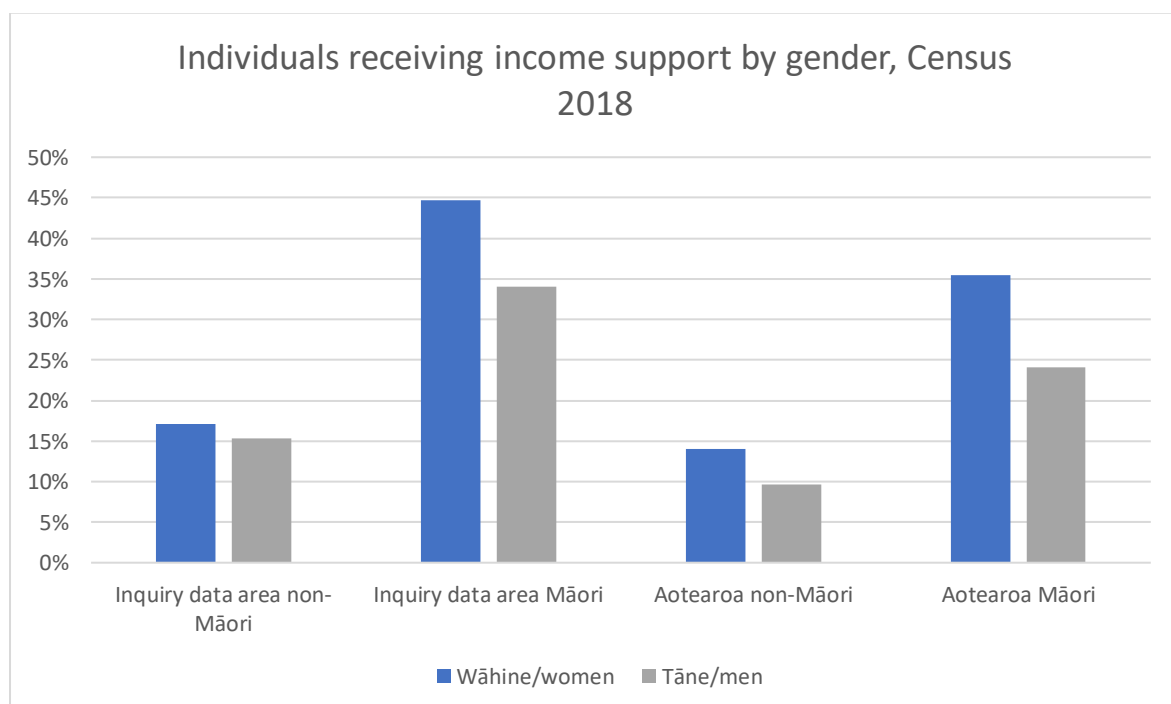
Māori and non-Māori wāhine/women received income support at higher rates than Māori and non-Māori tāne/men, both in the inquiry data area and across Aotearoa. In 2018, 44.7 percent of wāhine

¹¹² Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Māori living in the inquiry data 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.¹¹³

Wāhine Māori in the inquiry data area were most likely to receive income support compared to the other comparison groups. In 2018, wāhine Māori living in the inquiry data area were 4.7 times more likely to be receiving some form of income support than non-Māori men across Aotearoa (44.7 percent of wāhine Māori living in the inquiry data area compared to 9.6 percent of non-Māori men across Aotearoa). Wāhine Māori in the inquiry data area also received income support at higher rates than tāne Māori, non-Māori men, and non-Māori women in the inquiry data area.¹¹⁴ This is shown below in **Figure 2.10**.

Figure 2.10: Individuals receiving one or more forms of income support in the inquiry data area and across Aotearoa, by gender, Census 2018



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

¹¹³ Derived from customised data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

¹¹⁴ Derived from customised data provided by Stats NZ, Tauranga Aotearoa, 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 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.¹¹⁵ 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 rather than individuals.¹¹⁶

The following table lists the nine Census variables used in the 2018 New Zealand Index of Deprivation. The variables measure material 'deprivation' and do not factor in non-material things like connection to culture, language, whānau, or community. 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.¹¹⁷

¹¹⁵ The different geographical units measured by Stats NZ are discussed in further detail in the Introduction to this report.

¹¹⁶ June Aitkinson, Peter Crampton, and Clare Salmond, *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.

¹¹⁷ Stats NZ, Tauranga Aotearoa, email correspondence received 10 June 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: June Aitkinson, Peter Crampton, and Clare Salmond, *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.

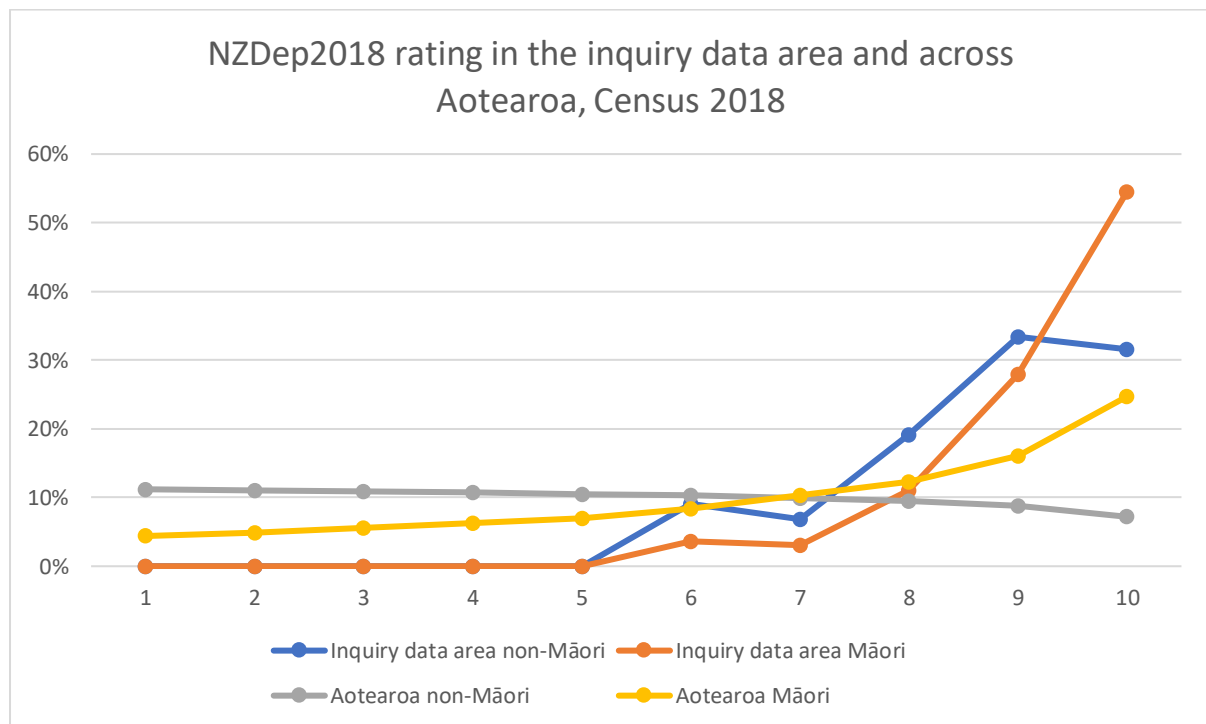
In the years 2006, 2013, and 2018, all areas within the inquiry data area were given a socioeconomic deprivation rating between six and ten, meaning all areas were within the half of the country with the highest socioeconomic disadvantage. Within the inquiry data area, Kaitaia West rated highest on the socioeconomic deprivation index in 2018, followed by Kaitaia East.¹¹⁸

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

¹¹⁸ Each Statistical Area 1 is given a scaled principal component score or interval variable, which the 10-point scale is derived from. See: June Aitkinson, Peter Crampton, and Clare Salmond, *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.

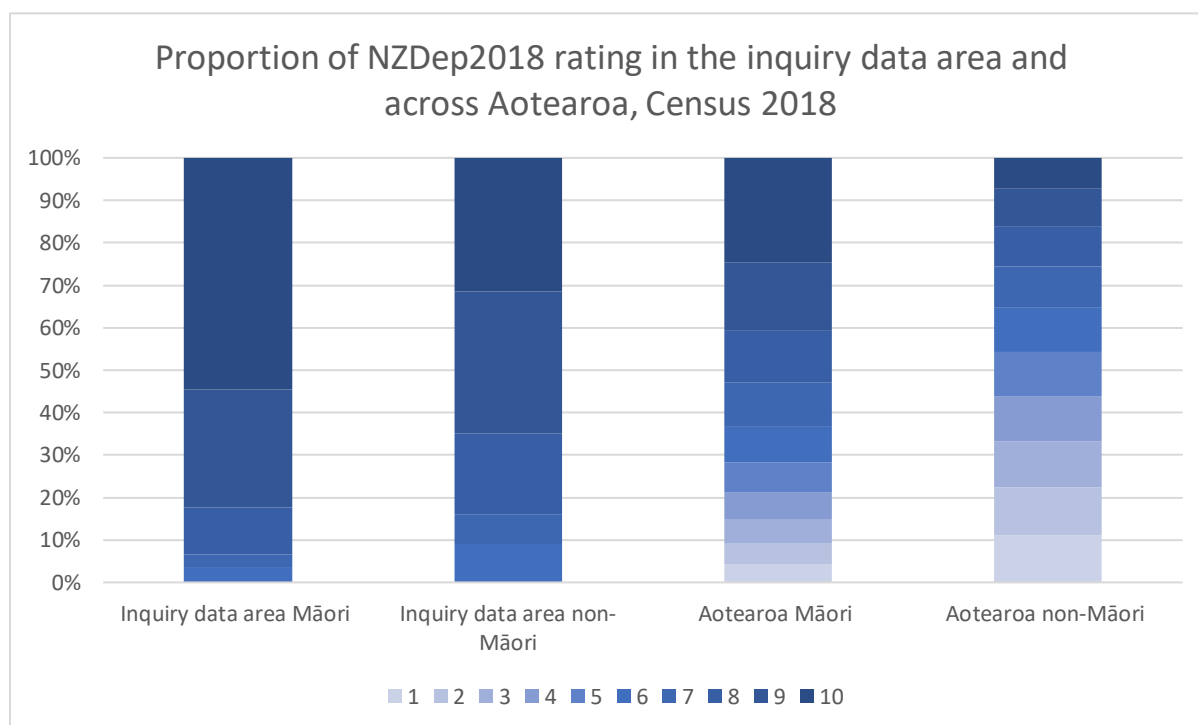
highest socioeconomic disadvantage. On the other hand, 3.6 percent of Māori lived in areas with a rating of six (the least disadvantaged in the inquiry data area), compared to 9.1 percent of non-Māori. **Figures 2.11** and **2.12** below show the percentage of people living in areas with each socioeconomic deprivation rating for Māori and non-Māori in the inquiry data area, and Māori and non-Māori across Aotearoa.

Figure 2.11: NZDep2018 rating in the inquiry data area and across Aotearoa, Census 2018



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

Figure 2.12: Proportion of NZDep2018 rating in the inquiry data area and across Aotearoa, Census 2018



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

Average (mean) socioeconomic deprivation ratings also show Māori living in the inquiry data area represent some of the most economically disadvantaged people in Aotearoa. 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).¹¹⁹

Between 2006 and 2018, average socioeconomic deprivation ratings remained fairly stable for Māori and non-Māori living in the inquiry data area, while they lowered for Māori and non-Māori on average across Aotearoa. The average ratings for Māori living in the inquiry data area were 9.3 in 2006, 9.2 in 2013, and 9.3 in 2018 for non-Māori living in the inquiry data area were 8.8 in 2006, 8.7 in 2013, and 8.7 in 2018.¹²⁰ For the national Māori population, the mean rating lowered slightly from 7.4 in 2006 to 7.2 in 2013, and lowered again to 7.0 in 2018. For the national non-Māori population, the mean rating

¹¹⁹ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

¹²⁰ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

also lowered slightly from 5.5 in 2006 to 5.3 in 2013, and lowered again to 5.2 in 2018.¹²¹ This is shown below in **Table 2.3** and **Figure 2.13**.

Median (middle) ratings are also provided in **Table 2.3** and **Figure 2.14**. They show larger discrepancies between Māori and non-Māori across Aotearoa, but are less conclusive within the inquiry data area, showing 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). Although median ratings present a slightly different picture to mean ratings, Māori in the inquiry data remained more likely to live in areas with the highest socioeconomic disadvantage, as has been detailed earlier in this section.

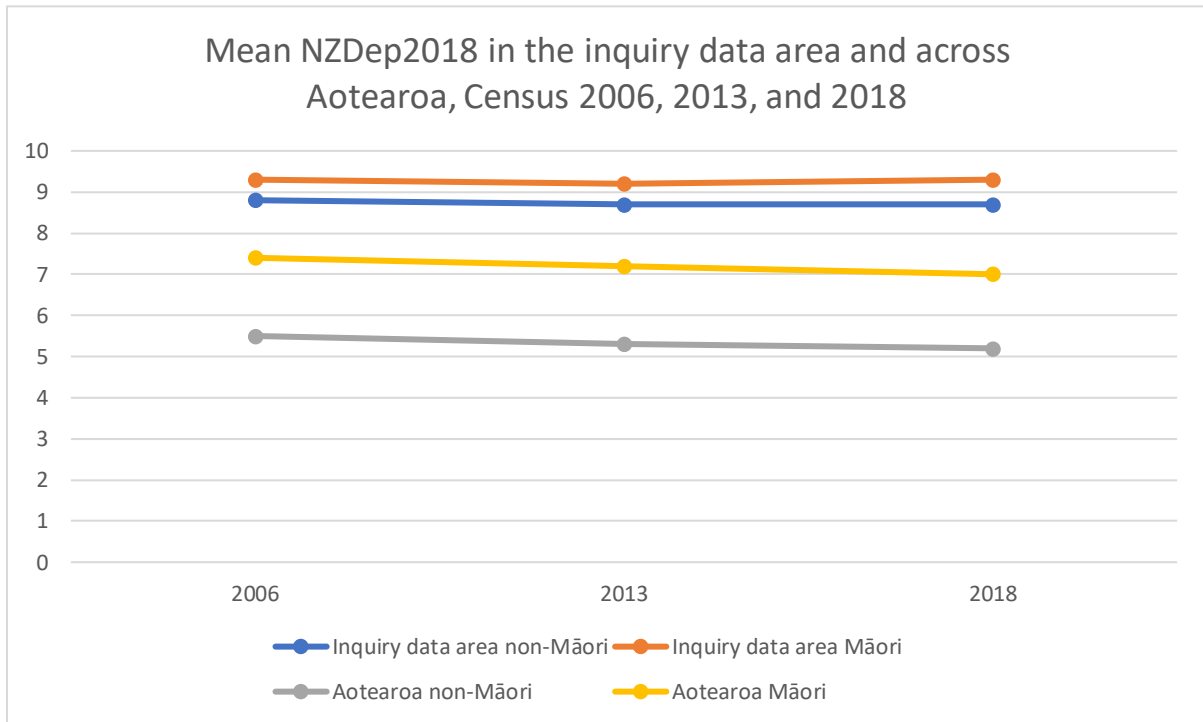
Table 2.3: Mean socioeconomic deprivation rating (NZDep2018) in the inquiry data area and in Aotearoa, Census 2006, 2013, and 2018

	Inquiry data 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

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

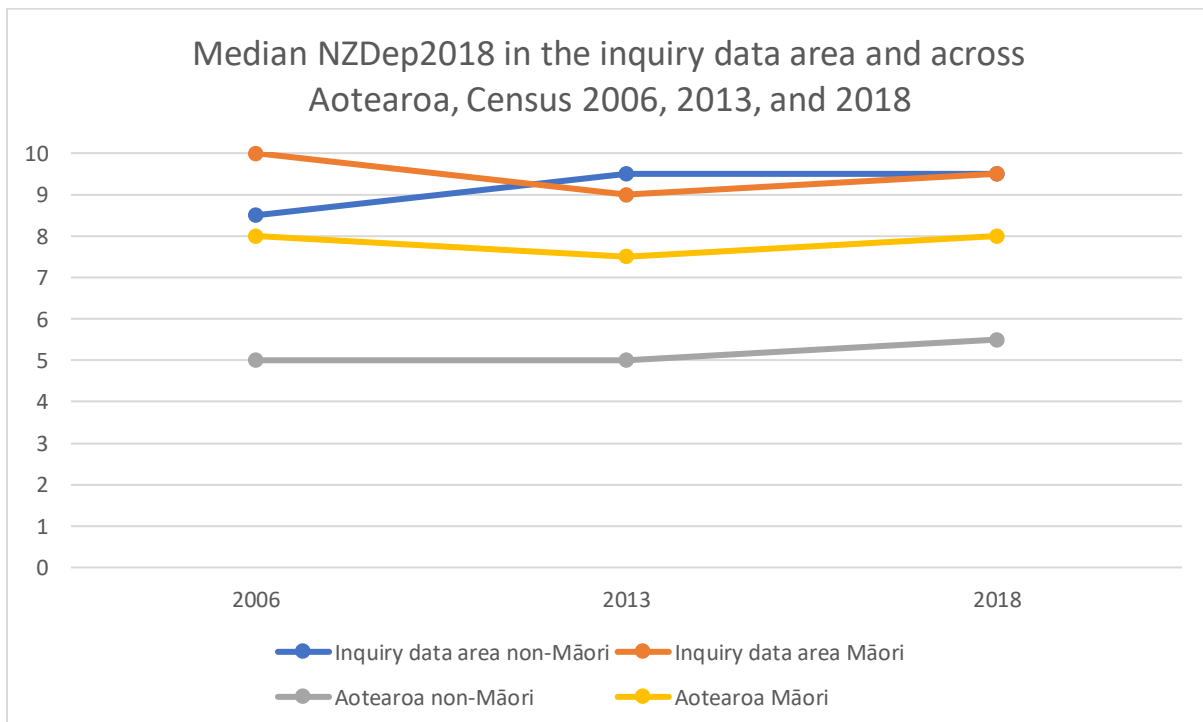
¹²¹ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 2.13: Mean NZDep2018 in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018



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

Figure 2.14: Median NZDep2018 in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018



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

The precise figures for all data shown in **Figures 2.1-2.14** are listed in tables in **Appendix C**.

2.3 Crown strategies to improve economic 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 and, where possible, in the Far North District and anticipated inquiry district.

The section first examines the Crown's Regional Growth Programme (2014) and two associated Te Tai Tokerau economic growth plans: the Crown-led *Tai Tokerau Northland Economic Action Plan* (2016); and the iwi-led Te Tai Tokerau economic growth strategy, *He Tangata, He Whenua, He Oranga: An Economic Growth Strategy for the Taitokerau Maori Economy* (2015). 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 (2017), COVID-19 Response and Recovery Fund (2020), and employment pathways programme, He Poutama Rangtahi (2018); Te Puni Kōkiri's Whenua Māori Fund (2016), Māori Development Fund (2018), national Cadetship Programme (2010), and employment pathways programme, Taiohi Ararau (2017); several national Māori trade training programmes (established in 2004, 2014, and 2020); and *Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord*. *Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord* is a Māori-Crown partnership that aims to tackle socioeconomic issues in Te Hiku. The Accord was initially signed by the Crown and Te Hiku iwi (Te Rarawa, Te Aupōuri and Ngāi Takoto in 2013, and Ngāti Kurī in 2014). After several years of limited activity, it was 'refreshed' in 2018. The section ends with an overview of local government investments in Māori economic development.

Research undertaken for this chapter found little evidence of targeted Crown interventions or partnerships to improve income and employment outcomes in Te Tai Tokerau before the mid- to late-2010s. Nor was there much evidence throughout the 2002 to 2020 period of sustained Crown interventions and partnerships with Muriwhenua Māori, particularly because initiatives and funding sources tended to change frequently. It also remains unclear what the impact of more recent investments 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 evidence showing improved outcomes. Evaluations also point to a lack of sustained Crown engagement with iwi, hapū and/or

localised Māori groups, and limited Māori capacity to effectively engage in the co-design and implementation of economic strategies and programmes.

2.3.1 The Regional Growth Programme, the *Tai Tokerau Northland Economic Action Plan*, and *He Tangata, He Whenua, He Oranga*

Background to 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; Te Moana-a-Toi (Bay of Plenty); Tai Rāwhiti/Te Mataua-a-Māui (East Coast/Hawkes Bay); and Manawatū/Whanganui. It was later extended to also include Waikato, Taranaki, Waitaha (Canterbury), Te Tai Poutini (the West Coast), and Murihiku (Southland).¹²² The Ministry of Business, Innovation and Employment's Kānoa Regional Economic Development and Investment Unit currently manages the Regional Growth Programmes, which administers several funds, including the Provincial Growth Fund (discussed in the following section).¹²³

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 Employment, and the Ministry for Primary Industries – Manatū Ahu Matua. It is unclear from sources located in the preparation of this report whether these discussions 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 Te Tai Tokerau, Te Moana-a-Toi (Bay of Plenty), and Manawatū/Whanganui. The *Tai Tokerau Northland Growth Study* was the first Regional Growth Study report, published in early 2015. The Regional Project Steering Group for the Growth Study included three iwi representatives.¹²⁴

¹²² 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>, accessed 10 November 2022.

¹²³ Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, email correspondence, received 12 December 2022.

¹²⁴ Martin, Jenkins & Associates Limited, *Tai Tokerau Northland Growth Study: Opportunities Report*, prepared by Martin, Jenkins & Associates Limited for the Ministry of Business, Innovation and Employment and the Ministry for Primary Industries, February 2015, available: <http://www.northlandwoodcouncil.co.nz/downloads/tai-tokerau-northland-regional-growth-study-february-2015.pdf>, accessed 7 February 2023, p iv.

That same year the Ministry for Primary Industries agreed to co-lead the Regional Growth Studies programme.¹²⁵

In 2015 the Minister for Economic Development at the time, Hon 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 – Hīkina Whakatutuki, the Ministry for Primary Industries – Manatū Ahu Matua, Te Puni Kōkiri – the Ministry of Māori Development, the Ministry of Social Development – Te Manatū Whakahiato Ora, the Department of Conservation – Te Papa Atawhai, the Department of Internal Affairs – Te Tari Taiwhenua, the Public Service Commission – Te Kawa Mataaho (formerly the State Services Commission), the Ministry of Transport – Te Manatū Waka, and the Ministry of Justice – Te Tahu o te Ture to support the work.¹²⁶

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 *Tai Tokerau Northland Growth Study* report into the *Tai Tokerau Northland Economic Action Plan*.¹²⁷ The Northland Technical Advisory Group launched the *Tai Tokerau Northland Economic Action Plan* in early 2016.¹²⁸ The Tai Tokerau Northland Economic Action Plan

¹²⁵ 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.

¹²⁶ 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.

¹²⁷ 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.

¹²⁸ 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.

Advisory Group was responsible for implementing the Action Plan and included the Chair of Ngāti Kuri Trust Board, who was nominated by Te Kahu o Taonui (the Taitokerau Iwi Chairs' Forum) 'to provide a Māori business perspective [...] and to ensure that at a high level, Iwi/Māori interests [were] being prioritised in the development and implementation of the Action Plan'.¹²⁹ The Minister for Primary Industries at the time, Nathan Guy, speaking at the launch of the Tai Tokerau Northland Economic Action Plan, stated that 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).¹³⁰ The details of this iwi/Māori involvement in Action Plan projects is unclear from records.

The Action Plan was launched in early 2016 and 'refreshed' in 2019.¹³¹ \$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'.¹³² The fund was referred to as the Regional Growth Initiative Multi Year Appropriation, and ran between 2016 and 2021. Within the Muriwhenua area, \$50,000 from this fund was provided for project management of Te Hiku Dune Lakes (a project to restore and protect four dune lakes/wetlands).¹³³

¹²⁹ Tai Tokerau Northland Economic Action Plan Advisory Group, *Tai Tokerau Northland Economic Action Plan*, February 2016, available: <https://www.northlandnz.com/assets/Files-for-Download/Corporate-Library-Documents/2016-Tai-Tokerau-Northland-Economic-Action-Plan.pdf>, accessed 8 February 2023; 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.

¹³⁰ New Zealand Government, Te Kāwanatanga o Aotearoa, 'Action plan to help grow Northland', press release, New Zealand Government, 4 February 2016, available: <https://www.beehive.govt.nz>, accessed 24 May 2022, para 11.

¹³¹ See Tai Tokerau Northland Economic Action Plan Advisory Group, *Tai Tokerau Northland Economic Action Plan*, February 2016, available: <https://www.northlandnz.com/assets/Files-for-Download/Corporate-Library-Documents/2016-Tai-Tokerau-Northland-Economic-Action-Plan.pdf>, accessed 8 February 2023; Tai Tokerau Northland Economic Action Plan Advisory Group, *Tai Tokerau Northland Economic Action Plan: 2019 Refresh*, Northland Inc, 2019, available: <https://www.northlandnz.com/assets/Files-for-Download/Corporate-Library-Documents/2019-Tai-Tokerau-Northland-Economic-Action-Plan.pdf>, accessed 20 September 2022.

¹³² 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.

¹³³ Kānoa Regional Economic Development and Investment Unit, 'All Kānoa – RDU projects', Kānoa Regional Economic Development and Investment Unit, 31 July 2022, available: <https://www.growregions.govt.nz/established-funds/what-we-have-funded/>, accessed 4 August 2022.

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

A parallel economic growth strategy for Te 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. *He Tangata, He Whenua, He Oranga* is an iwi-driven strategy 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 also assisted with the development of the 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.'¹³⁴ The Strategy sits alongside the *Tai Tokerau Northland Economic Action Plan*, the Government's broader strategy to promote economic growth in Te Tai Tokerau (discussed earlier).¹³⁵

He Tangata, He Whenua, He Oranga is also subject to the oversight of Te Kahu o Taonui, the Taitokerau Iwi Chairs' Forum, which includes Ngāti Kurī and Ngāti Kahu representatives.¹³⁶ Te Kahu o Taonui 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.¹³⁷

Assessments of the Regional Growth Programme, the Crown's Economic Action Plan, and the iwi-led Economic Growth Strategy

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. Overall, the

¹³⁴ 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.

¹³⁵ Tai Tokerau Northland Economic Action Plan Advisory Group, *Tai Tokerau Northland Economic Action Plan*, February 2016, available: <https://www.northlandnz.com/assets/Files-for-Download/Corporate-Library-Documents/2016-Tai-Tokerau-Northland-Economic-Action-Plan.pdf>, accessed 8 February 2023; 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.

¹³⁶ 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.

¹³⁷ 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.

evaluators concluded it was too early to measure the impact of the Programme on the region. They did note, however, that stakeholders surveyed as part of the evaluation considered the Programme was 'starting to make a positive contribution'. According to the authors, however, contributions to Māori economic development was the area least likely to be mentioned by stakeholders as making a positive contribution, suggesting there were fewer noticeable outcomes in this area.¹³⁸

The evaluation described the Crown's engagement with Māori as 'patchy' and stated that it had 'not worked as well as intended'. While it acknowledged examples of partnering with Māori 'in some areas', it found 'few examples that [were] clearly Māori-led'. The evaluation revealed tensions between the Government's 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 pointed out 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'.¹³⁹ The evaluation highlighted the need for better partnerships with Māori to be a focus for both regional stakeholders and Government agencies going forward.

The evaluation highlighted funding and capacity as barriers to Māori participation. According to the evaluation, both 'regional stakeholders' and government agencies highlighted the fact that 'Māori capacity to effectively engage in, co-design and influence regional priorities and plans across diverse Iwi boundaries in a region is limited'. The authors explained that as a non-sector group, Māori are essentially tasked with participating in sector-based initiatives voluntarily, but that funding to increase Māori capacity to do so 'has been difficult and frustrating to attain'. The evaluation also highlighted the '[s]ignificant time and energy' required to access Regional Growth Programme funding. Feedback from unnamed 'Māori stakeholders' pointed out that the Regional Growth Programme needed to

¹³⁸ 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 31.

¹³⁹ 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 18, 30, 52.

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’.¹⁴⁰

The evaluation report recommended that the following steps be taken to improve Māori economic development through the Regional Growth Programme:

- Engagement with Māori be undertaken early and appropriately, including embedding Māori economic strategies into regional Action Plans and ensuring that a diverse Māori perspective, from landowners to Chief Executives, is included in discussions;
- Māori stakeholders be prioritised in strategic discussions and that regional priorities be co-designed;
- Investment in strengthening Māori capacity to enable engagement with ‘possible Māori stakeholders who have untapped potential’. This will entail identifying additional support processes and including a longer-term vision that sees community wellbeing as equally important to economic development.¹⁴¹

In 2017, Northland Inc (an organisation controlled by Northland Regional Council – Te Kaunihera ā rohe o Te Taitokerau) 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*.¹⁴² 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*.¹⁴³

¹⁴⁰ 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 18, 30, 54.

¹⁴¹ 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 59-61.

¹⁴² Northland Inc, *Review of Economic Arrangements in Northland*, Martin Jenkins Consultancy for Northland Inc, 2017, pp 7, 10.

¹⁴³ Martin Jenkins, *Review of Economic Development Arrangements in Northland: Summary Report*, Martin Jenkins Consultancy for Northland Inc, 2017, available:

Following this evaluation, in 2019, the *Tai Tokerau Northland Economic Action Plan* was ‘refreshed’ and included several projects that involved collaborating with hapū, iwi, and other Māori groups.¹⁴⁴ Further evaluations have not been undertaken since the ‘refresh’ so it has not been possible to assess its impact.

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 in the following section), amounted to \$4.5 billion nationally between 2018 and December 2021.¹⁴⁵ 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 people not in education, employment, or training. The regions were: Te Tai Tokerau; Te Moana-a-Toi (Bay of Plenty); Te Tai Rāwhiti (the East Coast); Te Matau-a-Māui (Hawke’s Bay); Manawatū-Whanganui, including Horowhenua; and Te Tai Poutini (the West Coast).¹⁴⁶ 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

<https://www.nrc.govt.nz/media/gdlbibis/reviewofeconomicdevelopmentarrangementsinnorthlandfinalproofedreport20170802.pdf>, accessed 11 October 2022, pp 6, 13, 22.

¹⁴⁴ Tai Tokerau Northland Economic Action Plan Advisory Group, *Tai Tokerau Northland Economic Action Plan: 2019 Refresh*, 2019 available:

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

¹⁴⁵ Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, ‘Kānoa – Regional Economic Development and 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.

¹⁴⁶ 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.

fund directly.¹⁴⁷ The Provincial Growth Fund does not specifically focus on Māori or the Māori economy, although one of its five objectives is to: ‘Enable Māori to realise aspirations in all aspects of the economy’.¹⁴⁸

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.¹⁴⁹ 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.¹⁵⁰ 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 six investment regions.¹⁵¹

Between 2017 and July 2022, the following Provincial Growth Fund investments were provided in the Muriwhenua district or to Muriwhenua iwi-led organisations:

- 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’;
- Aupōuri Ngāti Kahu Te Rarawa Trust (\$524,400) for a locally-owned, community-based mānuka oil distillation business harvesting wild mānuka and training locals in oil distillation;
- Muriwhenua Tyre Potential, Aupōuri Ngāti Kahu Te Rarawa Trust (\$510,800) to fund a project converting end-of-life tyres into tyre chips to be sold for use as fuel;
- Ngāti Kahu Social and Health Services Incorporated (\$736,440) to provide Atarau, a ‘prevention and early intervention service that supports 180 young people between the ages

¹⁴⁷ Provincial Development Unit, *Skills, Employment and Capability and the Provincial Growth Fund*, Ministry of Business, Innovation and Employment, 19 June 2020, available: <https://www.mbie.govt.nz/dmsdocument/11490-pgf-position-paper-skills-employment-capability-pdf>, accessed 11 October 2022.

¹⁴⁸ Kānoa Regional Economic Development and Investment Unit, ‘The Provincial Growth Fund’, Ministry of Business, Innovation and Employment [not dated], available: <https://www.growregions.govt.nz/established-funds/what-we-have-funded/the-provincial-growth-fund/>, accessed 21 December 2022.

¹⁴⁹ Northern Advocate, ‘Growing Northland: Tourism, the sleeping giant’, *Northern Advocate*, 17 May 2019.

¹⁵⁰ Ministry for Primary Industries, Manatū Ahu Matua, ‘Regional economic development funds and programmes’, available: <https://www.mpi.govt.nz/funding-rural-support/regional-economic-development/>, accessed 11 October 2022.

¹⁵¹ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for the 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 8.

of 13 – 24 (over three years) whose lives or whanau lives may have been affected by the use of methamphetamines’, and to ‘support people into meaningful education or employment opportunities’;

- 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 (\$250,000) for a project manager to complete three applications to approval and completion stages over a 12-month period;
- 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 (\$1,000,000) to provide water management infrastructure for land use transformation;
- Hope House Limited (\$1,384,000) for construction of a programme room, an ablution block and ten additional cabins, for use in a residential programme providing personalised skill and resilience training for those who have experienced difficulty with an addiction;
- \$220,441 for renovations to Pōtahi Marae;
- \$65,643 for renovations to Wharemaru Marae;
- \$1,427,730 for renovations to Te Rarawa Iwi Marae;
- \$286,274 for renovations to Te Uri o Hina Marae; and
- \$228,388 for renovations to Te Rarawa Marae.¹⁵²

For the most part, these investments appear to be for larger infrastructural projects in Muriwhenua. Three of the listed investments were allocated to Māori-led business support (amounting to a total \$962,500). Two investments were allocated to Māori-led employment pathway programmes (amounting to a total \$2,758,350). 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

¹⁵² Kānoa Regional Economic Development and Investment Unit, ‘All Kānoa – RDU projects’, Kānoa Regional Economic Development and Investment Unit, 31 July 2022, available: <https://www.growregions.govt.nz/established-funds/what-we-have-funded/>, accessed 4 August 2022.

economic benefits [...] conflicted with tangata whenua concerns about intergenerational environmental sustainability and natural resource management.’¹⁵³

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.¹⁵⁴ Of the projects listed above, two were noted as completed in the Ministry of Business, Innovation and Employment’s records as of August 2022.¹⁵⁵ 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’.¹⁵⁶

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 located 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 Response and Recovery Fund, 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.¹⁵⁷ According to the Ministry of Business, Innovation and Employment’s records the following projects were provided

¹⁵³ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for the 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.

¹⁵⁴ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for the 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 47, 51.

¹⁵⁵ Kānoa Regional Economic Development and Investment Unit, ‘All Kānoa – RDU projects’, Kānoa Regional Economic Development and Investment Unit, 31 July 2022, available: <https://www.growregions.govt.nz/established-funds/what-we-have-funded/>, accessed 4 August 2022.

¹⁵⁶ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for the 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 5.

¹⁵⁷ New Zealand Government, Te Kāwanatanga o Aotearoa, *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.

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, Kaitāia and Awanui’;
- Northland CRP - Awanui Scheme Upgrade (\$8,510,630) to provide flood protection for Kaitāia;
- Wilding Conifer Control Programme – Awanui River (\$600,000) as part of the COVID-19 worker redeployment package.

Together, funding for these projects totalled \$19,689,630.¹⁵⁸

He Poutama Rangatahi, 2018

He Poutama Rangatahi was piloted by the Ministry of Business, Innovation and Employment as a cross-agency programme supporting Māori who were not in education, employment, or training in Te Tai Tokerau, Te Moana-a-Toi East (Eastern Bay of Plenty), Te Tai Rāwhiti (the East Coast), and Te Matau-a-Māui (Hawke’s Bay).¹⁵⁹ The programme allocated funding to 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 at the time, 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.

¹⁵⁸ Kānoa Regional Economic Development and Investment Unit, ‘All Kānoa – RDU projects’, Kānoa Regional Economic Development and Investment Unit, 31 July 2022, available: <https://www.growregions.govt.nz/established-funds/what-we-have-funded/>, accessed 4 August 2022.

¹⁵⁹ 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.

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’.¹⁶⁰

He Poutama Rangatahi has now been transitioned to the Ministry of Social Development.¹⁶¹ In 2018 the Ministry of Social Development reported that 5,280 young people were being supported through the programme in the four regions (Te Tai Tokerau, Te Moana-a-Toi East (Eastern Bay of Plenty), Te Tai Rāwhiti (the East Coast), and Te Matau-a-Māui (Hawke’s Bay)).¹⁶²

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.¹⁶³ Between 2018 and 2021, eleven projects in Te Tai Tokerau were supported with a \$10,487,655 investment from the fund.¹⁶⁴ Ngāti Kahu Social and Health Services in Kaitiāia received support through one of these projects – He Poutama Taitamariki – to run its ‘social connectedness’ programme, Oranga Tangata. Oranga Tangata builds self-confidence in preparation for training or employment and utilises case managers to assist rangatahi through the process.¹⁶⁵

According to the Ministry of Social Development, He Poutama Taitamariki helps youth who are not in education, employment, or training ‘to find their passion and get ready for employment, education or training. Once the young person has been placed, they continue to receive support through manaakitangata or pastoral care.’¹⁶⁶ The service is Māori-focussed and is delivered by a ‘dedicated

¹⁶⁰ Willie Jackson, ‘Oral questions – questions to Ministers’, 20 June 2018 in *New Zealand Parliamentary Debates*, vol 730, available: <https://www.parliament.nz/en/pb/hansard-debates/rhr/>, accessed 25 August 2022, paras 2, 4.

¹⁶¹ Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, ‘Kānoa – Regional Economic Development and 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.

¹⁶² Ministry of Social Development, Te Manatū Whakahiato, *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.

¹⁶³ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for the 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 57.

¹⁶⁴ Ministry of Social Development, Te Manatū Whakahiato, email correspondence, received 16 January 2023.

¹⁶⁵ Ministry of Social Development, Te Manatū Whakahiato, *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.

¹⁶⁶ Ministry of Social Development, Te Manatū Whakahiato, *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.

and specialised Ministry of Social Development Northland workforce regionwide'.¹⁶⁷ He Poutama Taitamariki received \$2.5 million for the period June 2018 to June 2019 from the Ministry of Business, Innovation and Employment's He Poutama Rangatahi appropriation, and \$2.5 million for the period June 2019 to June 2020 from the Provincial Growth Fund (discussed earlier in this section).¹⁶⁸ None of the other He Poutama Rangatahi projects in Te Tai Tokerau appear to specifically support Māori in the anticipated inquiry district.

In 2021, the Maxim Institute, an independent think tank, undertook research into policy for youth not in employment, education, or training in Aotearoa. Its 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.¹⁶⁹

2.3.3 Te Puni Kōkiri – the Ministry of Māori Development funding

Alongside policy advice provided to government to develop strategies and directions to improve Māori economic development, Te Puni Kōkiri has administered several funds and support services during the inquiry period. It was difficult to track Te Puni Kōkiri's investment in improving income and employment outcomes in Te Tai Tokerau prior to 2016 during research for this report. Publicly available records published before 2016 do not provide regional information and, as outlined in the **Introduction** to this report, Te Puni Kōkiri was not forthcoming with unpublished records and information during the research process.

¹⁶⁷ Ministry of Social Development, Te Manatū Whakahiato, feedback on draft report received 16 December 2022.

¹⁶⁸ Ministry of Social Development, Te Manatū Whakahiato, feedback on draft report received 16 December 2022.

¹⁶⁹ 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>, accessed 18 November 2022, pp 13, 19, 20.

The Whenua Māori Fund, 2016

The Whenua Māori Fund was piloted in Te Tai Tokerau before being rolled out nationally in 2016. The Fund aims to support owners and trustees of Māori land to utilise and develop their land in order to ‘improve the social and economic outcomes of the landowners and their communities’.¹⁷⁰ The Fund provides \$3.2 million per annum nationally.¹⁷¹

Approved projects in the Fund’s first round (for the financial year 2016/2017) included an exotic pine-planting programme in Te Tai Tokerau.¹⁷² 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.¹⁷³ In the year 2018/2019, \$348,739 was invested in Te Tai Tokerau, \$50,000 of which went to Te Hiku Māori Farming Collective.¹⁷⁴ In the year 2019/2020, \$206,632 was invested in Te Tai Tokerau, although none of this allocation appears to be for any projects within the anticipated inquiry district.¹⁷⁵ 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.¹⁷⁶

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]’.¹⁷⁷ From 2018, the establishment of the

¹⁷⁰ Te Puni Kōkiri, feedback on draft report received 16 December 2022.

¹⁷¹ Te Puni Kōkiri, *Annual Report for Year Ended 30 June 2016*, Te Puni Kōkiri, 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.

¹⁷² Te Puni Kōkiri, *Annual Report for Year Ended 30 June 2016*, Te Puni Kōkiri, 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.

¹⁷³ 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*, Te Puni Kōkiri, 2018, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/vote-maori-development>, accessed 22 November 2022, p 107.

¹⁷⁴ 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 7 November 2022, p 19.

¹⁷⁵ 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.

¹⁷⁶ 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.

¹⁷⁷ Te Puni Kōkiri, *Annual Report 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/annual-reports/annual-report-for-the-year-ended-30-june-2018>, accessed 10 September 2022, p 5.

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 (for comparison, 8.3 percent of the national Māori population lived in Te Tai Tokerau in 2018¹⁷⁸). Out of this investment, \$814,500 funded an employment support programme, \$1,060,916 was spent on businesses in the region, including \$434,416 on business support, and \$532,051 funded 'whenua feasibility and [...] land development'.¹⁷⁹ From the Māori Development Fund's 'economic', 'whānau and rangatahi' and 'te ao Māori focus', the following investments were made within the anticipated inquiry district in the year 2017/2018 with the objective of improving economic, income, and employment outcomes (noting that not all are necessarily led by Muriwhenua iwi or hapū):

- \$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 later in this section).¹⁸⁰

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 for initiatives to 'support whānau, hapū and iwi to obtain and remain in employment and engage in regional economic development opportunities', and \$292,000 for initiatives to 'support Māori landowners' aspirations to connect actively with their whenua for economic advancement'.¹⁸¹ The following projects were funded through the Māori Development Fund

¹⁷⁸ Stats NZ, Tauranga Aotearoa, 'Northland Region', Stats NZ [not dated], available: <https://www.stats.govt.nz/tools/2018-census-place-summaries/northland-region>, accessed 12 February 2023; Stats NZ, Tauranga Aotearoa. 'Māori ethnic group'. Stats NZ [not dated]. Available: <https://www.stats.govt.nz/tools/2018-census-ethnic-group-summaries/m%C4%81ori>. Accessed 12 February 2023.

¹⁷⁹ 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.

¹⁸⁰ 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*, Te Puni Kōkiri, 2018, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/vote-maori-development>, accessed 22 November 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.

¹⁸¹ Te Puni Kōkiri, *Regional snapshot of achievements in 2018/19*, Te Puni Kōkiri, 2019, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications>, accessed 17 August 2022, pp 17, 18.

in the year 2018/2019 and appear to be located in the anticipated inquiry district (again, noting that not all are necessarily led by Muriwhenua iwi or hapū):

- \$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 later in this section);
- \$9,235 to the Whānau Meat Store Limited in Kaitiāia for business growth support; and
- \$15,000 to Apatu Aqua Enterprises Limited near Taipā for business growth support.¹⁸²

There appears to be less funding from the Māori Development Fund for improving economic, income, and employment outcomes in the anticipated inquiry district from July 2019. Other than the Taiohi Ararau and Cadetship programmes (detailed later in this section), 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’.¹⁸³

Cadetship Programme, 2010

The national Cadetship Programme was established by Te Puni Kōkiri in 2010 to support employers to train and mentor Māori staff.¹⁸⁴ For the years in which recipient information is available (2018 to 2021) the following two businesses located within the anticipated 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).¹⁸⁵

¹⁸² 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 7 November 2022, pp 9, 37, 51.

¹⁸³ 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.

¹⁸⁴ Te Puni Kōkiri, ‘Cadetships’, Te Puni Kōkiri, <https://www.tpk.govt.nz/en/nga-putea-me-nge-ratonga/education-and-employment/cadetships>, last modified 4 July 2022, accessed 9 August 2022.

¹⁸⁵ 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 59; Te Puni Kōkiri, *2020/21 Investment Recipients*, Te Puni Kōkiri, 2021, 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 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 (discussed earlier in this section). 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 region-wide.¹⁸⁶ According to Te Puni Kōkiri, between 2018 and May 2021 this number had increased to 'at least 157'.¹⁸⁷

In 2019 Taiohi Ararau was extended to include a financial literacy component.¹⁸⁸ By 2020 two more providers were added to the initial four in Te Tai Tokerau, and around 200 taiohi Māori in the region 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.'¹⁸⁹

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 9 August 2022, p 19.

¹⁸⁶ Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri 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/annual-reports/annual-report-for-the-year-ended-30-june-2018>, accessed 8 September 2022, pp 22, 30.

¹⁸⁷ Roxanne Smith and Shane Edwards, *Evaluation of Taiohi Ararau | Passport to Life*, Te Paetawhiti Limited & Associates for Te Puni Kōkiri, 2021, available: <https://www.tpk.govt.nz/docs/tpk-taiohi-ararau-evaluationreport-aug2021.pdf>, accessed 11 November 2022, p 6.

¹⁸⁸ 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.

¹⁸⁹ 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'.¹⁹⁰

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. The evaluation indicated that 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 impacts could not 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.¹⁹¹

Waitomo Papakāinga delivers Taiohi Ararau within the anticipated inquiry district. Waitomo Papakāinga is a Māori social services provider located in Kaitāia. 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 2019/2020.¹⁹² In 2019 Waitomo Papakāinga recorded it was supporting 15 taiohi Māori in the programme.¹⁹³ 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.¹⁹⁴

¹⁹⁰ Roxanne Smith and Shane Edwards, *Evaluation of Taiohi Ararau | Passport to Life*, Te Paetawhiti Limited & Associates for Te Puni Kōkiri, 2021, available: <https://www.tpk.govt.nz/docs/tpk-taiohi-ararau-evaluationreport-aug2021.pdf>, accessed 11 November 2022, p 4.

¹⁹¹ Roxanne Smith and Shane Edwards, *Evaluation of Taiohi Ararau | Passport to Life*, Te Paetawhiti Limited & Associates for Te Puni Kōkiri, 2021, available: <https://www.tpk.govt.nz/docs/tpk-taiohi-ararau-evaluationreport-aug2021.pdf>, accessed 11 November 2022, pp 12-16, 22-23.

¹⁹² 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*, Te Puni Kōkiri, 2018, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/vote-maori-development>, accessed 22 November 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 7 November 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.

¹⁹³ Te Puni Kōkiri, *Te Ararau – Passport to Life: Waitomo Papakāinga Kaitāia*, Te Puni Kōkiri, September 2019, available: <https://www.tpk.govt.nz/docs/tpk-taiohi-kaitaia-2019.pdf>, accessed 7 September 2022.

¹⁹⁴ 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 Māori trade training programmes

Māori Trade Training Programme, 2004

In 2004 the Government launched the Māori Trade Training Programme in Te Moana-a-Toi East (Eastern Bay of Plenty) and the Far North District. The Programme appears to have been based on a joint venture between Te Rūnanga o Te Rarawa and Northland Polytechnic, which was established around 2003.¹⁹⁵ 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.¹⁹⁶ Available records show Te Puni Kōkiri provided capacity-building funding for the Programme in 2006. There is limited information available regarding the Programme, and, as outlined in the **Introduction** to this report, Te Puni Kōkiri was not forthcoming with records and information throughout the research process.

Te Puni Kōkiri's 2006 annual report stated it was 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'.¹⁹⁷ 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 stated it would provide funding support to implement the programme.¹⁹⁸ 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, it provided a Kapohia ngā Rawa key worker to work in the area, which established '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'.¹⁹⁹

¹⁹⁵ Records are unclear on when exactly this began.

¹⁹⁶ Mita Ririnui, 'General Debate', 18 February 2004 in *New Zealand Parliamentary Debates*, vol 615, available: <https://www.parliament.nz/en/pb/hansard-debates/rhr/>, accessed 25 August 2022, para 5; New Zealand Government, Te Kāwanatanga o Aotearoa, 'New Housing, new jobs in Northland', press release, New Zealand Government, 4 September 2004, available: <https://www.beehive.govt.nz>, accessed 19 August 2022, paras 1-2.

¹⁹⁷ Te Puni Kōkiri, *Annual Report for year ended 30 June 2006*, Te Puni Kōkiri, 2006, 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-2006>, accessed 11 November 2022, p 40.

¹⁹⁸ Te Puni Kōkiri, *Annual Report for year ended 30 June 2007*, Te Puni Kōkiri, 2007, available: <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.

¹⁹⁹ Te Puni Kōkiri, *Annual Report for year ended 30 June 2006*, Te Puni Kōkiri, 2006, 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-2006>, accessed 11 November 2022, pp 45-46.

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'.²⁰⁰ Te Puni Kōkiri has recorded that youth were able to 'secure apprenticeships, employment or further training as a result of participating in this programme'.²⁰¹ Records specifying the local rūnanga that were involved, or the outcomes of the Programme could not be located during research for this report.

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 and Pasifika aged between 16 and 40 years.²⁰² According to the Tertiary Education Commission – Te Amorangi Mātauranga Matua, it 'builds on the experience of the Pasifika Trades Training and He Toki ki te Rika initiatives'.²⁰³ The aims were 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'.²⁰⁴

²⁰⁰ Te Puni Kōkiri, *Annual Report for 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 11 November 2022, p 35.

²⁰¹ 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.

²⁰² Tertiary Education Commission, Te Amorangi Mātauranga Matua, 'Māori and Pasifika Trades Training', Tertiary Education Commission, last modified 11 December 2020, 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>, , accessed 11 November 2022.

²⁰³ Tertiary Education Commission, Te Amorangi Mātauranga Matua, 'Consortia', Tertiary Education Commission, last modified 30 October 2018, available: <https://www.tec.govt.nz/funding/funding-and-performance/funding/fund-finder/maori-and-pasifika-trades-training/consortia/>, accessed 16 February 2023. He Toki ki te Rika was a Māori Trade Training Centre established in Canterbury in 2011 following the devastating Christchurch Earthquake. See: Hon Pita Sharples, 'Launch of He Toki ki te Rika Māori Trade Training Programme', press release, New Zealand Government, 23 June 2011, available: <https://www.beehive.govt.nz/speech/launch-he-toki-ki-te-rika-m%C4%81ori-trade-training-programme>, accessed 14 February 2023.

²⁰⁴ Tertiary Education Commission, Te Amorangi Mātauranga Matua, 'Māori and Pasifika Trades Training', Tertiary Education Commission, last modified 11 December 2020, 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>

In 2014, the Government announced it would invest \$43 million into the programme, which it provides through organisations within groupings (referred to as ‘consortia’). In Te Tai Tokerau this is headed by Te Matarau Education Trust (an iwi and hapū collective based in Whangārei) and NorthTec. In 2014 the following groups were represented by Te Matarau Education Trust: Te Uri o Hau, Ngātiwai, Ngāti Hau, Ngāti Hine, Ngāti Rangī, and Te Aupōuri.²⁰⁵ 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.²⁰⁶ In 2016 there were 115 students in Te Tai Tokerau Consortium.²⁰⁷

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.²⁰⁸

As of 2017, three of the 16 consortia across the country were iwi-led. The evaluation report highlighted the fact that iwi-led consortia 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 there were low numbers of participants on the programme entering apprenticeships. In general, while iwi-led consortia had a lower rate of course completion than other consortia, survey results indicated 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.²⁰⁹ It appears the

training, accessed 11 November 2022; NorthTec, Tai Tokerau Wānanga, ‘Partnerships at NorthTec’, NorthTec [not dated], available: <https://www.northtec.ac.nz/about-us/partnerships/te-matarau-education-trust>, accessed 11 November 2022.

²⁰⁵ Mike Barrington, ‘Iwi Trust offers trade chance for odd-job man’, *Northern Advocate*, 5 July 2014.

²⁰⁶ NorthTec, Tai Tokerau Wānanga, ‘Partnerships at NorthTec’, NorthTec [not dated], available: <https://www.northtec.ac.nz/about-us/partnerships/te-matarau-education-trust>, accessed 11 November 2022.

²⁰⁷ Kim Shannon, ‘Brief of evidence of the Ministry of Education’, 9 November 2016 (Wai 1040, #Z5), pp 55-56.

²⁰⁸ Donella Bellett, *MPTT Evaluation Findings: Final Report*, Martin, Jenkins & Associates Limited for the Tertiary Education Commission, October 2017, available: <https://www.tec.govt.nz/assets/Reports/2d9d86feda/MPTT-Evaluation-Findings-MartinJenkins-report-Oct-2017.pdf>, accessed 14 February 2023.

²⁰⁹ Donella Bellett, *MPTT Evaluation Findings: Final Report*, Martin, Jenkins & Associates Limited for the Tertiary Education Commission, October 2017, available: <https://www.tec.govt.nz/assets/Reports/2d9d86feda/MPTT-Evaluation-Findings-MartinJenkins-report-Oct-2017.pdf>, accessed 14 February 2023.

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

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’.²¹⁰ It is also 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.²¹¹ In 2020 the Government committed to investing \$50 million into a new Māori Apprenticeships Fund (which was renamed the Māori Trades and Training Fund) over a two-year period.²¹² It appears that businesses themselves were 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 2021.²¹³

2.3.5 *Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord, 2013*

In 2013 Te Rarawa, Te Aupōuri, and Ngāi Takoto Iwi representatives, along with the Prime Minister, Rt Hon John Key, the Minister for Māori Affairs, Hon Dr Pita Sharples, and the Minister of Social Development, Hon Paula Bennett, on behalf of the Crown, signed *Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord* (the Accord).²¹⁴ The Accord was developed during Te Hiku iwi

²¹⁰ Work and Income, Te Hiranga Tangata, ‘Māori Trades and Training Fund’, Work and Income [not dated], available:

<https://workandincome.govt.nz/providers/programmes-and-projects/maori-trades-and-training-fund>, accessed 11 November 2022.

²¹¹ Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, ‘Kānoa – Regional Economic Development and 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.

²¹² Hon Willie Jackson, *Policy settings for the Māori Trades and Training Fund*, Cabinet Social Wellbeing Committee paper, 3 August 2020, available: <https://www.mbie.govt.nz/dmsdocument/11657-policy-settings-for-the-maori-trades-and-training-fund-proactiverelase-pdf>, accessed 14 February 2023; Te Pūkenga – New Zealand Institute of Skills and Technology, ‘Funding infrastructure apprenticeship and training’, Te Pūkenga 2023, available: <https://www.connexis.org.nz/freetrade/training/>, accessed 14 February 2023.

²¹³ RNZ, ‘Trades training for Māori youth: Government announces \$5.5m spend’, *RNZ*, 15 March 2021, available: <https://www.rnz.co.nz/news/political/438437/trades-training-for-maori-youth-government-announces-5-point-5m-spend>, accessed 29 August 2022.

²¹⁴ Te Hiku o Te Ika and Her Majesty the Queen, *Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord*, 5 February 2013, available: <https://www.govt.nz/assets/Documents/OTS/Te-Aupouri/Te-Hiku-iwi-Social-Development-and-Wellbeing-Accord-5-Feb-2013.pdf>, accessed 10 January 2023.

settlement processes as a means 'to address the Crown's historical failure to ensure meaningful participation by iwi in social and economic development within the rohe'.²¹⁵

Ngāti Kurī representatives signed later in 2014, and other Te Hiku iwi are able to join after settling with the Crown.²¹⁶ Participating Crown agencies include the Department of Corrections – Ara Poutama Aotearoa, the Department of Internal Affairs – Te Tari Taiwhenua, the Ministry of Business, Innovation and Employment – Hīkina Whakatutuki, the Ministry of Education – Te Tāhuhu o te Mātauranga, the Ministry of Health – Manatū Hauora, the Ministry of Justice – Te Tahu o te Ture, the Ministry of Social Development – Te Manatū Whakahiato Ora, the New Zealand Police – Ngā Pirihimana o Aotearoa, the Northland District Health Board – Te Poari Hauora Ā Rohe O Te Tai Tokerau, Oranga Tamariki – the Ministry for Children, Stats NZ – Tatauranga Aotearoa, Te Puni Kōkiri – the Ministry of Māori Development, and the Tertiary Education Commission – Te Amorangi Mātauranga Matua.²¹⁷

The Accord aims to 'give effect to the principles of Te Tiriti o Waitangi / the Treaty of Waitangi' and focuses on achieving the following seven outcomes:

*OUTCOME 1: **Secure Standard of Living:** The members of Te Hiku o Te Ika Iwi have a secure standard of living comparable to the New Zealand population as a whole.*

*OUTCOME 2: **Educated and Skilled:** The members of Te Hiku o Te Ika Iwi are well educated and skilled people who contribute positively to society and their own wellbeing.*

*OUTCOME 3: **Culturally Strong:** The members of Te Hiku o Te Ika Iwi have a strong and vital culture, history, language and identity; including the preservation and protection of taonga both tangible and intangible.*

*OUTCOME 4: **Healthy:** The members of Te Hiku o Te Ika Iwi are addressing their health needs in a holistic way, and are accessing health services that are appropriate to their needs and culture.*

*OUTCOME 5: **Well Housed:** The members of Te Hiku o Te Ika Iwi are living in healthy and secure environments that are appropriate to their needs and culture.*

*OUTCOME 6: **Economically Secure and Sustainable:** The members of Te Hiku o Te Ika Iwi are engaging in a diverse, progressive and sustainable economy.*

²¹⁵ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, p 17.

²¹⁶ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, p 18; Te Hiku Iwi Development Trust, feedback on draft report received 20 December 2023; Te Hiku o Te Ika and Her Majesty the Queen, *Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord*, 5 February 2013, available: <https://www.govt.nz/assets/Documents/OTS/Te-Aupouri/Te-Hiku-iwi-Social-Development-and-Wellbeing-Accord-5-Feb-2013.pdf>, accessed 10 January 2023, para 4.

²¹⁷ Ministry of Social Development, Te Manatū Whakahiato Ora, 'Te Hiku Social Development and Wellbeing Accord', Ministry of Social Development [not dated], available: <https://www.msd.govt.nz/about-msd-and-our-work/work-programmes/community/te-hiku-social-development-and-wellbeing-accord.html>, accessed 10 January 2023; Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, p 18; Te Hiku Iwi Development Trust, feedback on draft report received 20 December 2023.

*OUTCOME 7: Respected and Safe: The members of Te Hiku o Te Ika Iwi are living in a safe and just society where there is respect for civil and democratic rights and obligations.*²¹⁸

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. The Accord's framework works towards addressing various social issues, initially focussing on the core themes of education, justice, and the economy and, more recently, 'economic development with social underpinning'.²¹⁹

Te Hiku Development Trust produced an initial report in 2014, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, (referenced earlier in this chapter) with the intention that it be revised every five years. The report outlined the current socioeconomic issues affecting Māori in Te Hiku area 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'.²²⁰

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.²²¹ However, the Ministry of Social Development has recorded that after this early activity, 'momentum waned' and the Accord was not maintained (it does not specify why momentum was lost).²²² Te Hiku Iwi Development Trust has advised that between 2013 and 2018, it was focussing on building trust and cooperation between iwi, gathering information and evidence on the wellbeing of Te Hiku people, and 'growing [its] relationship with the Crown'.²²³

The Accord was 'refreshed' in 2018. A hui held in October that year outlined Te Hiku priorities as 'Mana Tangata – people's safety and wellbeing', 'Maximising Te Hiku Potential – economic development',

²¹⁸ Te Hiku o Te Ika and Her Majesty the Queen, *Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord*, 5 February 2013, available: <https://www.govt.nz/assets/Documents/OTS/Te-Aupouri/Te-Hiku-iwi-Social-Development-and-Wellbeing-Accord-5-Feb-2013.pdf>, accessed 10 January 2023, paras 19, 22.

²¹⁹ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, pp 18, 19, 21; Te Hiku Iwi Development Trust, feedback on draft report received 20 December 2023.

²²⁰ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, pp 8, 93.

²²¹ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, p 18.

²²² Ministry of Social Development, Te Manatū Whakahiato Ora, 'Te Hiku Social Development and Wellbeing Accord', Ministry of Social Development [not dated], available: <https://www.msd.govt.nz/about-msd-and-our-work/work-programmes/community/te-hiku-social-development-and-wellbeing-accord.html>, accessed 10 January 2023, para 4.

²²³ Te Hiku Iwi Development Trust, feedback on draft report received 20 December 2023.

and ‘Lifelong Learning – education and skills development’.²²⁴ Te Hiku Iwi Development Trust reports the Accord has seen ‘considerable’ and ‘steady’ progress since 2018, while recognising there remains ‘some way to go’ in achieving equitable outcomes for Te Hiku whānau. It has developed a 20-year work programme based on five-yearly plans.²²⁵

As part of the ‘refresh’ in 2018, a Joint Work Programme was established to improve public services by enabling iwi and whānau to voice concerns and develop local solutions.²²⁶ The Joint Work Programme aims to serve the needs of Te Hiku whānau and is structured as a co-governance, shared decision-making model between Iwi and the Crown at different levels.²²⁷ Te Hiku Iwi Development Trust have advised the Joint Work Programme has been working on several projects to address socioeconomic issues for Te Hiku whānau, including:

- Training people in horticulture (managed by Te Rarawa);
- Providing water tanks to drought-stricken communities (managed by Te Aupōuri);
- A ten-year housing programme;
- A Marae Digital Connectivity Strategy; and
- A project to address methamphetamine use, including a Te Hiku methamphetamine research report, testing of wastewater in Kaitiāia and surrounding areas, and one further alcohol and drug specialist to provide methamphetamine addiction treatment to Te Hiku whānau.²²⁸

In the years 2020/2021 and 2021/2022, the Government allocated \$4 million annually to the Accord.²²⁹ Following the 2022 Budget, the Government allocated \$1.5 million annually for the Accord over the period 2022/2023 to 2025/2026 (\$6 million in total for the four-year period). This funding will be transferred to Te Hiku Iwi Development Trust.²³⁰

²²⁴ Ministry of Social Development, Te Manatū Whakahiato Ora, ‘Te Hiku Social Development and Wellbeing Accord’, Ministry of Social Development [not dated], available: <https://www.msd.govt.nz/about-msd-and-our-work/work-programmes/community/te-hiku-social-development-and-wellbeing-accord.html>, accessed 10 January 2023, para 10.

²²⁵ Te Hiku Iwi Development Trust, feedback on draft report received 20 December 2022; Te Hiku Iwi Development Trust, video call correspondence, 27 January 2023.

²²⁶ Te Hiku Iwi Development Trust, feedback on draft report received 20 December 2022.

²²⁷ Te Hiku Iwi Development Trust, ‘Te Hiku-Crown joint work programme’, Te Hiku Iwi Development Trust, 2020, available: <https://www.tehiku.iwi.nz/JW>, accessed 6 September 2022; Te Hiku Iwi Development Trust, feedback on draft report received 20 December 2023.

²²⁸ Te Hiku Iwi Development Trust, feedback on draft report received 20 December 2022.

²²⁹ Ministry of Social Development, Te Manatū Whakahiato Ora, email correspondence received 13 February to 17 February 2023.

²³⁰ Ministry of Social Development, Te Manatū Whakahiato Ora, ‘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; Ministry of Social Development, Te Manatū Whakahiato Ora, email correspondence, 25 January 2023.

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 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. The Joint Work Programme intends to address these issues.²³¹

It is also unclear to what extent the Crown has engaged with Te Hiku iwi as Treaty partners through the Accord after the 2018 ‘refresh’. Since then, the Accord has re-established regular hui and engagements between Iwi and the Crown at various levels, including:

- Twice-yearly hui between Iwi Chairs and Ministers ‘to address key issues within the relationship’;
- Further hui between Iwi Chairs and Ministers to discuss Joint Work Programme strategy (three to four times a year);
- Monthly hui between participating agency Chief Executives and the Te Hiku Iwi Development Trust Chief Executive to discuss ‘system issues/blockages and opportunities’;
- Monthly hui between Iwi Chief Executives and regional Crown representatives from the Ministry of Social Development and Te Puni Kōkiri; and
- Regular hui between the Joint Work Programme and Crown agency representatives.²³²

Anecdotal evidence has suggested that some issues remain in the distribution of decision-making power between the Crown and Iwi through the Accord. These issues could not be investigated further within the timeframe for this report and would perhaps be better addressed through claimant evidence.

²³¹ Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, *Joint Work Programme: Economic Development, Infrastructure and Capability Development: Te Hiku SME Business Survey Insights Report, 2021*, available: <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.

²³² Te Hiku Iwi Development Trust, feedback on draft report received 20 December 2022.

2.3.6 Local government investments in the Māori economy

The Northland Regional Council – Te Kaunihera ā rohe o Te Taitokerau

The Northland Regional Council – Te Kaunihera ā rohe o Te Taitokerau, 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 a 2002 strategy guiding sustainable development in Te Tai Tokerau. 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.²³³

There is limited information available in pre-2018 records regarding Māori economic investments in the area, although the following are discussed in annual reports:

- In the year 2004/2005 the Northland Regional Council Community Trust distributed \$614,760 in support of regional economic and visitor development;
- 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; and
 - one company and 60 Māori students participated in the Young Enterprise scheme.²³⁴
- In the year 2008/2009:
 - an iwi farming strategy was completed with Te Rarawa; and
 - a steering group was formed and a Memorandum of Understanding completed for the North Hokianga Sustainable Development project.²³⁵

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.²³⁶ Until 2021, Northland Inc was controlled by the Northland Regional Council as the sole shareholder and was primarily funded by the Northland Regional Council. The second largest contributor to its budget is central government. The ‘unrepresentative’ nature of Northland Inc

²³³ Northland Regional Council, Te Kaunihera ā Rohe, *Annual Report 2005*, Northland Regional Council, 2005, p 84.

²³⁴ Northland Regional Council, Te Kaunihera ā Rohe, *Annual Report 2008*, Northland Regional Council, 2008, p 137.

²³⁵ Northland Regional Council, Te Kaunihera ā Rohe, *Annual Report 2009*, Northland Regional Council, 2009, p 158.

²³⁶ Northland Regional Council, Te Kaunihera ā Rohe, *Annual Report 2013*, Northland Regional Council, 2013, pp 50, 154.

leadership was highlighted by Member of Parliament Shane Jones in 2012, when, in his words, ‘three middle-aged white men’ were appointed to lead the organisation.²³⁷ George Riley, former Ngāpuhi Rūnanga Chief Executive, was later appointed as one of the leaders of Northland Inc in 2014.²³⁸

From 2018, reporting by the Northland Regional Council became more detailed, making it easier to track the nature of its funding. The following programmes were implemented in Te Tai Tokerau between the years 2017/2018 and 2019/2020:

- 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 Māori businesses were assisted, one ‘high impact’ Māori economic development project was 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 Māori businesses were assisted, one ‘high impact’ Māori economic development 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 established the Working Party’s strategic priorities, including developing an economic development strategy that focussed on Māori economic development.²³⁹

The Far North District Council – Te Kaunihera o Tai Tokerau ki te Raki

The Far North District Council – Te Kaunihera o Tai Tokerau ki te Raki, 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

²³⁷ Shane Jones in Mike Barrington, ‘Body needs Maori: Jones’, *Northern Advocate*, 27 September 2012.

²³⁸ Christine Allen, ‘Sunrise sectors to set region aglow’, *Northern Advocate*, 3 December 2014.

²³⁹ Northland Regional Council, Te Kaunihera ā Rohe, *Annual Report 2018, Pūrongo ā-tau 2018*, Northland Regional Council, 2018, p 157; Northland Regional Council, Te Kaunihera ā Rohe, *Annual Report 2019, Pūrongo ā tau 2019*, Northland Regional Council, 2019, p 133; Northland Regional Council, Te Kaunihera ā Rohe, *Annual Report 2020, Pūrongo ā tau 2020*, Northland Regional Council, 2020, p 139; Northland Regional Council, Te Kaunihera ā Rohe, *Annual Report 2021, Pūrongo-ā-tau 2021*, Northland Regional Council, 2021, p 17.

the region such as money from the Provincial Growth Fund.²⁴⁰ In 2013 a Māori Economic Development Working Party discussed economic development issues with the Council, and the Council decided that Far North Holdings Limited should be tasked with facilitating Māori economic development.²⁴¹

Far North District Council annual reports record that between the six years 2009/2010 and 2014/2015, the Council completed 17 economic development projects with iwi/hapū, as shown below in **Table 2.4**. This included projects such as providing telecommunications services and establishing trusts to enable the development of land.²⁴² Specific iwi/hapū are not identified and figures for other years are not provided in records.

Table 2.4: Number of Far North District Council economic development projects completed with iwi/hapū, 2009/2010 to 2014/2015

Year	Number of projects completed
2009/2010	1
2010/2011	3
2011/2012	4
2012/2013	3
2013/2014	3
2014/2015	3

Sources: Far North District Council, Te Kaunihera o Tai Tokerau ki te Raki, *Annual Report 2012/13*, p. 255; Far North District Council, Te Kaunihera o Tai Tokerau ki te Raki, *Annual Report 2013-2014*, p. 210; Far North District Council, Te Kaunihera o Tai Tokerau ki te Raki, *Annual Report 2014/15*, p. 192.

2.4 Conclusion

Research undertaken for this chapter found little evidence of targeted Crown interventions or partnerships to improve income and employment outcomes in Te Tai Tokerau before the mid- to late-2010s, although investments have clearly accelerated since then. More recent Crown investments have focused on regional economic development (including Māori economic development and investing in Māori business), investing in infrastructure (including through Māori organisations), and

²⁴⁰ Far North Holdings Limited, 'About', Far North Holdings Limited [not dated], available: <https://www.fnhl.co.nz/about/>, accessed 17 October 2022.

²⁴¹ Far North District Council, Te Kaunihera o Tai Tokerau ki te Raki, *Annual Report 2012/13*, Far North District Council, 2013, p 252.

²⁴² Far North District Council, Te Kaunihera o Tai Tokerau ki te Raki, *Annual Report 2014/15*, p 192.

implementing several programmes to improve employment and education pathways for Te Tai Tokerau Māori. *Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord* appears to be the only major investment or development plan specifically focused on the Muriwhenua area. However, it remains unclear what the impact of these more recent Crown investments have had, or will have, on income and employment outcomes for Muriwhenua Māori, including the 2018 ‘refresh’ of *Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord*.

Evaluations that have been undertaken on various investments covered in this chapter show some qualitative evidence of successes, such as providing support to Māori learners, the creation of jobs, the upskilling of Māori learners, and taiohi Māori progressing to employment or further training.²⁴³ However, these qualitative successes lack supporting quantitative evidence of improved outcomes for Māori. For some initiatives and programmes covered in this chapter, evaluations (including evaluations of the impact of national programmes on Te Tai Tokerau) could not be located at all.

Where they do exist, evaluations also show a lack of sustained Crown engagement with iwi, hapū and/or localised Māori groups. In some cases, this has led to tensions in goals and approaches between Māori and the Crown. As an example, the Crown’s engagement with Māori through its Regional Growth Programme has been described as ‘patchy’ and lacking Māori-led partnerships. This has resulted in tensions between Crown and Iwi economic development strategies in the region, where the Crown-led *Te Tai Tokerau Northland Economic Action Plan* has been prioritised over the iwi-led economic growth strategy, *He Tangata, He Whenua, He Oranga*.²⁴⁴ An evaluation of the Crown’s Provincial Growth Fund has also highlighted that the Fund’s focus on achieving economic benefits ‘conflicted with tangata whenua concerns about intergenerational environmental sustainability and natural resource management’.²⁴⁵

²⁴³ See: Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for the 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; 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>, accessed 14 February 2023; and 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.

²⁴⁴ See: 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; and Northland Inc, *Review of Economic Arrangements in Northland*, Martin Jenkins Consultancy for Northland Inc, 2017.

²⁴⁵ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for the 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.

Another theme identified in evaluations of these funds, initiatives and strategies, appears to be a lack of capacity for Māori to fully participate in the development and implementation of programmes due to limited funding and resources. In some cases where funding was available, evaluations highlighted that significant time and resourcing were required to access these funds, which was exacerbated by a lack of available information or support.²⁴⁶ In particular, the independent evaluation of the Regional Growth Programme highlighted that ‘Māori capacity to effectively engage in, co-design and influence regional priorities and plans across diverse Iwi boundaries in a region is limited’, and that funding to increase Māori capacity to do so had been ‘difficult and frustrating to attain’.²⁴⁷

Similar themes also come up in the following chapters covering health, education, and housing.

While it is unclear what impact these more recent Crown investments have had, there is a clear need for further (or different) investment in Te Tai Tokerau and the anticipated inquiry district, including funding for capability-building and support processes for Māori-led initiatives, and a more equitable resource allocation (between Māori and the Crown) to enable hapū/iwi/Māori to fully participate in the co-design and implementation of economic strategies and programmes.

The need for further investment is further illustrated in the continued inequitable outcomes Māori have experienced in the period covered in this report. As outlined in the beginning of the chapter, inequities in employment and income outcomes have worsened rather than improved for Māori in the inquiry data area between 2006 and 2018 across several measures, including unemployment, income, and the proportion of people receiving income support.

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

²⁴⁶ See: 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>, accessed 14 February 2023; Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, *Joint Work Programme: Economic Development, Infrastructure and Capability Development: Te Hiku SME Business Survey Insights Report*, 2021, available: <https://irp.cdn-website.com/f44d7a17/files/uploaded/JWP0439%202021%20Te%20Hiku%20SME%20Business%20Survey%20Insights%20Report.pdf>, accessed 6 September 2022; and 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.

²⁴⁷ 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 18, 30, 54.

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 socioeconomic 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.*²⁴⁸

Research undertaken for this report has identified that Māori living in the inquiry data area 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. Data shows Māori living in the inquiry data area experience lower life expectancy and higher smoking rates. Within each age group, Māori living in the inquiry data 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.

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. In its report, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Iwi Development Trust also highlighted socioeconomic influences on health, identifying that housing, education, and income all directly impact the health of individuals. The report further recognised the need for the health sector to work alongside other government and local body organisations.²⁴⁹ Further research has shown that Māori in Te Tai Tokerau face various barriers to accessing healthcare, including a high geographic spread of services coupled with limited transport options, a low availability of General Practitioners and appointments, long wait lists, discrimination, and poor communication and lack of cultural competency on the part of health practitioners.²⁵⁰

²⁴⁸ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8), p 19.

²⁴⁹ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, pp 67-70.

²⁵⁰ 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); 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.

This chapter examines data on three indicators of health for Māori and non-Māori in the inquiry data area and across Aotearoa, drawn from customised Census data held by Stats NZ – Tatauranga Aotearoa. 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). As outlined in the **Introduction** to this report, other data held by the Ministry of Health, including data from the New Zealand Health Survey, was unable to be used for this report. Discussion and correspondence with claimants has further highlighted rheumatic fever as a major health issue that needs addressing in Muriwhenua. The chapter includes data available from secondary sources for acute rheumatic fever in Te Tai Tokerau because more localised data could not be located.

The second part of the chapter examines Crown actions to address health issues for Te Tai Tokerau Māori and, where possible, the extent to which it has engaged with local Māori on these issues. As explained in the **Introduction** to this report, most Crown strategies to address social issues in Muriwhenua target the larger Te Tai Tokerau region (shown in **Figure 1.2**). The chapter 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 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, including:

- The Māori Provider Development Scheme (established 1997);
- The Māori Health Innovation Fund – Te Ao Auahatanga (established 2009);
- The Rheumatic Fever Prevention Programme (established 2011);
- The Healthy Homes Initiative (established in Te Tai Tokerau in 2015);
- Northland District Health Board’s Māori Health Directorate, Te Poutokomanawa (established 1998);
- Te Tai Tokerau Māori Co-Purchasing Organisation (established 1995, disestablished 2010);
- Te Kahu o Taonui – Northland DHB Partnership Board (established 2017);

- Northland District Health Board measures to increase the Māori health and disability workforce (from 2008); and
- Programmes to address sudden unexpected death of an infant (SUDI), suicide, and heart disease (from 2013).

The chapter also covers Whānau Ora initiatives in Te Tai Tokerau. The Crown established Whānau Ora in 2010 to facilitate whānau wellbeing across social sector areas (including across health, education, housing, cultural capacity, employment, and income) but is included in this chapter for ease of reading.

Research undertaken on Crown investments and programmes found mixed successes and, overall, a lack of information assessing their outcomes, particularly at the regional level. Where evaluations have been undertaken, they show evidence of some successful outcomes, but also demonstrate an unequal distribution of resourcing and decision-making powers among the Crown and Māori in designing and delivering solutions to Māori health issues.

3.1.2 Overview of claims relating to health

Renewed Muriwhenua Land 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 healthcare service models, and failure to recognise Te Tiriti/Treaty principles and tikanga Māori in health legislation. Claimants allege these issues are heightened for Muriwhenua Māori due to prevalent poverty and limited transport services in rural areas, a low concentration of resources across the Far North District, the distances that must be travelled to reach them, and hospitals in the northern region that are 'unfit for purpose'.²⁵¹ Claimants also highlight the high levels of disability in the Northland Region, which require additional, tailored services.²⁵²

Claimants argue these factors, along with other social determinants of poor 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

²⁵¹ 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 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).

²⁵² See amended statement of claim, Wai 1176, #1.1(b) and amended statement of claim Wai 1886, #1.1.1(e).

rates, diabetes, chronic pain, oral health, and various other negative health indicators.²⁵³ Claimants also assert the Crown has failed to adequately consult Māori in identifying, developing, and delivering health services, leading to a health sector that is discriminatory and does not reflect the community it serves.²⁵⁴ 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.²⁵⁵

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 Muriwhenua.

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).²⁵⁶ Broadly, the Waitangi Tribunal has found the Crown has breached Te Tiriti o Waitangi/the Treaty of Waitangi by failing to ensure Māori receive the same standard of healthcare as Pākehā.

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

²⁵³ 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).

²⁵⁴ 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).

²⁵⁵ 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).

²⁵⁶ 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).

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:

- 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; and
- Failing to design the primary healthcare framework in partnership with Māori.²⁵⁷

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.²⁵⁸

3.2 Health trends 2002-2020

3.2.1 Life expectancy

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

Life expectancy is calculated by Stats NZ using Census data and death registrations provided by Births, Deaths, and Marriages (part of the Department of Internal Affairs). 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.²⁵⁹ Data for small areas may also show larger fluctuations

²⁵⁷ Waitangi Tribunal, *Hauora: Report on Stage One of the Health Services and Outcomes Kaupapa Inquiry* (Lower Hutt: Legislation Direct, 2019).

²⁵⁸ Waitangi Tribunal, *Hauora: Report on Stage One of the Health Services and Outcomes Kaupapa Inquiry* (Lower Hutt: Legislation Direct, 2019), p 20.

²⁵⁹ Stats NZ, *Tatauranga Aotearoa, unpublished life expectancy data technical notes*, provided by Stats NZ on 30 June 2022, p. 2. Stats NZ noted: ‘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’.

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).²⁶⁰ As discussed in the **Introduction** to this report, identifying trends over only three data points (for the years 2006, 2013, and 2018) will also provide some limitations as it is difficult to determine whether the data represent longer-term trends. Data used in this chapter measures life expectancy at birth.²⁶¹ Separate figures are provided for wāhine/women and tāne/men as they differ significantly.

Life expectancy data for the years 2006, 2013, and 2018 show the gap between Māori and non-Māori in the inquiry data area reduced only slightly over this period. 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).²⁶²

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 than between wāhine Māori and non-Māori women. 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).²⁶³

Between 2006 and 2018, life expectancy has increased more on average 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 only saw an increase of 1.2 years. Tāne Māori across Aotearoa saw an increase of 3.0 years, while tāne Māori living in the

²⁶⁰ Stats NZ, Tatauranga Aotearoa, unpublished life expectancy data technical notes, provided by Stats NZ on 30 June 2022, p. 2.

²⁶¹ 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. Stats NZ, Tatauranga Aotearoa, unpublished life expectancy data technical notes, provided by Stats NZ on 30 June 2022.

²⁶² Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, on 30 June 2022.

²⁶³ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, on 30 June 2022.

inquiry data area only 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. However, as discussed earlier, the gap between Māori and non-Māori in the inquiry data area saw only a small reduction overall between 2006 and 2018.²⁶⁴

Overall, tāne Māori living in the inquiry data area had the lowest life expectancy. Non-Māori women in the inquiry data area had the highest life expectancy in 2006 and non-Māori women across Aotearoa had the highest in 2013 and 2018. In 2018, the difference in life expectancy between tāne Māori living in the inquiry data area and non-Māori women across Aotearoa was 14.3 years.²⁶⁵

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

Table 3.1: Life expectancy at birth in the inquiry data area and across Aotearoa, 2006, 2013, and 2018 (in years)

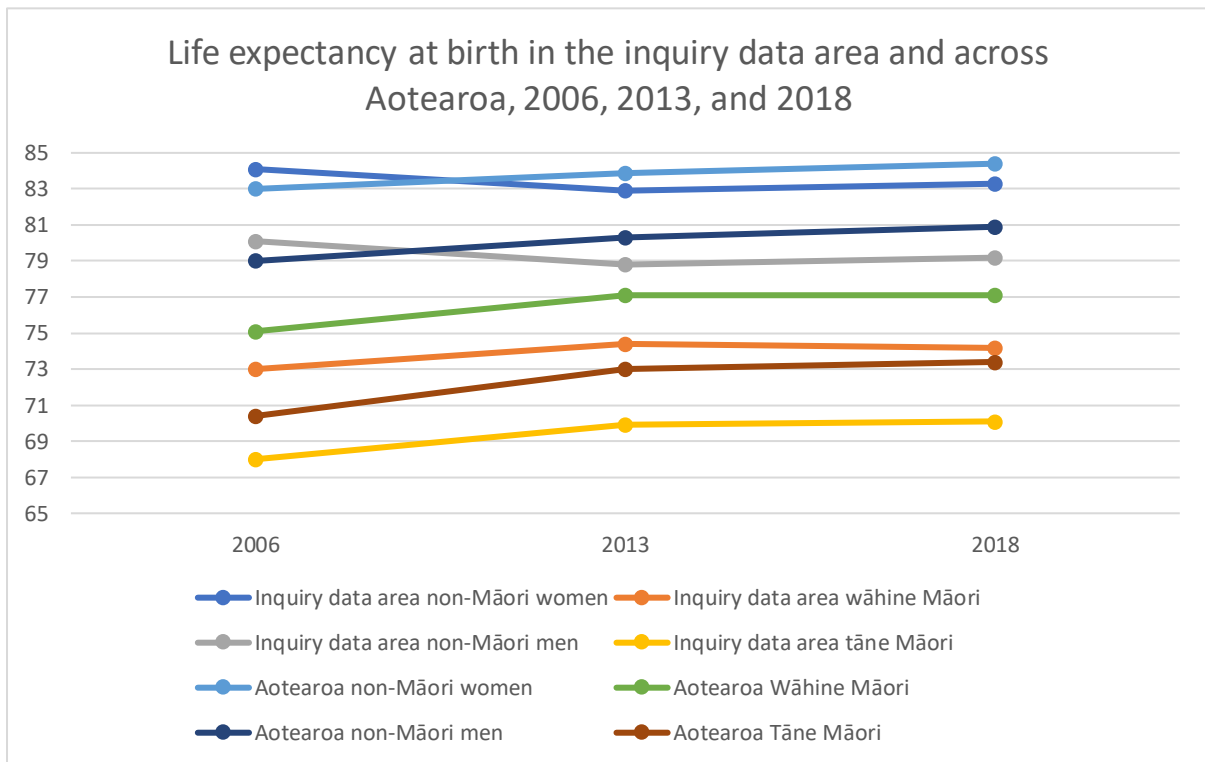
	Inquiry data area				Aotearoa			
	Māori		Non-Māori		Māori		Non-Māori	
	Wāhine	Tāne	Women	Men	Wāhine	Tāne	Women	Men
2006	73.0	68.0	84.1	80.1	75.1	70.4	83.0	79.0
2013	74.4	69.9	82.9	78.8	77.1	73.0	83.9	80.3
2018	74.2	70.1	83.3	79.2	77.1	73.4	84.4	80.9
Change 2006-2018	+ 1.2	+ 2.1	- 0.8	- 0.9	+ 2.0	+ 3.0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

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

²⁶⁴ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, on 30 June 2022.

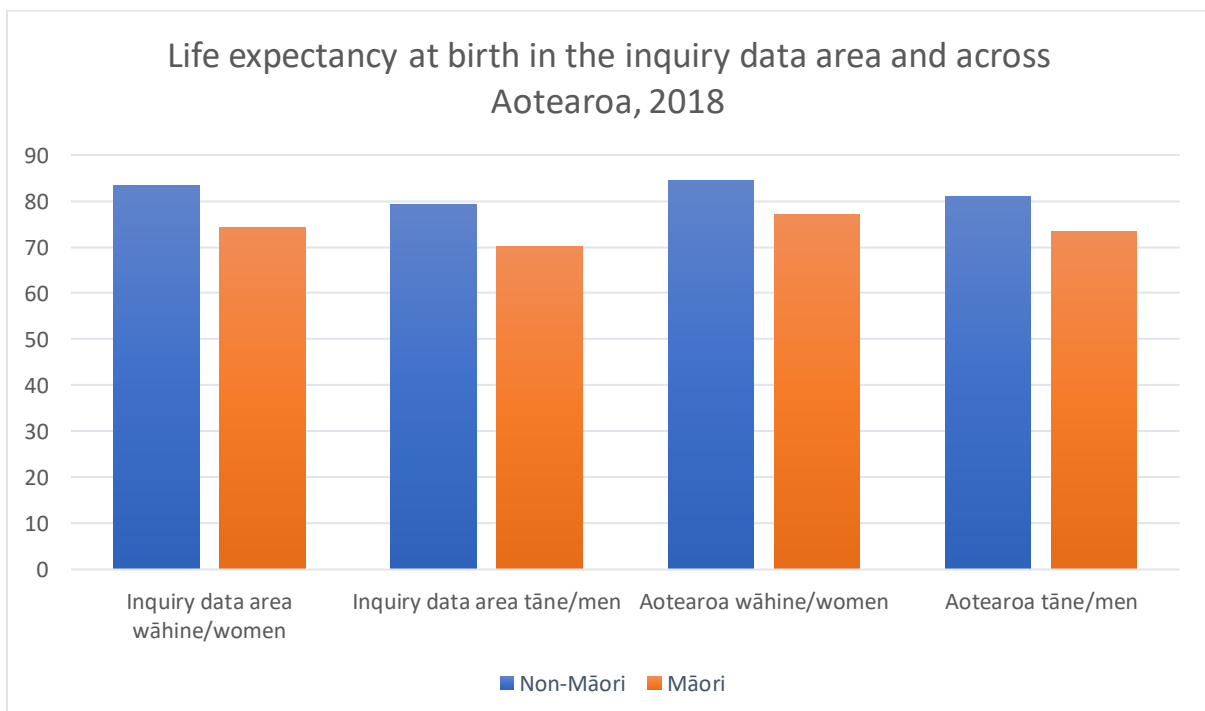
²⁶⁵ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, on 30 June 2022.

Figure 3.1: Life expectancy at birth in the inquiry data area and across Aotearoa, 2006, 2013, and 2018 (in years)



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

Figure 3.2: Life expectancy at birth in the inquiry data area and across Aotearoa, 2018



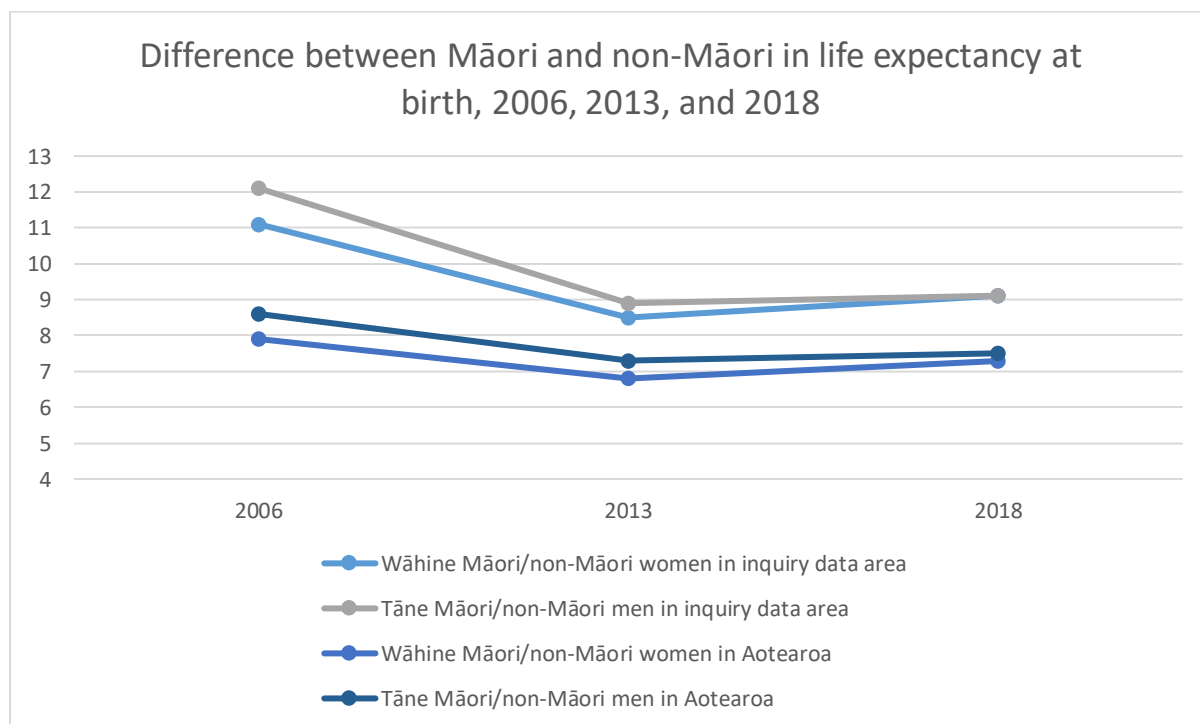
Source: Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, on 30 June 2022.

Table 3.2: Difference between Māori and non-Māori in life expectancy at birth in the inquiry data area and across Aotearoa, 2006, 2013, and 2018 (in 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, Tatauranga Aotearoa, on 30 June 2022.

Figure 3.3: Difference between Māori and non-Māori in life expectancy at birth in the inquiry data area and across Aotearoa, 2006, 2013, and 2018 (in years)



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

3.2.2 Disability/physical or mental activity limitations

The 2018 Census included a new question regarding experienced activity limitations. 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.²⁶⁶

Stats NZ regards a person as having a disability if they responded that they had ‘a lot or difficulty’ or ‘cannot do at all’ for one or more of the six activities listed. However, it notes: ‘The questions were 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’.²⁶⁷

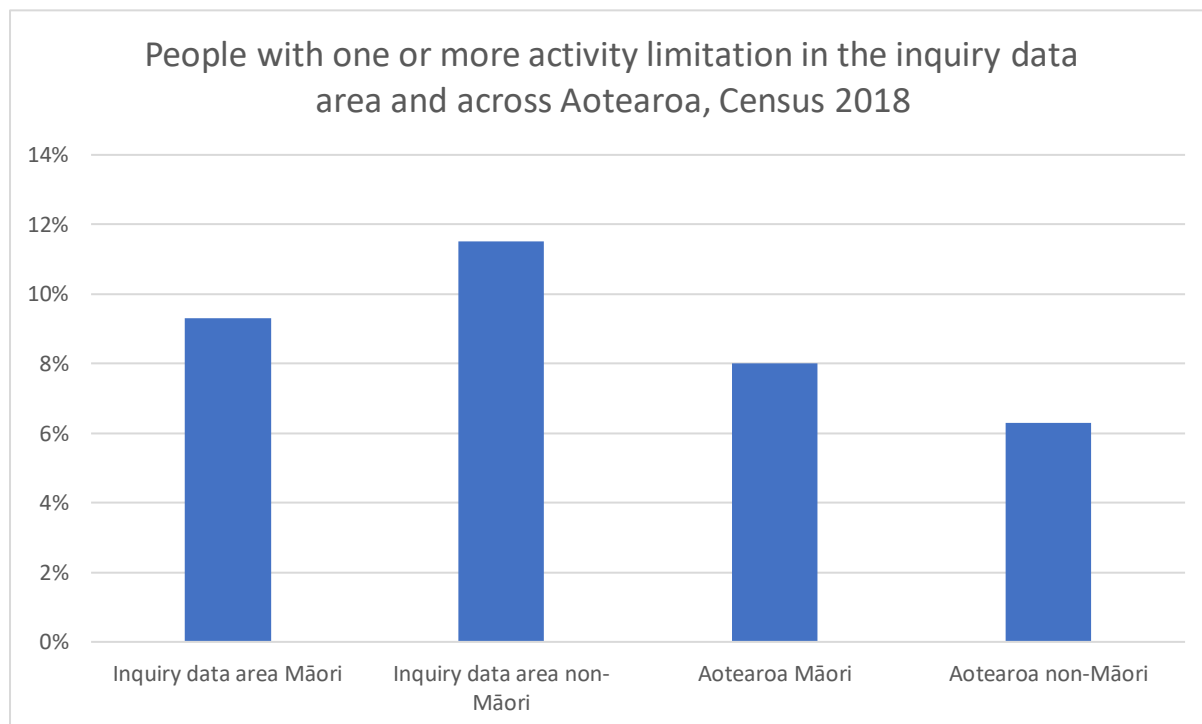
Within each age group, Māori living in the inquiry data area reported a higher rate of physical or mental activity limitations compared to non-Māori in the inquiry data area and across Aotearoa, and reported a higher rate of activity limitations than the national Māori population for those aged 25 years and over. Overall, Māori living in the inquiry data area were less likely to report one or more activity limitation when compared to non-Māori in the inquiry data area (9.3 percent and 11.5 percent respectively), but were more likely to report one or more activity limitation when compared to the national Māori population (8.0 percent) and the national non-Māori population (6.3 percent).²⁶⁸ This is shown below in **Figure 3.4**.

²⁶⁶ Stats NZ, Tatauranga Aotearoa, ‘Activity limitations’, Stats NZ DataInfo+, available: <https://datainfoplus.stats.govt.nz/item/nz.govt.stats/a7a2b53b-efd4-4bfb-a97e-59f3021ff442>, accessed 3 November 2022.

²⁶⁷ Stats NZ, Tatauranga Aotearoa, ‘Activity limitations’, Stats NZ DataInfo+, available: <https://datainfoplus.stats.govt.nz/item/nz.govt.stats/a7a2b53b-efd4-4bfb-a97e-59f3021ff442>, accessed 3 November 2022.

²⁶⁸ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, on 30 June 2022.

Figure 3.4: People with one or more activity limitation in the inquiry data area and across Aotearoa, Census 2018 (as percentage)



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

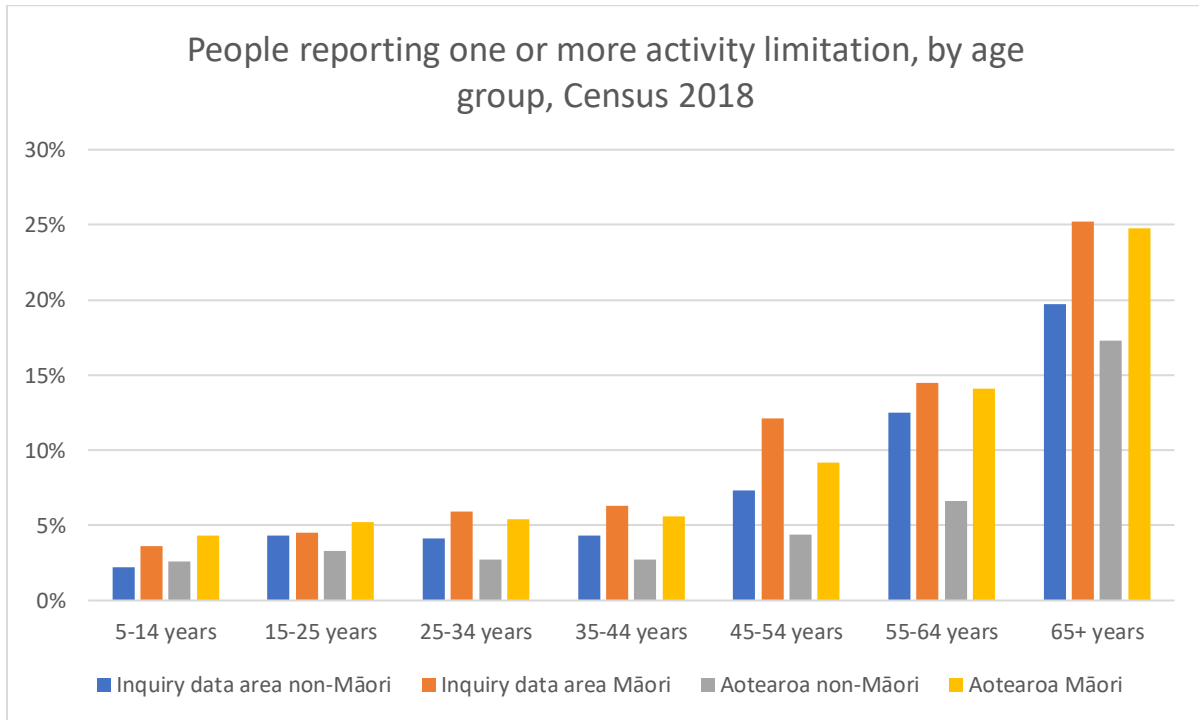
However, the age demographics of each comparison group clearly impact this data, given Māori have a higher proportion of younger people (who are less likely to experience activity limitations) and the total inquiry data area has a higher proportion of older people (who are more likely to experience activity limitations).²⁶⁹ When broken down by age group, a higher proportion of Māori living in the inquiry data area reported having one or more activity limitation across every age group, compared to non-Māori in the inquiry data area and to non-Māori across Aotearoa.

Māori in the inquiry data area also reported higher rates of activity limitations than the national Māori population for those aged 25 years and over (while the national Māori population reported higher rates among those aged under 25 years). As might be expected, those aged 65 years and over reported the highest rate of activity limitations. 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 inquiry data area, 24.8 percent of Māori across Aotearoa, and 17.3 percent of non-Māori across Aotearoa. The largest discrepancy was seen in the 45 to 54 year-old age group, where Māori in the

²⁶⁹ This is discussed in further detail in the Introduction to this report.

inquiry data area were 1.7 times more likely to report one or more activity limitation (at 12.1 percent compared to 7.3 percent).²⁷⁰ This is shown below in **Figure 3.5**.

Figure 3.5: People reporting one or more activity limitation in the inquiry data area and across Aotearoa, by age group, Census 2018 (as percentage)

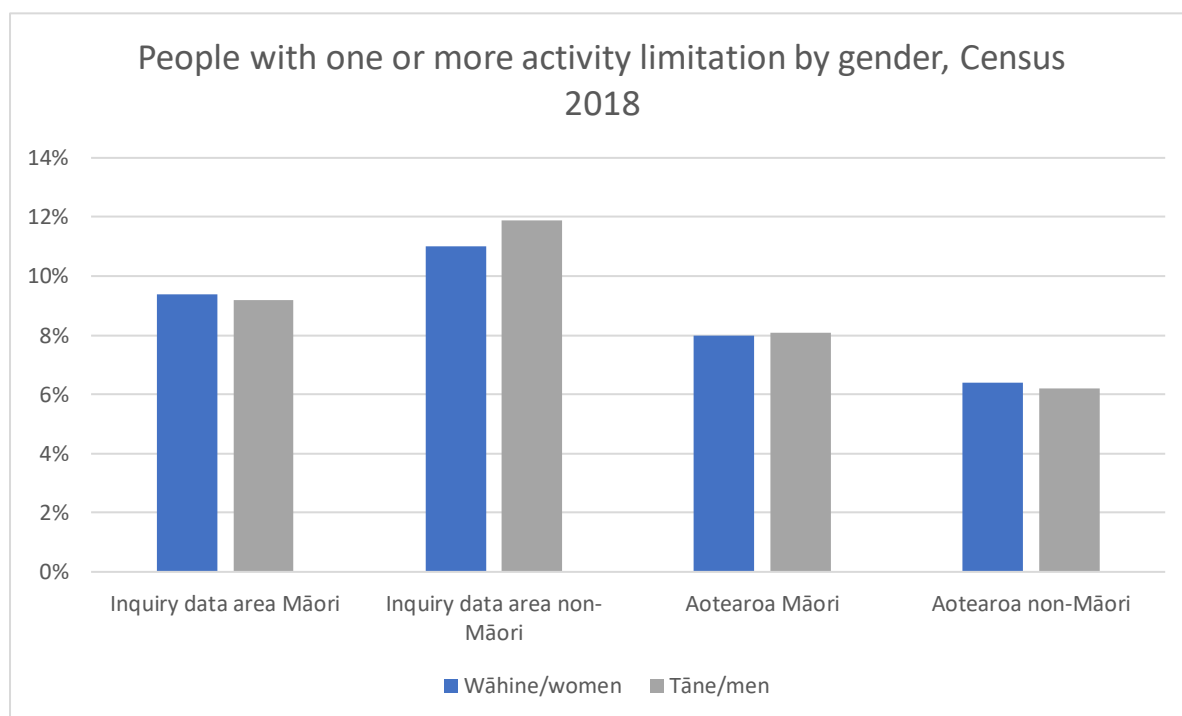


Source: Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Wāhine/women and tāne/men reported activity limitations at similar rates, as shown below in **Figure 3.6**.

²⁷⁰ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 3.6: People with one or more activity limitation in the inquiry data area and across Aotearoa, by gender, Census 2018 (as percentage)



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

3.2.3 Cigarette smoking

Cigarette smoking rates (as reported in the Census) are also higher among Māori living in the inquiry data area. While smoking has decreased between 2006 and 2018 among all groups compared in this report, it has decreased at the lowest rate among Māori living in the inquiry data area.

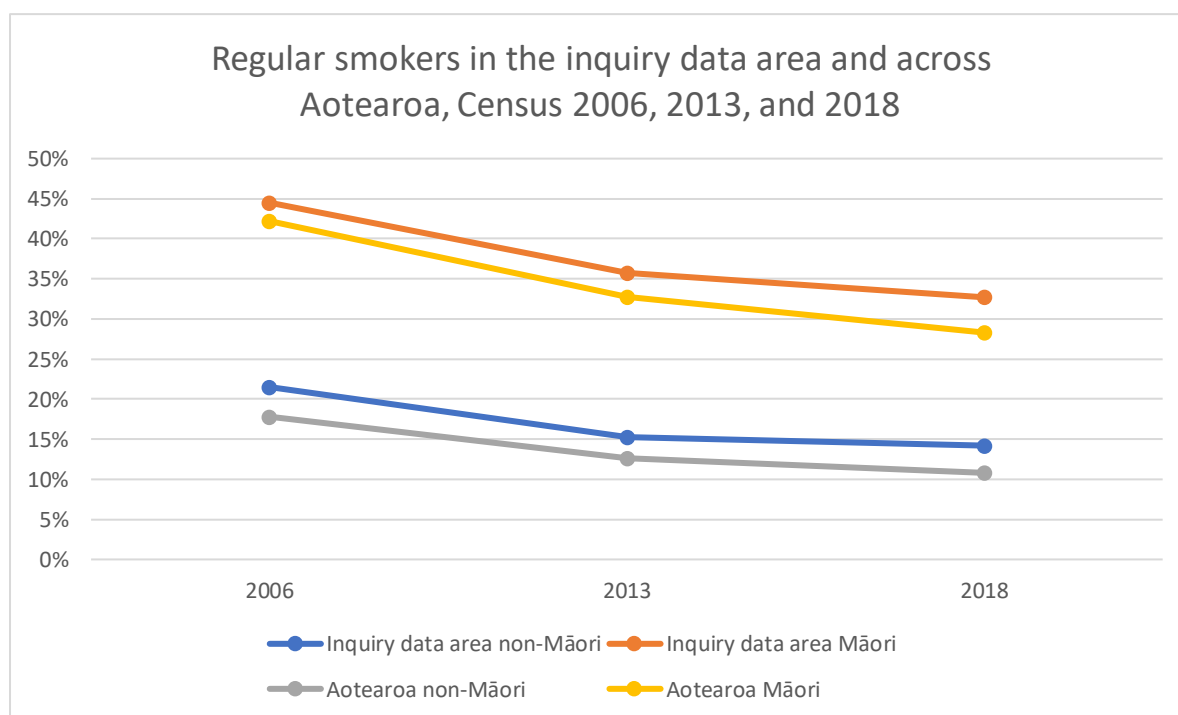
In 2006, Māori living in the inquiry data area were twice as likely to smoke regularly compared to non-Māori living in the inquiry data area (44.5 percent compared to 21.5 percent respectively). Māori in the inquiry data area also had a slightly higher proportion of regular smokers than that of the national Māori population (44.5 percent compared to 42.2 percent respectively) and were 2.5 times more likely to smoke regularly than non-Māori across Aotearoa (44.5 percent compared to 17.8 percent).²⁷¹

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 33 percent for non-Māori in the inquiry data area and the national Māori

²⁷¹ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, 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 (32.7 percent compared to 28.3 percent) and were three times more likely to smoke regularly than the national non-Māori population (32.7 percent compared to 10.8 percent).²⁷² This is show below in **Figure 3.7**.

Figure 3.7: Regular smokers in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018 (as percentage)



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

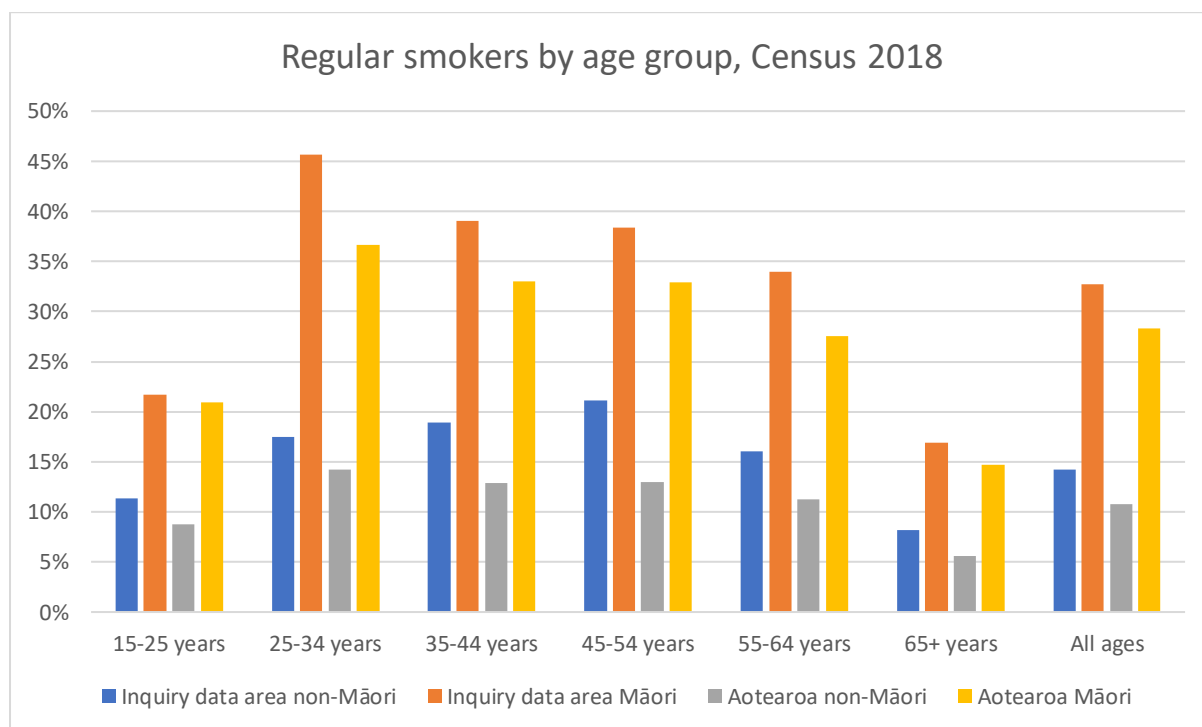
Smoking rates by age group

In 2018, smoking rates were highest among those aged between 25 and 34 years, except for non-Māori in the inquiry data 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

²⁷² Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

had the highest proportion of regular smokers among every age group.²⁷³ This is shown below in **Figure 3.8**.

Figure 3.8: Regular smokers in the inquiry data area and across Aotearoa, by age group, Census 2018 (as percentage)



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

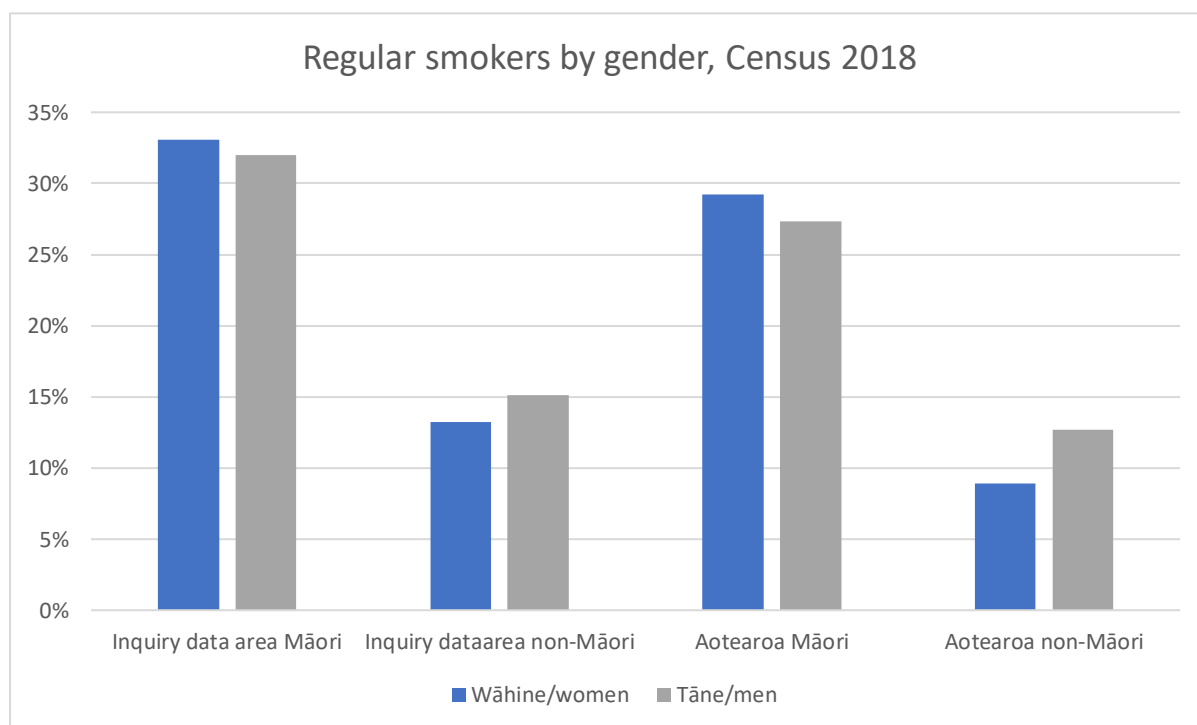
Smoking rates by gender

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 inquiry data area, 33.1 percent of wāhine Māori smoked regularly, compared to 32.0 percent of tāne Māori, 13.2 percent of non-Māori women, and 15.1 percent of non-Māori men.²⁷⁴ This is shown below in **Figure 3.9**.

²⁷³ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

²⁷⁴ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 3.9: Regular smokers in the inquiry data area and across Aotearoa, by gender, Census 2018 (as percentage)



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

The precise figures for all data shown in **Figures 3.1-3.9** are listed in tables in **Appendix C**.

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.²⁷⁵ 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 had increased by 50 percent. 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.²⁷⁶

²⁷⁵ 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.

²⁷⁶ Lance O’Sullivan, ‘E Runanga o Te Rarawa Rheumatic Fever Reduction Programme—Kaitaia’, in *Journal of Primary Health Care*, vol 3, no 4 (2011), p 325.

In 2011, tamariki Māori constituted 95 percent of acute rheumatic fever cases within the Northland District Health Board area (Te Tai Tokerau) and between 2002 and 2011 acute rheumatic fever rates among tamariki Māori in Te Tai Tokerau were ‘some of the highest in the country’.²⁷⁷ In 2014, Te Hiku Development Trust reported that 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 between 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).²⁷⁸ 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.²⁷⁹

Further research published in 2019 has identified that, between 2012 and 2017, 93 percent of all acute rheumatic fever cases in Te Tai Tokerau (64 cases in total) were among 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. The rate of acute rheumatic fever incidence for Māori in this group was reported as similar to those in low-income countries. While the research demonstrated there had been a small decrease in acute rheumatic fever rates in Te Tai Tokerau Māori population (by one-fifth), rates remained significantly higher than those for the national Māori population.²⁸⁰ Kaitiāia has also been identified as one of several areas in Te Tai Tokerau with particularly high rheumatic fever rates. Research published in 2011 showed that 29 out of 30 children with rheumatic fever in Kaitiāia were Māori.²⁸¹

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,

²⁷⁷ 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.

²⁷⁸ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, pp 66-70.

²⁷⁹ 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.

²⁸⁰ 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.

²⁸¹ 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.

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 lack of awareness of acute rheumatic fever by some healthcare practitioners.²⁸²

An audit of the Ministry of Health's recorded acute rheumatic fever rates in Te Tai Tokerau over the 2012 to 2017 period highlighted the potential inadequacy of the Ministry of Health's case definitions, leading to their publications exhibiting a significant improvement in acute rheumatic fever incidence. In contrast, the audit found 'despite significant public health campaigns [discussed later in this chapter], 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 the broader determinants of health and that the disease would not be eliminated without major improvements to income inequities, housing, and primary healthcare access.²⁸³

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

The following section details key Crown programmes, interventions, and funds aimed at improving Māori health outcomes in Te Tai Tokerau between 2002 and 2020 and, where possible, in the Far North 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, cardiac disease, childhood obesity, and sudden unexpected death of an infant (sometimes referred to as SUDI). It also provides information on Crown funding programmes that have allowed for whānau, hapū, and iwi-led interventions to improve health outcomes for Māori.

The section is structured around key government health entities operating in the area at the time, 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. The

²⁸² 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.

²⁸³ 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.

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.

Research undertaken for this section found mixed successes and, overall, a lack of information assessing the outcomes of Crown investments and programmes, particularly at the regional level. Where evaluations have been undertaken, they show evidence of some successful outcomes, but also demonstrate an unequal distribution of resourcing and decision-making powers among the Crown and Māori in designing and delivering solutions to Māori health issues. Despite these interventions to address health issues experienced by Te Tai Tokerau 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).

3.3.1 The Ministry of Health – Manatū Hauora

The Ministry of Health – Manatū Hauora has overall responsibility for the health system in Aotearoa. Between 2002 and 2020, it invested in various programmes aimed at improving health outcomes for Māori in Te Tai Tokerau and across Aotearoa, including: the Māori Provider Development Scheme (1997); the Māori Health Innovation Fund – Te Ao Auahatanga (2009); the Rheumatic Fever Prevention Programme (2011); and the Healthy Homes Initiative (2013). These programmes are underpinned by the Crown’s national Māori Health Strategy, *He Korowai Oranga*, which was developed in 2002 and updated in 2014.²⁸⁴ *He Korowai Oranga* is not discussed in detail in this chapter as national health strategies fall outside the scope of this report and 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’.²⁸⁵ In its first year, the Scheme administered \$7.5 million for four funding priorities: Māori

²⁸⁴ Ministry of Health, Manatū Hauora, *He Korowai Oranga, Māori Health Strategy* (Wellington: Ministry of Health, Manatū Hauora, 2002).

²⁸⁵ 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.

Health Scholarships; Provider Assistance; Workforce and Service Development Pilots; and Best Practice and Procedure Models.²⁸⁶ Between 1998 and 2021, the Scheme administered \$10 million on average per annum nationally.²⁸⁷ The Government's Budget 2022 allocated an investment of \$30 million to the Māori Provider Development Scheme, which was described by the Government as 'the biggest uplift' to the Scheme since its establishment in 1997.²⁸⁸

The current Māori Provider Development Scheme investment streams are:

- Regional Māori health and disability providers (District Health Board based);
- National Māori health and disability organisations; and
- Hauora Māori scholarships.²⁸⁹

Funding allocations for regional Māori health and disability providers from the Māori Provider Development Scheme are determined based on the percentage of Māori in the District Health Board area. The following table shows funding allocated to Muriwhenua Māori health and disability providers for the period 2015/16 to 2020/21, as well as the total amount allocated to the Northland District Health Board area for those years.

²⁸⁶ Ministry of Health, Manatū Hauora, *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.

²⁸⁷ 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; Ministry of Health, Manatū Hauora, email correspondence received 17 January 2023.

²⁸⁸ Hon 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.

²⁸⁹ Ministry of Health, Manatū Hauora, email correspondence received 17 January 2023.

Table 3.3: Māori Provider Development Scheme grants to Muriwhenua providers, 2015/2016 to 2020/2021

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Te Rarawa Anga Mua	-	\$70,000	\$110,000	\$70,000		\$49,000
Te Hauora o Te Hiku o Te Ika a Maui	\$61,500	\$85,000	\$151,545	\$100,000	\$123,000	\$131,000
Whakawhiti Ora Pai Community Health Service	-	\$35,000	-	\$58,000		
Ngāti Kahu Social & Health Services	-		\$36,000	\$27,000		
Total Muriwhenua	\$61,500	\$190,000	\$297,545	\$255,000	\$123,000	\$180,000
Total Northland District Health Board	\$407,754	\$527,000	\$662,005	\$674,000	\$633,400	\$565,163

Source: Ministry of Health, Manatū Hauora, email correspondence received 17 January 2023.

An independent evaluation of the Māori Provider Development Scheme was undertaken in 2009, using source document analysis, examination of Māori Provider Development Scheme databases, and 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 the Northland District Health Board; and three Māori Co-Purchasing Organisations, including Te Tai Tokerau Māori Co-Purchasing Organisation (both discussed below).²⁹⁰

Qualitative data collected for the evaluation found Māori health providers considered the Scheme valuable, filling a previous gap in funding for building capability and capacity. The authors stated: ‘Nearly all Māori health providers [were] of the view that they would not [have been] able to sustain core infrastructure and capacity improvements without grants from [the Scheme]’. However, the

²⁹⁰ 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.

evaluation also highlighted fundamental funding issues in the Scheme. The number of Māori providers had increased from 23 in 1993 to more than 240 in 2009 nationally, but the Fund had not been adjusted to account for this growth, or for the increase in costs associated with capability building and the expansion of services offered by Māori health providers. The evaluation therefore recommended that funding be increased and extended.²⁹¹ The evaluation did not provide details of the feedback received from Ngāti Kahu Social and Health Services and Te Hauora o Te Hiku o Te Ika, or any regional-specific information relating to Te Tai Tokerau.

The Māori Provider Development Scheme was suspended when Te Aka Whai Ora – Māori Health Authority came into effect in July 2022.

Te Ao Auahatanga Hauora Māori - the Māori Health Innovation Fund, 2009

Te Ao Auahatanga Hauora Māori – the Māori Health Innovation Fund, was established in 2009 ‘to improve Māori health outcomes and achieve whānau ora through innovative service design, delivery and evaluation’. The Fund supports Māori health providers over a three- to four-year period to develop initiatives that support the health needs of whānau, hapū, iwi, and their wider communities.²⁹²

Te Ao Auahatanga grants made between 2009 and 2013 totalled \$19,369,064 nationally, and included funding for two Māori health and social service providers in the anticipated inquiry district:

- He Korowai Trust (\$571,000); and
- Te Hauora o Te Hiku o Te Ika Trust (\$661,000).²⁹³

Details around what specific services or programmes were funded through these two Māori health and social service providers were unable to be located, 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

²⁹¹ 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- 12.

²⁹² 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 3.

²⁹³ Ministry of Health, Manatū Hauora, email correspondence received 17 January 2023.

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): using 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 was 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.²⁹⁴

In total iMOKO received \$987,030 during the 2013-2017 funding round. A renewed investment in 2017-2019 saw its developer receive a further \$650,000 from the Ministry of Health through Te Ruinga round of Te Ao Auahatanga, and \$600,000 from the Accident Compensation Corporation.²⁹⁵ It appears that no other Māori health providers within the anticipated inquiry district received funding from Te Ao Auahatanga in this period.

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 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 healthcare.²⁹⁶

The authors concluded that 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[s] that iMOKO and other

²⁹⁴ 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, 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.

²⁹⁵ Ministry of Health, Manatū Hauora, email correspondence received 17 January 2023.

²⁹⁶ 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.

*initiatives to eliminate serious skin conditions and eradicate rheumatic fever in Northland tamariki are having an impact.*²⁹⁷

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 schools \$2 per week per child, but that philanthropic funding was available for those schools that could not afford it. 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.²⁹⁸ 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.²⁹⁹ It is unclear whether iMOKO is still operating as no records could be found after 2020.

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’. The authors also noted that ‘youth that came to the programme through the courts did not reoffend’, although timeframes and quantitative measures were not provided.³⁰⁰

More broadly, the 2017 evaluation concluded this initial trial phase of Te Ao Auahatanga 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 high staff turnover, difficulty engaging volunteers, a lack of time and resources to develop a

²⁹⁷ 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 22.

²⁹⁸ 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

²⁹⁹ Huria Trust, ‘iMOKO support’, Huria Trust, available: <https://www.huriatrust.co.nz/imoko-support/>, accessed 15 November 2022

³⁰⁰ 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

high-quality service, difficulties establishing relationships with other organisations (including government agencies) and burdensome data collection requirements to access funding. 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 Te Ao Auahatanga.³⁰¹ The evaluation does not list which trials continued into the next phase, nor which four secured funding.

As with the Māori Provider Development Scheme, Te Ao Auahatanga was suspended when Te Aka Whai Ora – Māori Health Authority came into effect in July 2022.

The Rheumatic Fever Prevention Programme, 2011-2017

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.³⁰² These regions were: Te Tai Tokerau, Tāmaki Makaurau South (South Auckland), Waikato, Te Moana-a-Toi (Bay of Plenty), Te Tai Rāwhiti (the East Coast), Flaxmere (Hastings District), and East Porirua. Specific areas of investment included:

*[S]trengthening 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.*³⁰³

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 five to 14 years and eligible whānau in eight high-risk districts, including Te Tai Tokerau.³⁰⁴ Kaitiāia was

³⁰¹ 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.

³⁰² 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.

³⁰³ Ministry of Health, Manatū Hauora, *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.

³⁰⁴ Ministry of Health, Manatū Hauora, *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.

identified as one of six high-risk areas in Te Tai Tokerau.³⁰⁵ In September 2011, the Minister of Whānau Ora and Associate Minister of Health, Hon Tariana Turia, launched MOKO (Manawa Ora, Korokoro Ora) at Te Kura Kaupapa Māori o te Rangi Aniwaniwa in Kaitiāia.³⁰⁶ This community-based initiative was contracted by the Ministry of Health to conduct kaimahi school visits in Kaitiāia to take throat swabs between 2011 and 2015.³⁰⁷ In 2012 the Ministry of Health estimated that by 2016 around 35,000 children would be included in the national throat-swabbing programme.³⁰⁸

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 period from 2013/2014 to 2019/2020. Note that the 2015/2016 year was only funded for six months.

Table 3.4: Rheumatic Fever Prevention Programme funding from the Ministry of Health and the Northland District Health Board, 2013/2014 to 2020/2021

	2013/14	2014/15	2015/16 (6 mnths)	2017/18	2018/19	2019/20	2020/21
Ministry of Health funding	\$1,258,310	\$1,067,652	\$254,240	\$867,049	\$867,049	\$867,049	\$867,049
Northland District Health Board funding	\$15,000	\$618,162	\$323,418	\$260,317	\$260,317	\$260,317	\$260,317
Total	\$1,273,310	\$1,685,814	\$577,658	\$1,127,366	\$1,127,366	\$1,127,366	\$1,127,366

Source: Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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>, accessed 11 November 2022, p 10; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, email correspondence received 17 January 2023.

³⁰⁵ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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 25.

³⁰⁶ Hon Tariana Turia, 'Rheumatic fever programme launch', speech, 13 September 2011, available: <https://www.beehive.govt.nz/>, accessed 15 November 2022

³⁰⁷ 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 326.

³⁰⁸ Ministry of Health, Manatū Hauora, *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.

For the period 2017/2018 to 2019/2020, Ministry of Health funding went to school-based sore throat management, while the Northland District Health Board funding was allocated to the school-based sore throat management programme, laboratory testing, monitoring, research and evaluation, pharmacy contracts, and community awareness/stakeholder engagement. From the year 2020/2021, \$1,000,366 of the total funding was allocated to Māori health providers to administer the sore throat management programme. \$145,674 of this was provided to Far North Māori health providers Te Hiku Hauora and Whakawhiti Ora Pai. The remaining Northland District Health Board funding for this year (2020/2021) went to the Manawa Ora Warm Housing concept (\$82,000), pharmacy rapid response throat swabbing (\$30,000), and community awareness/stakeholder engagement (\$15,000).³⁰⁹

The Rheumatic Fever Prevention Programme ended on 30 June 2017, but 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 provided \$5 million per annum for the following five years to continue to prevent and treat the disease.³¹⁰ This funding was due to end in June 2022. 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.³¹¹ The Chief Executive of the Northland District Health Board, Dr Nick Chamberlain, when responding to an Official Information Act request in 2021, has stated that the Northland District Health Board's Rheumatic Fever Prevention Programme going forward would move away from solely relying on school-based sore throat swabbing to a more whānau-centred approach that takes into account a range of risk factors.³¹²

³⁰⁹ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, email correspondence received 17 January 2023.

³¹⁰ Ministry of Health, Manatū Hauora, *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, Manatū Hauora, *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; Dr 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.

³¹¹ Dr 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. The review itself could not be located for inclusion in this report and details of the review were not provided by the Northland District Health Board in time for inclusion.

³¹² Dr 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.

The Healthy Homes Initiative, 2015

The Healthy Homes Initiative was initially established in Auckland in 2013 as part of the Ministry of Health's Rheumatic Fever Prevention Programme. In 2015 it was rolled out to a further eight District Health Boards experiencing a high incidence of rheumatic fever, which included the Northland District Health Board. The initiative was initially intended to function as a coordination point, bringing together clients and a range of parties (including Crown agencies, charities, community-based services, landlords, and banks) to solve issues identified in assessments of household living conditions.³¹³ By September 2016 about 3,900 families with children at risk of rheumatic fever in high-risk North Island regions had been referred to Healthy Homes Initiatives.³¹⁴

In 2016 the initiative was expanded with the aim of providing 'warm, dry and healthy housing for: pregnant people, low-income families with children aged between 0 and 5 who've been hospitalised with a specified housing-related condition, families with children also between 0 and 5 for whom at least two of the social investment risk-factors apply.'³¹⁵ An additional \$18 million funding through the Government's Budget 2016 was allocated for this, to be utilised over the following four years.³¹⁶

Manawa Ora Healthy Homes Initiative delivered the programme in the Northland District Health Board area (Te Tai Tokerau). This was initially run through Manaia Primary Health Organisation, which would triage referrals and allocate cases to one of seven health and social service providers in the region.³¹⁷ The responsibility for contracting Healthy Homes Initiative delivery transferred from Manaia Primary Health Organisation to Te Tai Tokerau's new primary health organisation, Mahitahi Hauora, established in 2018. Mahitahi Hauora has recorded that, for the year 2019/2020: 'Of the 443 referrals made to our Manawa Ora programme supporting Whānau to stay warm and dry, 72% were Māori.

³¹³ Allen and Clarke, *Healthy Homes Initiative Evaluation: Final Report*, Allen and Clarke for the Ministry of Health, 27 April 2018, available: <https://www.health.govt.nz/system/files/documents/publications/healthy-homes-initiative-evaluation-apr-2018.pdf>, accessed 31 January 2023, pp 1-7.

³¹⁴ Hon Jonathan Coleman, 'Healthy Homes Initiatives expansion will help 25,000 more vulnerable families', press release, New Zealand Government, 11 September 2016, available: <https://www.beehive.govt.nz>, accessed 10 August 2022, para 6.

³¹⁵ Te Whatu Ora Health New Zealand, 'Healthy Homes Initiative', Te Whatu Ora Health New Zealand, available: <https://www.tewhatauora.govt.nz/keeping-well/for-families-and-children/healthy-homes-initiative/>, accessed 31 January 2023.

³¹⁶ Allen and Clarke, *Healthy Homes Initiative Evaluation: Final Report*, Allen & Clarke for the Ministry of Health, 27 April 2018, available: <https://www.health.govt.nz/system/files/documents/publications/healthy-homes-initiative-evaluation-apr-2018.pdf>, accessed 31 January 2023, p 7.

³¹⁷ Allen and Clarke, *Healthy Homes Initiative Evaluation: Final Report*, Allen & Clarke for the Ministry of Health, 27 April 2018, available: <https://www.health.govt.nz/system/files/documents/publications/healthy-homes-initiative-evaluation-apr-2018.pdf>, accessed 31 January 2023, p 8.

We insulated 46 houses, provided 208 houses with curtains, 168 beds were provided, 162 lots of bedding and 212 heaters'.³¹⁸

An independent evaluation of the Healthy Homes Initiative undertaken in 2018 highlighted that the majority of whānau interviewed for the evaluation reported positive interactions with Healthy Homes Initiative staff and 'considered that their homes were warmer, drier and healthier after their involvement with the [Healthy Homes Initiative]'. However, the evaluation also pointed the following issues:

- The large geographical spread of Te Tai Tokerau was a particular challenge for effectively delivering the programme in the region;
- Contracted enrolment numbers were unlikely to be met for the 2017/2018 year. Manawa Ora, which was delivering the programme in Te Tai Tokerau at that time, was forecast to achieve the highest at 79 percent;
- Resistance from landlords to engage and make housing improvements;
- Issues delivering services in a timely manner. While it had delivered services such as healthy home advice, mould kits and heating sources within six months in over 65 percent of cases, 'interventions delivered by third parties, such as relocation to social housing, insulation, ventilation, private/community housing relocation, and minor repairs, [were] delivered within six months in less than 50 percent of cases'; and
- Service delivery was inequitable for those in more 'dispersed and/or isolated geographies, and in areas experiencing higher than average levels of deprivation'.³¹⁹

Recommendations coming out of the evaluation included the need to improve referral pathways reaching priority populations, as well as improving collaboration between the Ministry of Health and District Health Boards to 'address barriers to the delivery of interventions', including 'the limited supply of social housing; lack of quality, affordable, private rental housing, and landlord reluctance to

³¹⁸ Mahitahi Hauora, *Mahitahi Hauora Annual Report for 2019/2020*, Mahitahi Hauora, 2020 available: <https://mahitahihauora.co.nz/wp-content/uploads/2022/06/Annual-Report-2019-2020-1.pdf>, accessed 27 October 2022, p 28.

³¹⁹ Allen and Clarke, *Healthy Homes Initiative Evaluation: Final Report*, Allen & Clarke for the Ministry of Health, 27 April 2018, available: <https://www.health.govt.nz/system/files/documents/publications/healthy-homes-initiative-evaluation-apr-2018.pdf>, accessed 31 January 2023, pp 2, 3 8, 15.

supply the required interventions’, and an increase of the per-family rate (\$610) to ensure better delivery.³²⁰

3.3.2 The Northland District Health Board – Te Poari Hauora Ā Rohe O Te Tai Tokerau

District Health Boards were established in 2001 under the New Zealand Public Health and Disability Act 2000. The Northland District Health Board – Te Poari Hauora Ā Rohe O Te Tai Tokerau supports Māori health providers and provides initiatives to address inequities in Māori health outcomes in Te Tai Tokerau. Some of these are outlined below, however, the available information is patchy and it has not always been possible to adequately track or measure the impact of these initiatives.

In 2020, the following Māori Health providers located in the anticipated inquiry district were listed as having contracts 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 Trust.³²¹

Between 2013 and 2021, the Northland District Health Board provided a total of \$65 million to Māori health services (1.4 percent of its total spending). Overall, funding increased over this period, but decreased as a proportion of its total spending. Funding for Māori health providers increased from \$7 million per annum in 2013 (1.3 percent of total spending) to \$10 million per annum in 2021 (1.2 percent of total spending), with a decrease to \$6 million in the years 2017 to 2019 (less than one percent of total spending). This is shown below in **Table 3.4**. Earlier figures could not be located in preparation for this report.

³²⁰ Allen and Clarke, *Healthy Homes Initiative Evaluation: Final Report*, Allen and Clarke for the Ministry of Health, 27 April 2018, available: <https://www.health.govt.nz/system/files/documents/publications/healthy-homes-initiative-evaluation-apr-2018.pdf>, accessed 31 January 2023, pp 4-5.

³²¹ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2019/2020*, available: <https://www.northlanddhb.org.nz/assets/Publications/2839-NDHB-Annual-Report-2020-WEB.PDF>, Northland District Health Board, 2020, accessed 27 October 2022, p 7.

Table 3.5: Northland District Health Board funding of Māori health services between 2013 and 2021

	Funding to Māori health services	Total DHB spending
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

Sources: Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available: <https://www.northlanddhb.org.nz/news-and-publications/publications/historic-reports/>, accessed 26 October 2022, p 9; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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/Northland-DHB-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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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.

Te Poutokomanawa, 1998

Te Poutokomanawa, Northland District Health Board's Māori Health Directorate, was established in 1998 (before District Health Boards were established in 2001).³²² Te Poutokomanawa develops strategies and services to address Māori health disparities in Te Tai Tokerau. It has stated its work 'involves strengthening Tiriti o Waitangi/Treaty of Waitangi partnership[s] with Te Taitokerau Iwi, having good relationships with Manaia [Primary Health Organisation] and [other] Te Taitokerau [Primary Health Organisations], Māori health providers and the wider community'.³²³ The Northland District Health Board has reported that Te Poutokomanawa supports the provision of whānau-centred health services 'by Māori for Māori'.³²⁴ This has included employing Takawaenga (cultural support workers), who assist Māori patients to navigate the health system, promote immunisation, facilitate access to health services, identify vulnerable patients, and make referrals to other programmes (such as the healthy homes project and smoking cessation programmes).³²⁵

Te Tai Tokerau Māori Co-Purchasing Organisation, 1995-2010

Māori Co-Purchasing Organisations were also established prior to District Health Boards in the mid-1990s, with Te Tai Tokerau Māori Co-Purchasing Organisation operating from 1995 up to the year 2010.³²⁶ The purpose of the Māori Co-Purchasing Organisation model was to ensure that any purchasing of health services impacting Māori health was undertaken in conjunction with the appropriate body.³²⁷ According to information provided by the Ministry of Health, Te Tai Tokerau

³²² Dr Nick Chamberlain, 'Brief of evidence on behalf of the Northland District Health Board in Te Paparahi o Te Raki (Northland Inquiry)', 10 November 2016 (Wai 1040, #Z9), p 13.

³²³ Northland District Health Board, Te Poari Hauora Ā Rohe o Te Tai Tokerau, 'Māori Health Directorate – Te Poutokomanawa', Northland District Health Board, last modified April 2022, available: <https://www.northlanddnhb.org.nz/our-services/a-z/maori-directorate/>, accessed 13 January 2023, para 2.

³²⁴ Northland District Health Board, Te Poari Hauora Ā Rohe o Te Tai Tokerau, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available: <https://www.northlanddnhb.org.nz/news-and-publications/publications/historic-reports/>, accessed 26 October 2022, p 57.

³²⁵ Northland District Health Board, Te Poari Hauora Ā Rohe o Te Tai Tokerau, *Annual Report for 2012/2013*, Northland District Health Board, 2013, available: <https://www.northlanddnhb.org.nz/assets/Communications/Publications/2013-NDHB-Annual-Report-FINAL-website.pdf>, accessed 26 October 2022, p 37.

³²⁶ Hon Annette King, 'Sector Design: A Model for Maori Partnership 2/3', press release, New Zealand Government, 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*, February 2008, available: https://www.wgtn.ac.nz/som/research/dhc-publtns/Mental_health_Services_08.pdf, accessed 22 November 2022, p 15.

³²⁷ 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*, February

Māori Co-Purchasing Organisation was a ‘co-funding and co-planning partner’ to Northland District Health Board and was tasked with providing ‘Māori health expertise and decision-making to ensure equitable allocation of health resources to Māori health providers to improve Māori health outcomes’. One of its duties was co-ordinating the Māori Provider Development Scheme, discussed earlier in this chapter.³²⁸ Iwi represented on Te Tai Tokerau Māori Co-Purchasing Organisation included Ngāpuhi, Ngātiwai, Te Rarawa, Ngāti Kahu, Te Aupōuri, Ngāi Takoto, and Ngāti Kuri.³²⁹

Between 2000 and 2010, Te Tai Tokerau Māori Co-Purchasing Organisation coordinated Te Tai Tokerau Māori Health Strategic Alliance. This Alliance was a collective of Māori and community health providers, Primary Health Organisations, Te Tai Tokerau Māori Co-Purchasing Organisation and Northland District Health Board. In 2008 Te Tai Tokerau Māori Health Strategic Alliance produced Te Tai Tokerau Māori Health Strategic Action Plan 2008-2013, which was adopted by the Northland District Health Board.³³⁰ It was not possible to determine why Te Tai Tokerau Māori Co-Purchasing Organisation stopped operating in 2010 and whether its functions were transferred to another body.

Te Kahu o Taonui – Northland District Health Board Partnership Board, 2017

In 2019, the Waitangi Tribunal reported that all District Health Boards had entered into formal arrangements with Māori that were, in most instances, ‘reflected in the establishment of an iwi/Māori relationship board’.³³¹ For Northland District Health Board, this was the establishment of Te Kahu o Taonui – Northland DHB Partnership Board in 2017.³³² According to Northland District Health Board Chief Executive, Dr Nick Chamberlain, Te Kahu o Taonui ‘focuses on achieving outcomes for whānau that are premised on a whānau-centred approach that recognises and nurtures Whānau capability and resilience while delivering effective services’. Dr Chamberlain stated that the Board comprises nine representatives from the Northland District Health Board and nine Te Tai Tokerau iwi chairs that sit on Te Tai Tokerau Iwi Chairs Forum: Te Rūnanga o Ngāti Whātua; Te Rūnanga o Whaingaroa; Te

2008, available: https://www.wgtn.ac.nz/som/research/dhc-publtns/Mental_health_Services_08.pdf, accessed 22 November 2022, p 15.

³²⁸ Ministry of Health, Manatū Hauora, feedback on draft report received 16 December 2022.

³²⁹ 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*, February 2008, available: https://www.wgtn.ac.nz/som/research/dhc-publtns/Mental_health_Services_08.pdf, accessed 22 November 2022, p 14.

³³⁰ Ministry of Health, Manatū Hauora, feedback on draft report received 16 December 2022.

³³¹ Waitangi Tribunal, *Hauora: Report on Stage One of the Health Services and Outcomes Kaupapa Inquiry* (Lower Hutt: Legislation Direct, 2019), p 45.

³³² Te Kahu o Taonui and the Northland District Health Board Partnership Group, ‘Appendix A – Te Kahu o Taonui and the Northland District Health Board Partnership Group: Terms of Reference’, 12 September 2018, (Wai 2575, #A66(a)), p 1.

Rūnanga o Ngāi Takoto; Te Rūnanga o Te Rarawa; Te Rūnanganui o Te Aupōuri; Te Rūnanga-Ā-Iwi-Ō-Ngāpuhi; Te Rūnanga-ā-Iwi o Ngāti Kahu; Te Rūnanga Ngāti Kurī Trust Board; and Ngātiwai Trust Board.³³³

Under questioning for the Health Services and Outcomes Inquiry (Wai 2575), Dr Chamberlain agreed that these types of relationship boards ‘do not typically have a governance role, a financial delegation, or an effective way to hold [District Health Boards] to account’. He also highlighted some of the difficulties experienced by Te Kahu o Taonui, including limited health expertise among its members, which has led to a limited capacity to meaningfully contribute.³³⁴ Renewed Muriwhenua Land Inquiry (Wai 45) claimants have confirmed that members of Te Kahu o Taonui have an advisory role only.³³⁵

Programmes to address sudden unexpected death of an infant (SUDI), from 2012

Between 2009 and 2013, Te Tai Tokerau had the highest rate of sudden unexpected death of an infant (often referred to as SUDI), at 1.8 deaths per 1,000 live births. For the period 2014 to 2018, this reduced to the fourth highest rate across Aotearoa, at 1.0 per 1,000 live births.³³⁶

In 2012, the Northland District Health Board introduced a SUDI action plan, Kohunga Aituaa Ohore, with pilot projects commencing in Kaitiāia and Whangārei in 2013.³³⁷ The First 2000 Days programme – Ngā Tātai Ihorangi, was introduced in the year 2014/2015 as part of the Northland District Health Board’s Northland Health Services Plan (an overall strategy for addressing health and wellbeing).³³⁸ Ngā Tātai Ihorangi aimed to ensure all children had access to health services and to address inequitable health outcomes for tamariki Māori (including initiatives to target SUDI). One of its core

³³³ Dr Nick Chamberlain, ‘Brief of evidence of Dr Nick Chamberlain concerning the Health Services and Outcomes Kaupapa Inquiry (Wai 2575)’, 12 September 2018, (Wai 2575, #A66), p 4.

³³⁴ Waitangi Tribunal, *Hauora: Report on Stage One of the Health Services and Outcomes Kaupapa Inquiry* (Lower Hutt: Legislation Direct, 2019), p 87.

³³⁵ Te Rūnanga o Ngāti Kahu, feedback on draft report received 14 December 2022 and at research hui held in Taipā on 13 December 2022.

³³⁶ Environmental Health Intelligence New Zealand, ‘Interactive Regional Dashboard’, available: <https://dashboards.instantatlas.com/viewer/report?appid=8eed490450534fa59bced69a44cd7c41>, Environmental Health Intelligence NZ, Massey University [not dated], accessed 3 November 2022; 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-work/Mortality-review-committee/CYMRC/Publications-resources/CYMRC_SUDI_Report.pdf, accessed 3 November 2022, p 14.

³³⁷ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available: <https://www.northlanddnhb.org.nz/news-and-publications/publications/historic-reports/>, accessed 18 February 2023.

³³⁸ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, p 2

functions was to improve access to healthcare for pregnant wāhine Māori and improve the health outcomes of Māori infants.³³⁹ In the year 2015/2016, SUDI prevention wānanga, facilitated by Māori midwives and funded by the Northland District Health Board, were held in 40 marae across Te Tai Tokerau.³⁴⁰ In 2017 Northland 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 among pēpi Māori in the five years between 2012 and 2017 (from ten in 2012 to two in September 2017).³⁴¹ A kaupapa Māori wānanga-based antenatal programme, Ngā Wānanga o Hine Kōpū, operates throughout Te Tai Tokerau.³⁴² An evaluation of the programme in 2022 found that the programme provides ‘meaningful, whānau-centred care’ in Te Tai Tokerau but that it is currently under-resourced.³⁴³

Programmes for suicide prevention and post-vention, from 2011

Fusion group

In 2012, Te Tai Tokerau experienced a significant increase in deaths by suicide, mainly affecting rangatahi Māori. Between 2011 and 2012, the number of people under 25 years old who died by suicide in Te Tai Tokerau increased from five to 19.³⁴⁴ In response to this, an inter-agency group based

³³⁹ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, pp 2, 49.

³⁴⁰ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for the Year Ending June 2016*, Northland District Health Board, 2016, available: <https://www.northlanddhb.org.nz/news-and-publications/publications/historic-reports/>, accessed 26 October 2022, p 38.

³⁴¹ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2016-17*, Northland District Health Board, 2017, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/NDHB-Annual-Report-2017.pdf>, accessed 27 October 2022, p 30.

³⁴² According to the Northland District Health Board, these programmes ‘intersect’ with Ngā Tātai Ihurangi. Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, email correspondence received 17 January 2023.

³⁴³ Te Hiringa Hauora, Health Promotion Agency, *Ngā Wānanga o Hine Kōpū: Evaluation Summary Report*, Te Hiringa Hauora, June 2022, available: <https://www.hpa.org.nz/sites/default/files/Ng%C4%81%20W%C4%81nanga%20o%20Hine%20K%C5%8Dp%C5%AB.pdf>, accessed 18 January 2023, p 18.

³⁴⁴ 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; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for the Year Ending June 2016*, Northland District Health Board, 2016, available: <https://www.northlanddhb.org.nz/news-and-publications/publications/historic-reports/>, accessed 26 October 2022, p 56.

in Te Tai Tokerau ki Muriwhenua named Fusion formed with the goal to prevent further deaths due to exposure and suicide ideation. Fusion brought together Child, Youth and Family (now Oranga Tamariki – the Ministry for Children), 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.³⁴⁵ 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.³⁴⁶ In the year 2013/2014, the number of people under 25 years old who died by suicide reduced again to five.³⁴⁷ The Suicide Mortality Review Committee, an independent committee that advises the Health Quality and Safety Commission on ways to reduce death by suicide in Aotearoa, attributed the Fusion project to influencing this downward trend in rangatahi suicide rates, and in particular, its locally-developed, whānau-oriented approach.³⁴⁸

The Resilience Project

The Northland District Health Board’s programme, Promoting Whānau and Youth Resilience for Suicide Prevention in Te Tai Tokerau (referred to as ‘The Resilience Project’) was established in 2013, also in response to the high rate of youth suicide in Te Tai Tokerau in 2012. The Resilience Project funded training for educators, whānau, and communities, as well as the production of a play about youth resilience (titled *Matanui*), which toured secondary schools in Te Tai Tokerau in 2013 and 2014.

³⁴⁵ 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, pp 5-6.

³⁴⁶ 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.

³⁴⁷ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report 2013/2014*, Northland District Health Board, 2014, available: <https://www.northlanddhhb.org.nz/assets/Communications/Publications/Ann-Rep-14-Proof-FINAL-LowRes.pdf>, accessed 26 October 2022, p 55.

³⁴⁸ Health Quality & Safety Commission New Zealand, ‘Mō mātou: About us’, available: <https://www.hqsc.govt.nz/our-work/mortality-review-committees/suicide-mortality-review-committee/about-us/#:~:text=The%20Suicide%20Mortality%20Review%20Committee,deaths%20in%20Aotearoa%20New%20Zealand>, accessed 19 December 2022; 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.

The play drew on Māori cultural practices, focussed on identifying risk factors in youth suicide, and was accompanied by a workshop and introduction to community support networks.³⁴⁹ The Northland District Health Board undertook an independent evaluation of the Resilience Project in 2013. Overall, students who participated in *Matanui* reported:

- ‘confidence in identifying peers and adults who can be trusted for support’;
- ‘knowledge about recognising when help is needed’; and
- ‘knowledge about how to get help’.³⁵⁰

The evaluation found that Māori students were less likely to report increased ‘confidence to talk about issues that concern them’ compared to non-Māori students (74 percent compared to 81 percent), but that there were very few differences in other areas between Māori and non-Māori respondents.³⁵¹

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.³⁵² However, since 2017 suicide rates in Te Tai Tokerau have remained high, and it is unclear whether the Resilience Project is still running.

³⁴⁹ For example, a haka was composed by Tatai Henare specifically for use in the production. See: 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 20; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2012/2013*, Northland District Health Board, 2013, available: <https://www.northlanddhhb.org.nz/assets/Communications/Publications/2013-NDHB-Annual-Report-FINAL-website.pdf>, accessed 26 October 2022, p 2; Northland District Health Board, Te Poari Hauora Ā Rohe o Te Tai Tokerau, *Annual Report for 2013/2014*, Northland District Health Board, 2014, available: <https://www.northlanddhhb.org.nz/assets/Communications/Publications/Ann-Rep-14-Proof-FINAL-LowRes.pdf>, accessed 26 October 2022, p 3.

³⁵⁰ 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, pp 35-38.

³⁵¹ 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 36.

³⁵² 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

Te Puni Kōkiri established the national Rangatahi Māori Suicide Prevention Fund in 2015 to support various suicide prevention projects across Aotearoa, including the *Matanui* play.³⁵³ The Rangatahi Māori Suicide Prevention Fund also funded the following Māori providers to address rangatahi suicide within the anticipated inquiry district between 2017 and 2021 (information for the years 2015/2016 and 2016/2017 is not available):

- Te Rarawa Anga Mua Trust (2017/2018): \$30,000;
- Te Hauora o te Hiku o te Ika Trust (2017/2018): \$13,516 for development of a youth space; and
- Te Hauora o te Hiku o te Ika Trust (2019/2020): \$75,200 for the youth space programme.³⁵⁴

The Northland District Health Board's post-vention service

In 2020, Northland District Health Board began a post-vention service (supporting the whānau and friends of suicide victims) with a particular focus on Māori whānau and communities. The \$1.5 million service was funded by the Ministry of Health. This funding allowed for the provision of ten full-time staff across the country, two of which were allocated to Te Tai Tokerau.³⁵⁵

Measures to increase the Māori health workforce, from 2008

The Northland District Health Board has had a goal since around 2008 to increase the Māori workforce in the health and disability sector, particularly in 'areas where Māori are under-represented as health professionals and over-represented in terms of health needs'.³⁵⁶ Northland District Health Board pursued this goal through a 'Grow Our Own' staffing initiative, which involved:

³⁵³ 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.

³⁵⁴ 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, Vote Māori Development: 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/vote-maori-development>, accessed 22 November 2022, p 23.

³⁵⁵ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, email correspondence received 17 January 2023.

³⁵⁶ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2011-2012*, Northland District Health Board, 2012, available:

- Providing Māori Scholarships for staff;
- Supporting students who whakapapa to Te Tai Tokerau hapū and iwi through Pihirau Hauora Māori Scholarships; and
- A training fund for capability-building for the ‘nonregulated Māori health and disability workforce’.³⁵⁷

According to the Northland District Health Board, achievements in increasing the Māori health and disability sector workforce in Te Tai Tokerau over the three years 2009/2010, 2010/2011, and 2011/2012 included:

- 107 Māori students enrolled in bachelors, masters, or PhD study receiving support through the Pihirau Hauora Scholarship; and
- 31 Māori kaimahi receiving professional development training through the Northland District Health Board Te Poutokomanawa Māori Education Fund. This fund appears to have been discontinued after this round.³⁵⁸

Between 2012 and 2015 the ‘Grow Our Own’ staffing initiative resulted in:

- Professional development for 20 Māori health sector kaimahi through Health Workforce postgraduate funding;
- 80 Year 9-13 Māori students from across the ‘northern region’, participating in the inaugural Rangatahi Health Symposium at Ko Awatea in Counties Manukau District Health Board; and
- A ‘number of youth’ gaining health sector work experience through the Kia Ora Hauora programme (discussed below).³⁵⁹

<https://www.northlanddhb.org.nz/assets/Communications/Publications/FINAL-NDHB-Annual-Report-2012-Website.pdf>, accessed 26 October 2022, p 18.

³⁵⁷ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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 16.

³⁵⁸ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2011-2012*, Northland District Health Board, 2012, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/FINAL-NDHB-Annual-Report-2012-Website.pdf>, accessed 26 October 2022, p 18; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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. 15.

³⁵⁹ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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 16.

In the year 2016/2017, the Northland District Health Board set a target in its Māori Health Plan of reaching 30 percent Māori representation in the region's health workforce. This year, 17 first year undergraduate students in health-related fields received partial fees scholarships and 18 received tertiary support packages (laptop, accommodation grant, travel assistance) through Kia Ora Hauora.³⁶⁰ Kia Ora Hauora is a national programme that increases recruitment of Māori into the health and disability sector. Northland District Health Board is the regional hub for the programme. In the year 2017/2018, another 15 of these Kia Ora Hauora scholarships were awarded across the region.³⁶¹ The Pihirau scholarship was discontinued from 2014 but appears to have been reinstated in 2021.³⁶²

In 2017 the Northland District Health Board recorded that Māori were still significantly under-represented in its health workforce (at 16.15 percent of total staff). By mid-2020 this had increased slightly to just over 18 percent, but remained far below the 30 percent target set in its 2016/2017 Māori Health Plan.³⁶³

3.3.3 Te Tai Tokerau Primary Health Organisation, 2002-2018, and Mahitahi Hauora, 2018 Primary Health Organisations were established to take a population-based approach to healthcare, and to be community owned and driven.³⁶⁴ Between 2002 and 2020 Primary Health Organisations were funded by District Health Boards.³⁶⁵ Te Tai Tokerau Primary Health Organisation was a partnership between Primary Health Holdings (a network of doctors, nurses and staff from general

³⁶⁰ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2016/2017*, Northland District Health Board, 2017, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/NDHB-Annual-Report-2017.pdf>, accessed 27 October 2022, p 9.

³⁶¹ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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 9.

³⁶² Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, pp 15-16; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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 9.

³⁶³ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2019/2020*, Northland District Health Board, 2020, available: <https://www.northlanddhb.org.nz/assets/Publications/2839-NDHB-Annual-Report-2020-WEB.PDF>, accessed 27 October 2022, p 8; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Māori Health Plan 2016-17*, Northland District Health Board [not dated], available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/Northland-DHB-Maori-Health-Plan-2016-17-FINAL.pdf>, accessed 27 October 2022, p 39.

³⁶⁴ Therese Crocker, 'Māori Health Services and Outcomes Inquiry: Pre-casebook Discussion Paper: Part 1 (Wai 2575)', Waitangi Tribunal Unit, April 2018 (Wai 2575, #6.2.3), pp 46- 47.

³⁶⁵ Therese Crocker, 'Māori Health Services and Outcomes Inquiry: Pre-casebook Discussion Paper: Part 1 (Wai 2575)', Waitangi Tribunal Unit, April 2018 (Wai 2575, #6.2.3), p 23.

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, 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 Ngātiwai.³⁶⁶ According to the Northland District Health Board, 'Te Tai Tokerau [Primary Health organisation] has always had a priority focus on the health and wellbeing of rangatahi'. In 2005 Te Tai Tokerau Primary Health Organisation established school-based health clinics adjacent to Kaitaia College and Taipa Area School in the anticipated inquiry district, as well as Bay of Islands College.³⁶⁷

In June 2018, Te Tai Tokerau Primary Health Organisation merged with Manaia Primary Health Organisation, also situated in Te Tai Tokerau, to form 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.³⁶⁸ Northland District Health Board records do not specify who the community and iwi representatives are.

Manaaki Manawa, 2004

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 Ngātiwai), and First Health ('the management representative organisation of the General Practitioners of the Mid and Far North areas'). Researchers undertook in-depth interviews with Māori living with ischaemic

³⁶⁶ 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*, February 2008, available: https://www.wgtn.ac.nz/som/research/dhc-publtns/Mental_health_Services_08.pdf, accessed 22 November 2022, p 16.

³⁶⁷ Northland District Health Board, Te Poari Hauora Ā Rohe o Te Tai Tokerau, *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 46.

³⁶⁸ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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 11.

heart disease, their whānau, and health practitioners, as well as a series of hui with stakeholders to develop ideas for change.³⁶⁹

The research resulted in the proposal for a kaupapa Māori community-based cardiac rehabilitation service in the Mid and Far North areas, known as Manaaki Manawa. Manaaki Manawa was established and received funding by Te Tai Tokerau Primary Health Organisation.³⁷⁰ A 2010 evaluation of Manaaki 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'.³⁷¹ No quantitative data regarding these outcomes were provided in the report. The Manaaki Manawa programme is now provided by Te Hiku Hauora.³⁷²

Programmes to promote healthy lifestyles

Several programmes and interventions supported by the Northland District Health Board and Te Tai Tokerau Primary Health Organisation / Mahitahi Hauora 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 of programmes include:

- **Te Roopu Kai Hapai Oranga Alliance Leadership Team**, which prioritised the reduction of smoking and obesity rates in Te Tai Tokerau. Te Roopu Kai Hapai Oranga comprises senior leadership from the nine Māori health providers aligned to the Northland District Health Board, the two Tai Tokerau primary health organisations and the Northland District Health Board.³⁷³ It is unclear when Te Roopu Kai Hapai Oranga was established, although records suggest it may have been during the year 2013/2014;³⁷⁴

³⁶⁹ 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, 20.

³⁷⁰ 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.

³⁷¹ 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.

³⁷² Te Hiku Hauora, 'Manaaki Manawa Cardiac Rehabilitation', Te Hiku Hauora, available: <https://www.tehikuhauora.nz/services/manaaki-manawa-cardiac-rehabilitation/>, accessed 3 November 2022.

³⁷³ Northland District Health Board, Te Poari Hauora Ā Rohe o Te Tai Tokerau, *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.

³⁷⁴ Northland District Health Board, Te Poari Hauora Ā Rohe o Te Tai Tokerau, *Annual Report for 2013/2014*, Northland District Health Board, 2014, available:

- **Tai Tokerau Childhood Obesity Prevention Framework**, which was created by a working party comprising representatives from local council, primary and secondary care, Māori providers, the 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 (2016-2021).³⁷⁵ No update on whether this goal has been met could be located in preparation for this report;
- **Project Energize**, which was initiated in Te Tai Tokerau in 2016 as one of the measures to reach the goal set by the Tai Tokerau Childhood Obesity Prevention Framework.³⁷⁶ The programme is delivered via Sport Northland and has engaged with over 90 decile one to four primary schools in Te Tai Tokerau. The annual investment for Project Energize is \$450,000.³⁷⁷ The Under 5 Energize Programme, under the umbrella of Project Energize, 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, seventy-five percent of whom were tamariki Māori;³⁷⁸
- **Toki Rau: Stop Smoking Services Northland**, which is now almost exclusively delivered by Māori health providers, including Te Hiku Hauora.³⁷⁹ During 2020 a new four-week smoking cessation model was introduced, focussing particularly on Māori communities in Te Tai Tokerau. During the year 2020/2021, 101 of the 227 people (44 percent) followed up with

<https://www.northlanddhb.org.nz/assets/Communications/Publications/Ann-Rep-14-Proof-FINAL-LowRes.pdf>, accessed 26 October 2022.

³⁷⁵ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available: <https://www.northlanddhb.org.nz/news-and-publications/publications/historic-reports/>, accessed 26 October 2022, p 2; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Northland Health Services Plan: Tai Tokerau Childhood Obesity Prevention Framework*, Northland District Health Board [not dated], available: <https://ana.org.nz/wp-content/uploads/2016/10/Fit-for-Life-Tai-Tokerau-Childhood-Obesity-Prevention-Framework.pdf>, accessed 20 December 2022, np.

³⁷⁶ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Northland Health Services Plan: Tai Tokerau Childhood Obesity Prevention Framework*, Northland District Health Board [not dated], available: <https://ana.org.nz/wp-content/uploads/2016/10/Fit-for-Life-Tai-Tokerau-Childhood-Obesity-Prevention-Framework.pdf>, accessed 20 December 2022, np.

³⁷⁷ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, email correspondence received 17 January 2023.

³⁷⁸ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2016-17*, Northland District Health Board, 2017, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/NDHB-Annual-Report-2017.pdf>, accessed 27 October 2022, p 26; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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 24.

³⁷⁹ Te Hiku Hauora, 'Toki Rau/Stop Smoking Services', Te Hiku Hauora [not dated], available: <https://www.tehikuhauora.nz/services/toki-rau-stop-smoking-services/>, accessed 20 December 2022.

after four weeks had stopped smoking. 51 percent of this group were Māori.³⁸⁰ In 2021 the Northland District Health Board highlighted additional work was needed to support Māori to stop smoking, noting: ‘Significant additional effort, over and above current service delivery, is required to prioritise and support Māori to stop smoking, with a significant push to support hapū mama to quit’,³⁸¹ and

- **Taitokerau Kai Ora Fund**, which was piloted in 2015 by Te Tai Tokerau Primary Health Organisation and the Far North District Council– Te Kaunihera o Tai Tokerau ki te Raki 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, Taitokerau 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).³⁸²

3.3.4 Te Puni Kōkiri – the Ministry of Māori Development

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

Te Puni Kōkiri – the Ministry of Māori Development aims to support health outcomes for Māori through funding for housing initiatives, Whānau Ora, and other wellbeing-focused 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.³⁸³ Mātika – Moving the Māori Nation is a fund that was established in 2016 to support

³⁸⁰ 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; Dr Nick Chamberlain, ‘Brief of evidence of Dr Nick Chamberlain concerning the Health Services and Outcomes Kaupapa Inquiry(Wai 2575)’ 12 September 2018, (Wai 2575, #A66), p 11, para 39.

³⁸¹ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2020/21*, Northland District Health Board, 2021, available: <https://www.northlanddnhb.org.nz/assets/Communications/Publications/NDHB-Annual-Plan-2020-21-FINAL.pdf>, accessed 27 October 2022, p 131.

³⁸² 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.

³⁸³ 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

individuals, whānau, and community organisations to deliver healthy lifestyles at a ‘grassroots level’.³⁸⁴

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

- In the year 2017/2018 Te Hauora o Te Hiku o Te Ika received \$74,000 (out of total funding of \$3,104,000) for providing a rangatahi wellbeing initiative as part of Mātika;
- In the year 2018/2019 Te Hauora o Te Hiku o Te Ika received a further \$1,000 (out of total funding of \$3,585,000) for providing a rangatahi wellbeing initiative as part of Mātika;
- In the year 2018/2019 Te Tai Tokerau Primary Health Organisation received \$25,800 of funding from the Māori Development Fund (discussed in Chapter 2) for ‘Māra Kai support’; and
- In the year 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’.³⁸⁵

Whānau Ora, 2010

The Crown introduced Whānau Ora in 2010 as a coordinator and funder of ‘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 aimed to build 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 2016.³⁸⁶

³⁸⁴ Te Puni Kōkiri, ‘Matika – Moving the Māori Nation’, Facebook, 15 August 2016, available: <https://www.facebook.com/tepunikokiri/posts/992519164192500/>, accessed 7 November 2022.

³⁸⁵ 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*, Te Puni Kōkiri, 2018, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/vote-maori-development>, accessed 22 November 2022, pp 20, 96; 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 7 November 2022, pp 14, 23, 96; and 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.

³⁸⁶ 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.

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, which covers Te Ika-a-Māui (the North Island), including the anticipated inquiry district.³⁸⁷ Te Pou Matakana is now known as the Whānau Ora Commissioning Agency and operates within six regions – Te Tai Tokerau, Tāmaki Makaurau (Auckland), Hauraki-Waikato, Wairiki (Bay of Plenty region), Te Tai Hauāuru (the West Coast of the North Island), and Ikaroa-Rāwhiti (the East Coast down to Lower Hutt). 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 anticipated inquiry district (Te Hauora o Te Hiku o Te Ika and Te Rūnanga o Te Rarawa).³⁸⁸ Sometime between March 2020 and March 2021, Ngāti Kahu Social and Health Services joined Te Tai Tokerau Whānau Ora Collective, although they are not currently listed as a partner on the Whānau Ora website.³⁸⁹

Te Puni Kōkiri is the administering agency for Whānau Ora and funds the commissioning agencies to ‘build whānau and family capability’.³⁹⁰ As of 2018, 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. The Ministers for Whānau Ora, Finance, Education, Health, Social Development, and Economic Development were also represented on the Group.³⁹¹

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;

³⁸⁷ 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.

³⁸⁸ 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.

³⁸⁹ Whānau Ora Commissioning Agency, Twitter post, 16 March 2021, available: <https://twitter.com/whanauoraagency/status/1371634543216652290?lang=fr>, accessed 20 January 2023; Whānau Ora Commissioning Agency, ‘Our Partners’, Whānau Ora Commissioning Agency, 2022, available: <https://whanauora.nz/partners/>, accessed 14 November 2022.

³⁹⁰ 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.

³⁹¹ 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.

- **Collective Impact:** support for achievement of longer-term outcomes identified by a collective of organisations focussed on particular sectors, such as education, employment and housing; and
- **Innovation Fund** (from 2016): Funding provided to Whānau Ora partners/collectives ‘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).³⁹²

While Whānau Ora is open to all people in Aotearoa, a review undertaken by the Independent Whānau Ora Review Panel in 2018 found that between 85 and 89 percent of whānau engaging with the programme through the Whānau Ora Commissioning Agency (then Te Pou Matakana) were Māori. The review acknowledged this ‘reflects the need of those who have struggled to engage, or not been engaged at all, in other government-funded interventions’.³⁹³

Between the years 2017/2018 and 2020/2021, the number of whānau and whānau members accessing services in Te Tai Tokerau through Te Pou Matakana/Whānau Ora Commissioning Agency Innovation Fund has increased. This is shown below in **Table 3.6**. Information for the years 2016/2017 (when the Fund was established) and 2019/2020 do not appear to be available. Regional information on the impacts of accessing these services (for example seeing a General Practitioner for the first time or obtaining furniture) is also not available.

³⁹² 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, pp 12, 24 (ftnt 9); Te Pou Matakana, *Te Pou Matakana Annual Report 2016/17*, Te Pou Matakana, 2017, available: https://issuu.com/tepoumatakana/docs/final_annual_report_20162017_pages, accessed 9 November 2022, pp 8-13; Te Puni Kōkiri, *Whānau Ora Annual Summary Report: 1 July 2016 – 30 June 2017*, Te Puni Kōkiri, 2017, available: <https://www.tpk.govt.nz/documents/download/documents-4129/Whanau%20Ora%20Annual%20Summary%20Report%202018.pdf>, accessed 10 November 2022, p. 27.

³⁹³ 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 3.6: Number of whānau and whānau members accessing services through Te Pou Matakana/Whānau Ora Commissioning Agency Innovation Fund in Te Tai Tokerau (2016/2017-2020/2021)

	Whānau engaged	Whānau members engaged
2016/2017	No data available	No data available
2017/2018	647	752
2018/2019³⁹⁴	165	210
2019/2020	No data available	No data available
2020/2021	860	2,497

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>, 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 panel 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. It also described a passionate workforce who were invested in their communities and a ‘high level of support provided by Commissioning Agencies to partners, providers and whānau entities’. The review panel noted, however, that the commissioning approach was too recent for it to determine ‘whether the changes experienced by whānau will be sustainable into the future’. The report did not provide any quantitative measures of whether Whānau Ora had improved outcomes for Māori at the regional or local level.³⁹⁵

The review panel also determined that these key features of the commissioning model were not necessarily valued, and that insufficient effort was being channelled into nurturing and sustaining

³⁹⁴ Priority whānau and whānau members engaged since 1 July 2018.

³⁹⁵ 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.

relationships between whānau and local agencies. Several other issues were highlighted through the review, including:

- 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.³⁹⁶

The review panel spoke with several providers in Te Ika-a-Māui 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 with ‘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 programme that prevented whānau not involved in Whānau Ora from accessing support or services, especially those most in need of them.³⁹⁷

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’.³⁹⁸

The review also found there had been insufficient ‘buy-in’ from government agencies, often based on the inability of staff in Wellington to understand the varying customised, local approaches to whānau-centred service provision. The review pointed out that ‘Whānau Ora is not a substitute for government

³⁹⁶ 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.

³⁹⁷ 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.

³⁹⁸ 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.

agency inaction’, and thus recommended a ‘culture shift’ be enacted in government. It recommended establishing more local commissioning agencies and regional hubs, that commissioning agencies assess their current ability to meet demand, particularly in rural areas and disadvantaged communities, and ensuring sufficient mechanisms are in place for whānau to be involved in decision-making.³⁹⁹

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 Alliance, Te Whare Maire o Tapuwae Charitable Trust, Huria Trust, and Raukawa Settlement Trust.⁴⁰⁰ None of these are located in Te Tai Tokerau. At the time of writing this report, no further trials had 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 focussed on adapting provision of services to meet varied whānau needs.⁴⁰¹ Some Whānau Ora Annual Summary Reports have outlined quantitative impacts of particular funding streams (‘whānau direct’, ‘kaiārahi engagement’, ‘collective impact’ and ‘innovation funding’) for the North Island but these are not provided at a regional or local level.⁴⁰² 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 continued to experience significant health disparities 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

³⁹⁹ 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.

⁴⁰⁰ 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.

⁴⁰¹ 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.

⁴⁰² Te Puni Kōkiri, *Whānau Ora Annual Summary Report: 1 July 2015 – 30 June 2016*, Te Puni Kōkiri, 2017, available: <https://www.tpk.govt.nz/en/o-matou-mohiotanga/whanau-ora>, accessed 3 November 2022, pp 21, 24; 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 31, 40, 46.

population. Māori living in the inquiry data area also had 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 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 lived with and died from preventable diseases, such as rheumatic fever, rangatahi suicide, and cardiovascular disease.⁴⁰³

The Crown has invested in a variety of national and local programmes aimed at improving health outcomes for Te Tai Tokerau Māori 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 their design and implementation. The limited information available regarding the rollout of the programmes themselves, as well as a lack of evaluations and measurable quantitative data (particularly at the regional level), makes definitive statements about their duration, reach, and impact difficult.

Where evaluations have been undertaken, they show mixed successes. Evaluations for various investments and programmes covered in this chapter show improvements such as promoting tailored responses to address Māori health issues, improving the health literacy and confidence of whānau to engage in healthcare, and building the capability of Māori health providers.⁴⁰⁴ Other evaluations have also indicated encouraging successes for programmes in reducing rates of sudden unexpected death

⁴⁰³ See: Lance O’Sullivan, ‘E Runanga o Te Rarawa Rheumatic Fever Reduction Programme—Kaitaia’, in *Journal of Primary Health Care*, vol 3, no 4 (2011); 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); 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; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available: <https://www.northlanddhdhb.org.nz/news-and-publications/publications/historic-reports/>, accessed 26 October 2022; and Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022.

⁴⁰⁴ See: 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; 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); and 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.

of an infant (through the Northland District health Board), creating healthier homes (through the Healthy Homes Initiative), and reducing rangatahi suicide (through the Fusion project).⁴⁰⁵

On the other hand, Crown-led smoking cessation programmes have been unsuccessful at reducing Māori smoking rates in line with its goal for Te Tai Tokerau, and have seen little improvement in the incidence of rheumatic fever.⁴⁰⁶ As the literature has identified, health issues are the culmination of various social issues and cannot be addressed within the realm of healthcare only. Whānau Ora and the Healthy Homes Initiative are examples of more holistic Crown approaches to improving whānau health and well-being, however, both have experienced issues regarding their large geographic area of service delivery and ineffective co-ordination between government agencies and those working on the ground. Independent reviews of Whānau Ora and the Healthy Homes Initiative have also highlighted that services do not sufficiently reach those who arguably need them most, including those in more isolated areas and those living in socioeconomically disadvantaged communities.⁴⁰⁷ The continued health disparities illustrated in the first part of this chapter further highlight the need for

⁴⁰⁵ See 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; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2016-17*, Northland District Health Board, 2017, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/NDHB-Annual-Report-2017.pdf>, accessed 27 October 2022; Allen and Clarke, *Healthy Homes Initiative Evaluation: Final Report*, Allen & Clarke for the Ministry of Health, 27 April 2018, available: <https://www.health.govt.nz/system/files/documents/publications/healthy-homes-initiative-evaluation-apr-2018.pdf>, accessed 31 January 2023; and 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.

⁴⁰⁶ See: Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2016-17*, Northland District Health Board, 2017, available: <https://www.northlanddhb.org.nz/assets/Communications/Publications/NDHB-Annual-Report-2017.pdf>, accessed 27 October 2022; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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; 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); and Dr 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.

⁴⁰⁷ See: 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; and Allen and Clarke, *Healthy Homes Initiative Evaluation: Final Report*, Allen & Clarke for the Ministry of Health, 27 April 2018, available: <https://www.health.govt.nz/system/files/documents/publications/healthy-homes-initiative-evaluation-apr-2018.pdf>, accessed 31 January 2023.

additional (or different) investment in Māori healthcare in Te Tai Tokerau and the anticipated inquiry district.

Other sources outlined in this chapter clearly demonstrate a lack of funding/resourcing for Māori-led health initiatives and health providers in Te Tai Tokerau. Evaluations of the Māori Provider Development Scheme, Te Ao Auahatanga – the Māori Health Innovation Fund, the Healthy Homes Initiative, and Whānau Ora all point to under-resourcing as a major barrier to improved outcomes and/or programme success.⁴⁰⁸ Additionally, the proportion of Northland District Health Board spending allocated to Māori health services in the area has decreased since 2013.⁴⁰⁹

Under-resourcing will also impact the ability of Muriwhenua Māori to engage equally and meaningfully with the Crown in the design and delivery of health services, and is a theme that has

⁴⁰⁸ See: 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; 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; Allen and Clarke, *Healthy Homes Initiative Evaluation: Final Report*, Allen & Clarke for the Ministry of Health, 27 April 2018, available: <https://www.health.govt.nz/system/files/documents/publications/healthy-homes-initiative-evaluation-apr-2018.pdf>, accessed 31 January 2023; and 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.

⁴⁰⁹ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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 9; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available: <https://www.northlanddhb.org.nz/news-and-publications/publications/historic-reports/>, accessed 26 October 2022, p 9; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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/1205-NDHB-Annual-Report-2015-min.pdf) (northlanddhb.org.nz), accessed 27 October 2022, p 5; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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.

consistently come up during research for this report. As an example, the ‘partnership’ between Te Kahu o Taonui and the Northland District Health Board appears to lack shared resourcing and decision-making, with the Northland District Health Board Chief Executive conceding that Te Kahu o Taonui lacks sufficient capacity, expertise, financial delegation, and decision-making powers to participate meaningfully in health interventions.⁴¹⁰ An independent review of the Whānau Ora commissioning model has also highlighted tensions between the Crown and service providers, noting insufficient understanding and ‘buy-in’ from Crown staff in Wellington and recommending a ‘culture shift’ in government.⁴¹¹

These themes regarding the unequal distribution of resourcing and decision-making powers between the Crown and Māori also come up in the other chapters for this report covering employment and income (Chapter 2), education and te reo Māori (Chapter 4), and housing (Chapter 5).

⁴¹⁰ Waitangi Tribunal, *Hauora: Report on Stage One of the Health Services and Outcomes Kaupapa Inquiry* (Lower Hutt: Legislation Direct, 2019), p 87; Dr Nick Chamberlain, ‘Brief of evidence of Dr Nick Chamberlain concerning the Health Services and Outcomes Kaupapa Inquiry (Wai 2575)’ 12 September 2018, (Wai 2575, #A66), p 4, footnote 3.

⁴¹¹ 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 or 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'.⁴¹² Education outcomes and the loss of te reo Māori form a significant part of the grievances raised by Renewed Muriwhenua Land Inquiry (Wai 45) claimants in their statements of claim, which are summarised later in this section. The two issues are 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 in this chapter.

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. Census data also indicate that 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 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 Educational Achievement 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.

For data drawn from the Census, 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

⁴¹² Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8), p 395.

unavailable, data for the Far North District is used instead (data for enrolment in Māori-medium education, which was provided by the Ministry of Education – Te Tāhuhu o te Mātauranga).

The second part of this chapter looks at major strategies and programmes the Crown has implemented to lift education and te reo outcomes for Māori in Te Tai Tokerau between 2002 and 2020. As explained in the **Introduction** to this report, most Crown strategies to address social issues in Muriwhenua target the larger Te Tai Tokerau region (shown in **Figure 1.2**). The chapter examines three programmes aimed at lifting education outcomes for Māori in the region: 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 for Māori Development; the Department of Internal Affairs – Te Tari Taiwhenua; and Te Māngai Pāho – the Māori Broadcast Funding Agency.

Research undertaken for this part of the chapter has found little evidence throughout 2002 to 2020 of sustained Crown interventions and partnerships with Muriwhenua Māori to lift educational achievements, particularly because programmes and funding sources were difficult to track and tended to change frequently (or disappear altogether). It also remains unclear what the impact of Crown investments have had, or will have, on educational outcomes for Muriwhenua Māori due to a lack of consistent and robust reporting and evaluation. Where evaluations have been undertaken, they show evidence of some successful outcomes, but also demonstrate a lack of sustained Crown engagement with iwi, hapū and/or localised Māori groups, and limited Māori capacity to effectively engage in the co-design and implementation of strategies and programmes.

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 Land 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.⁴¹³ Claimants also highlight the impact lower education outcomes have had on employment and income prospects for Māori in Te Tai

⁴¹³ For example, see: amended statement of claim, Wai 320, #1.1(b); and amended statement of claim, Wai 736, #1.1(b).

Tokerau.⁴¹⁴ Figures from Stats NZ – Tatauranga Aotearoa show people who gain higher qualifications tend to have higher personal incomes. 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 \$46,700. For people with a doctorate degree it was \$83,600.⁴¹⁵ During the first research hui for this report held in Taipā on 28 October 2022, claimants raised the issue 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. Other claimants have raised the issue of there not being enough Māori education teachers resulting from lack of action on behalf of the Crown.⁴¹⁶

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.⁴¹⁷ Claimants also link the loss of te reo Māori to urbanisation and disconnection from their land, community, and tikanga.⁴¹⁸ 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. 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.⁴¹⁹ The following year, the Government implemented

⁴¹⁴ For example, see: amended statement of claim, Wai 1670, #1.1.1(a); and amended statement of claim, Wai 1886, #1.1.1(c)

⁴¹⁵ Stats NZ, Tatauranga Aotearoa, *2013 Census QuickStats About Education and Training* (Wellington: Stats NZ, 2015), p 9.

⁴¹⁶ For example, see feedback on draft report received from Wai 1668, Wai 1886, and Wai 2000 claimants, 19 December 2022.

⁴¹⁷ 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.

⁴¹⁸ For example, see: statement of claim, Wai 1886, #1.1.1; and statement of claim, Wai 2000, #1.1.1.

⁴¹⁹ Waitangi Tribunal, *Report of the Waitangi Tribunal on the Te Reo Maori Claim* (Wellington: Government Printer, 1986).

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.⁴²⁰

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 2013.⁴²¹ In *Matua Rautia*, the Tribunal found the Crown had failed in its duty to actively protect te reo Māori in early childhood education.⁴²² 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’. The Whanganui Tribunal also found more work was needed on behalf of the Crown to preserve and promote local dialects and culture.⁴²³

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.⁴²⁴ 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.⁴²⁵

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’. 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.⁴²⁶ 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,

⁴²⁰ Māori Language Act 1987.

⁴²¹ 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).

⁴²² Waitangi Tribunal, *Matua Rautia: The Report on the Kōhanga Reo Claim* (Lower Hutt: Legislation Direct, 2013).

⁴²³ Waitangi Tribunal, *He Whiritaunoka: The Whanganui Land Report*, 3 vols (Lower Hutt: Legislation Direct, 2015), p 1174.

⁴²⁴ Waitangi Tribunal, *The Wananga Capital Establishment Report* (Wellington: GP Publications, 1999).

⁴²⁵ Waitangi Tribunal, *The Report on the Aotearoa Institute Claim concerning Te Wānanga o Aotearoa* (Wellington: Legislation Direct, 2005).

⁴²⁶ Waitangi Tribunal, *Ko Aotearoa Tēnei* (Wellington: Legislation Direct, 2011), p 477.

particularly amongst the young, is manifestly false. The Government bears significant responsibility for this misconception'.⁴²⁷

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'. The Tribunal acknowledged this had extensive economic and cultural impacts on the Tauranga Moana claimants by reducing their ability to participate fully in the region's development.⁴²⁸

At the time of writing, the Waitangi Tribunal was also inquiring into the Kura Kaupapa Māori Urgency Inquiry (Wai 1718). This inquiry will likely address the issues of national significance raised by some claimants, such as a lack of Māori-medium schools and educators.

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 come under 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 Educational Achievement (NCEA), usually between school years 11 to 13 (ages 15-17).⁴²⁹ NCEA was introduced between 2002 and 2004, replacing School Certificate, University Entrance, Sixth Form Certificate, and University Bursary qualifications.⁴³⁰

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

⁴²⁷ Waitangi Tribunal, *Ko Aotearoa Tēnei* (Wellington: Legislation Direct, 2011), pp 468-469, 477.

⁴²⁸ Waitangi Tribunal, *Tauranga Moana 1886-2006: Report on the Post-Raupatu Claims*, 2 vols (Wellington: Legislation Direct, 2010), p 817.

⁴²⁹ 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.

⁴³⁰ 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/, accessed 18 May 2022.

employment'.⁴³¹ 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').⁴³²

Entrance to university currently requires certain credits at all three NCEA levels,⁴³³ although students may also be eligible if they have completed Year 12 or are over 20 years of age.⁴³⁴ Tertiary education in Aotearoa includes universities, wānanga, institutes of skills and technology, private training establishments, and workplace training.⁴³⁵ 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.⁴³⁶

Tertiary education in the anticipated inquiry district is currently provided by NorthTec – Te Pūkenga and Te Wānanga o Aotearoa, both of which provide programmes up to NZQF level 7 and have campuses in Kaitiāia.

In 2021, the top five qualifications in demand in employment 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

⁴³¹ 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.

⁴³² 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.

⁴³³ 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.

⁴³⁴ New Zealand Qualifications Authority, Mana Tohu Mātauranga o Aotearoa, 'Other school-leaver qualifications', New Zealand Qualifications Authority [not dated], available: <https://www.universitiesnz.ac.nz/new-zealand-students/get-admission-university/other-school-leaver-qualifications>, accessed 6 April 2022.

⁴³⁵ 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.

⁴³⁶ Tertiary Education Commission, Te Amorangi Mātauranga Matua and New Zealand Government, Te Kāwanatanga o Aotearoa, 'Qualifications and their levels', Careers.govt.nz, 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.

5. Management and commerce, requiring NZQF degree level 7+ (bachelor's degree or equivalent, or higher).⁴³⁷

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.⁴³⁸ In 2001, only four percent of intermediate school students in Kaitiāia had age-appropriate writing skills.⁴³⁹

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. In 2006, Māori living in the inquiry data area were 1.4 times 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 34.1 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).⁴⁴⁰

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 inquiry data area, and 25.3 percent for the national Māori population. However,

⁴³⁷ Infometrics, 'Regional Economic Profile, Far North District', Infometrics [not dated], available: <https://ecoprofile.infometrics.co.nz/far%20north%20district>, accessed 25 May 2022.

⁴³⁸ 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.

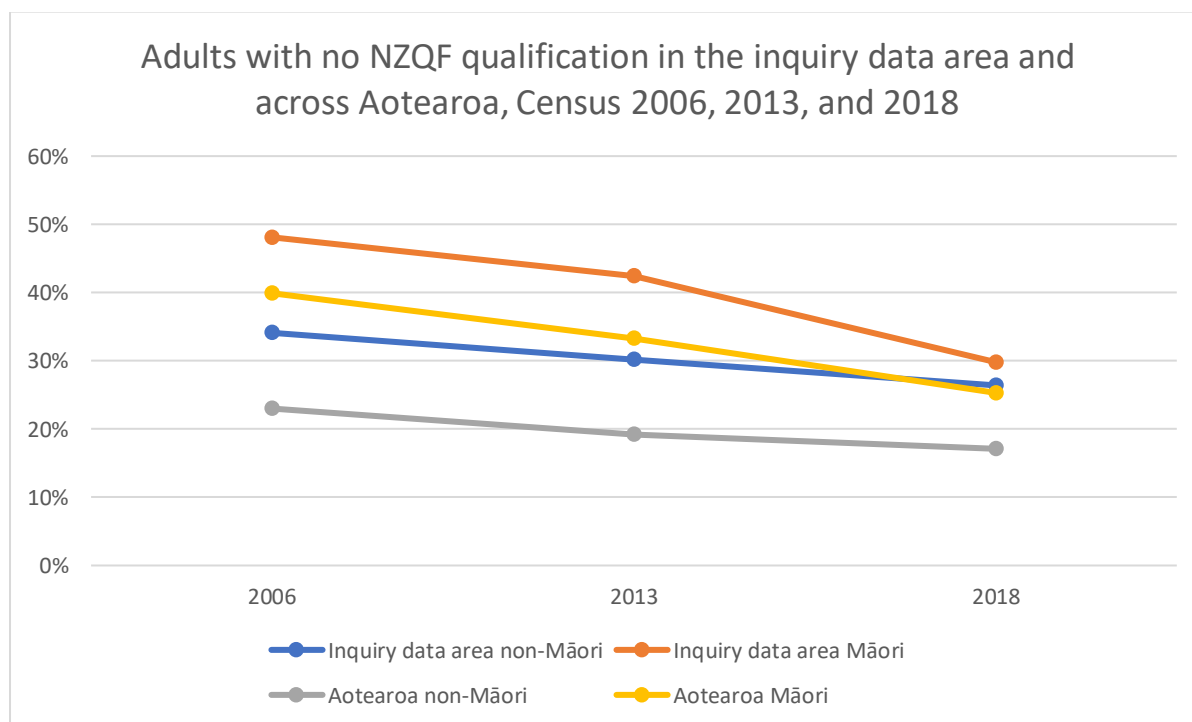
⁴³⁹ Ministry of Education, Te Tāhuhu o te Mātauranga, *Ngā Haeata Mātauranga, Annual Report on Māori Education 2004*, Ministry of Education, 2004, available: https://www.educationcounts.govt.nz/__data/assets/pdf_file/0019/9316/nga-haeata-matauranga---maori-ann.-report-2004.pdf, accessed 2022, p 66.

⁴⁴⁰ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

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).⁴⁴¹

Overall, between 2006 and 2018, the proportion of Māori without a formal NZQF qualification decreased at a faster rate for Māori than for 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 23 percent decrease for non-Māori in the inquiry data area (from 34.1 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).⁴⁴² This is shown below in **Figure 4.1**.

Figure 4.1: Adults with no NZQF qualification in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018



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

⁴⁴¹ Derived from customised Census data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

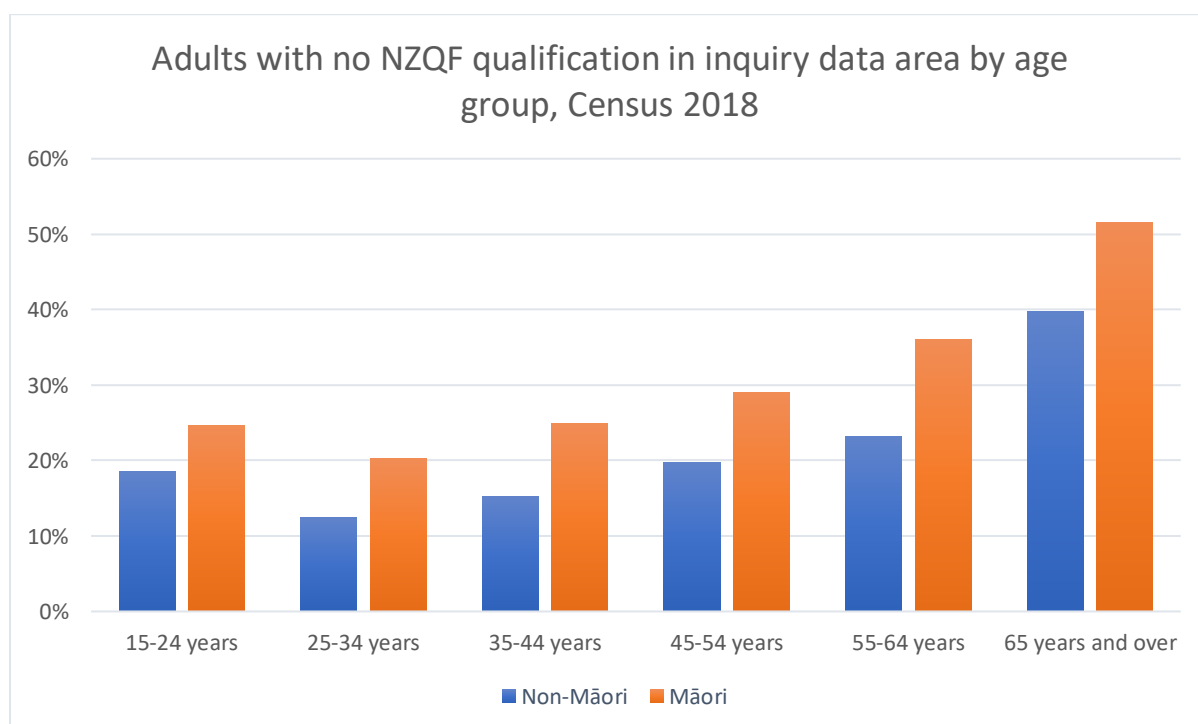
⁴⁴² Derived from customised Census data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

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.⁴⁴³

NZQF qualifications by age group

As others have recognised, qualification profiles will reflect the age structure of the population to some extent.⁴⁴⁴ 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.⁴⁴⁵

Figure 4.2: Adults with no NZQF qualification in inquiry data area, by age group, Census 2018



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

⁴⁴³ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, p 44.

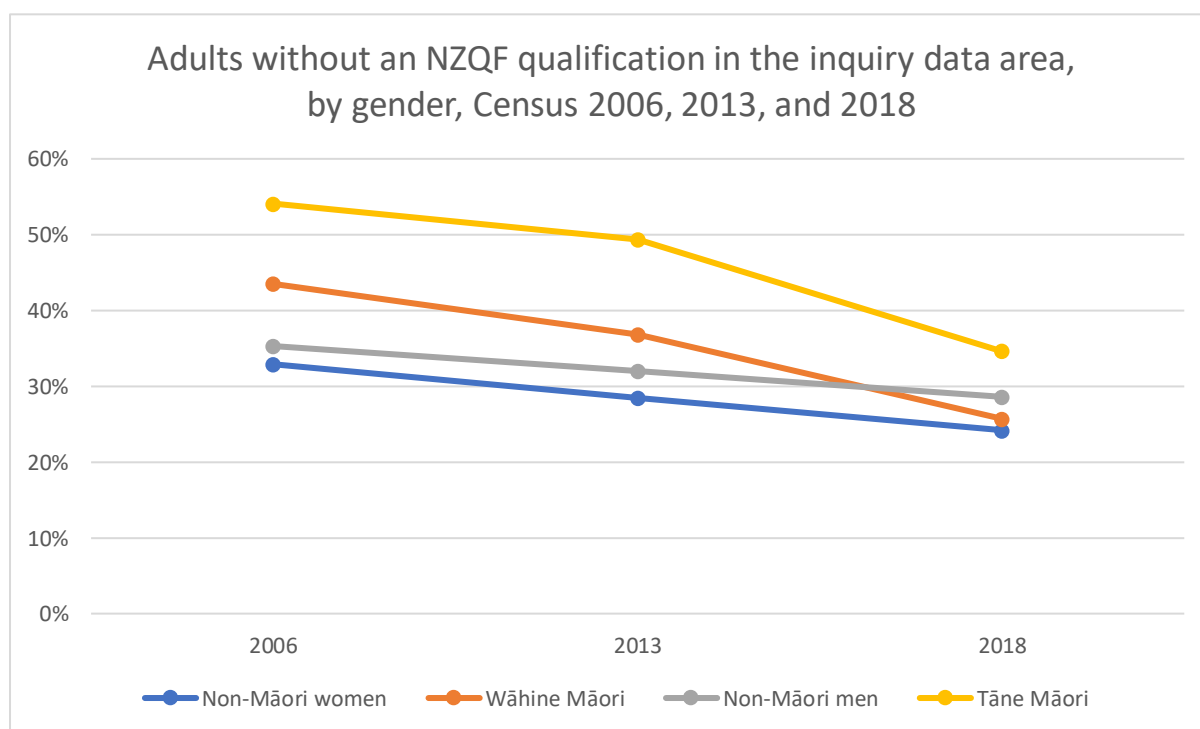
⁴⁴⁴ Paul Christoffel, 'Education, Health and Housing in the Taihape Inquiry District, 1880-2013', a report prepared by Paul Christoffel for the Waitangi Tribunal's Taihape district inquiry, March 2016 (Wai 2180, #A41).

⁴⁴⁵ Derived from customised Census data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

NZQF qualifications by gender

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 women in the inquiry data area with a recognised qualification surpassed those of tāne Māori and non-Māori men, and the gap between wāhine Māori and non-Māori women in the inquiry data area had significantly decreased (to 25.7 percent of wāhine Māori and 24.2 percent of non-Māori women).⁴⁴⁶ As outlined in the **Introduction** to this report, 2018 Census statistics should be treated 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, Census 2006, 2013, and 2018



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

⁴⁴⁶ Derived from customised Census data provided by Stats NZ, Tauranga 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 inquiry data area, the national Māori population, and the national non-Māori population. However, achievement rates for Māori in the inquiry data 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).⁴⁴⁷

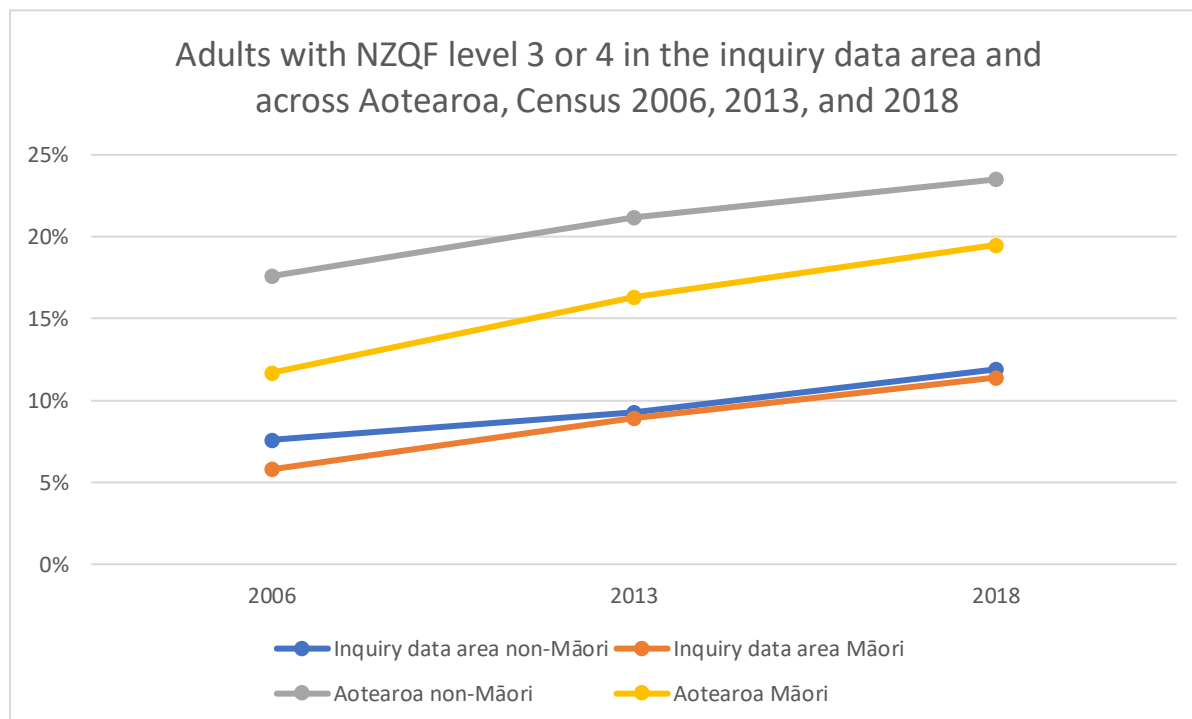
Between 2006 and 2018, the proportion of Māori living in the inquiry data area who had achieved NZQF level 3 or 4 certificate at secondary school increased by 96 percent (from 5.8 percent to 11.4 percent). By 2013 and 2018, Māori in the inquiry data area had achieved NZQF level 3 or 4 at a similar rate 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).⁴⁴⁸ This is shown below in **Figure 4.4**.

It should be noted that these 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 also do not include equivalent qualifications achieved at an overseas secondary school.

⁴⁴⁷ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁴⁴⁸ 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 in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018



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

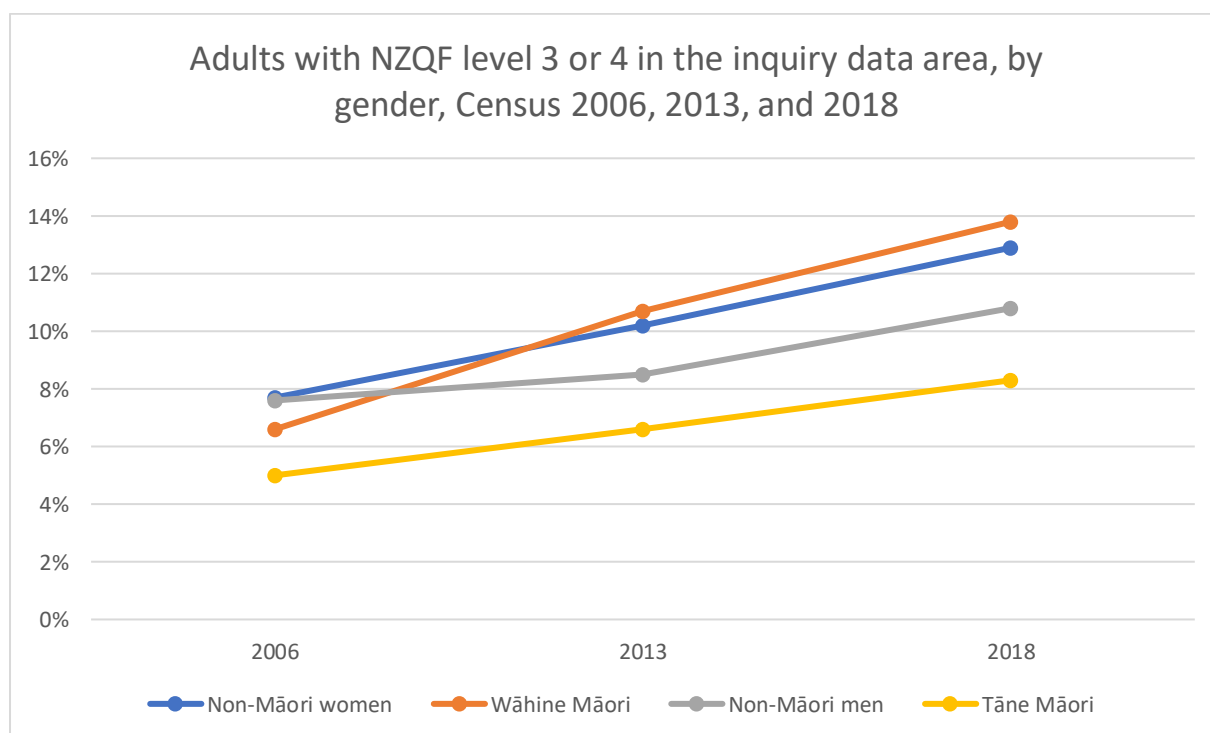
The Ministry of Business, Innovation and Employment – Hīkina Whakatutuki, has published more recent figures for NZQF level 3 achievement for school-leavers in Te Tai Tokerau. In 2020, 46.9 percent of all students in Te Tai Tokerau left school with NCEA level 3, compared to 59.1 percent of the national student population. Only 37.6 percent of Māori students in Te Tai Tokerau left school with NCEA level 3 in 2020, although this was up from 28.6 percent in 2019 (an increase of 31 percent). 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.⁴⁴⁹

⁴⁴⁹ Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, *Tai Tokerau Regional Skills Leadership Group Regional Labour Market Overview*, Ministry of Business, Innovation and Employment, 29 September 2021, available: <https://www.mbie.govt.nz/dmsdocument/17919-tai-tokerau-regional-labour-market-overview>, accessed 4 August 2022, p 5.

NZQF level 3 or 4 by gender

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 110 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 43 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 (a 65 percent increase from 5.0 percent to 8.3 percent, compared to a 43 percent increase from 7.6 percent to 10.8 percent for non-Māori men). 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.⁴⁵⁰ This is shown below in **Figure 4.5**.

Figure 4.5: Adults with NZQF level 3 or 4 in the inquiry data area, by gender, Census 2006, 2013, and 2018



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

⁴⁵⁰ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Achieving a tertiary qualification

Figures published by Stats NZ 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 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.⁴⁵¹

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 inquiry data 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. The low availability of tertiary education in the inquiry data area (and the broader Far North District)⁴⁵² means studying at this level is likely to require moving from the area and then potentially staying away for employment opportunities (as is reflected in the age distribution of the inquiry data area discussed in the **Introduction** to this report). This migration of study- and working-aged people is possibly reflected in the low tertiary education achievement rates of those residing in the area. However, discrepancies between Māori and non-Māori in the inquiry data area suggest this is not the only contributing factor to low tertiary education achievement rates.

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).⁴⁵³

Between 2006 and 2018, achievement rates increased across Aotearoa for all comparison groups, suggesting better access to tertiary education across the population. However, during this time the achievement gap between Māori living in the inquiry data area and the other comparison groups increased. 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 73 percent (from 8.7 percent to 14.9 percent) and the rate for Māori

⁴⁵¹ 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.

⁴⁵² Tertiary education in the anticipated inquiry district is currently provided by NorthTec – Te Pūkenga and Te Wānanga o Aotearoa, both of which provide programmes up to NZQF level 7 and have campuses in Kaitiāia.

⁴⁵³ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

across Aotearoa increased by 77 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). 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).⁴⁵⁴

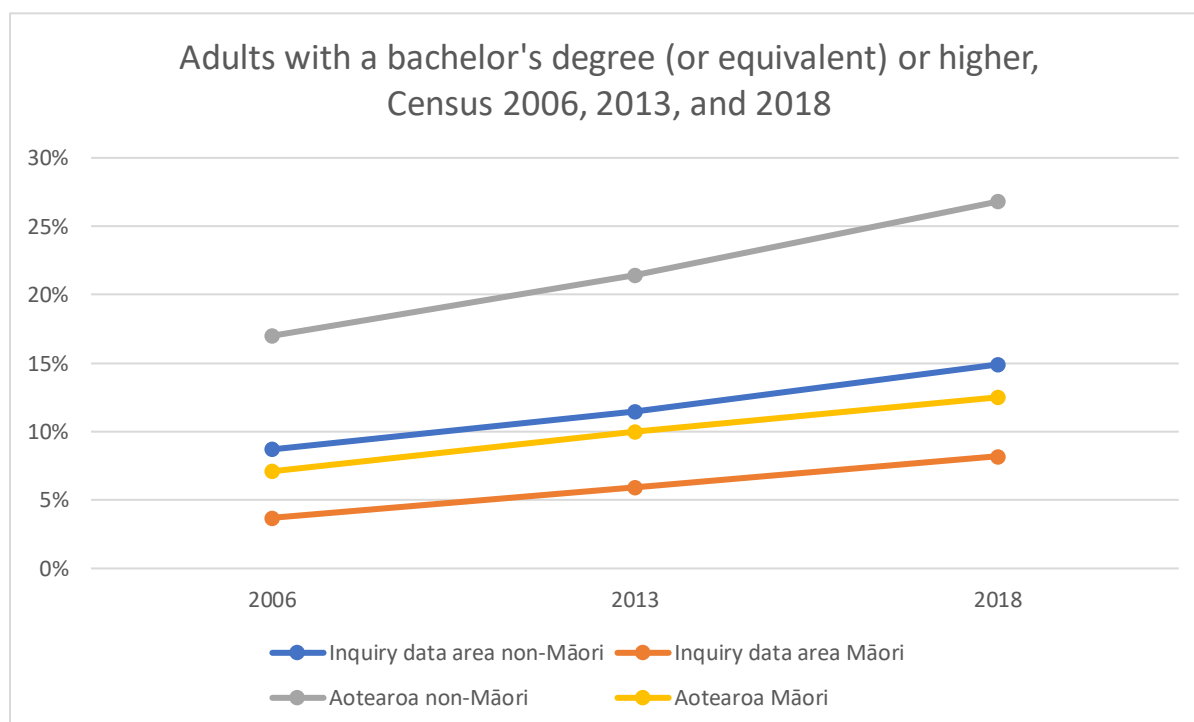
By 2018, non-Māori living in the inquiry data area were 1.8 times more likely to have a bachelor's degree (or equivalent) or higher than Māori living in the inquiry data area (at 14.9 percent and 8.2 percent respectively), and the national Māori population was 1.5 times more likely to have a bachelor's 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) or higher than Māori living in the inquiry data area (at 26.8 percent).⁴⁵⁵ This is shown below in **Figure 4.6**.

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.

⁴⁵⁴ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁴⁵⁵ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 4.6: Adults with a bachelor's degree (or equivalent) or higher in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018



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

Bachelor's degree qualifications by gender

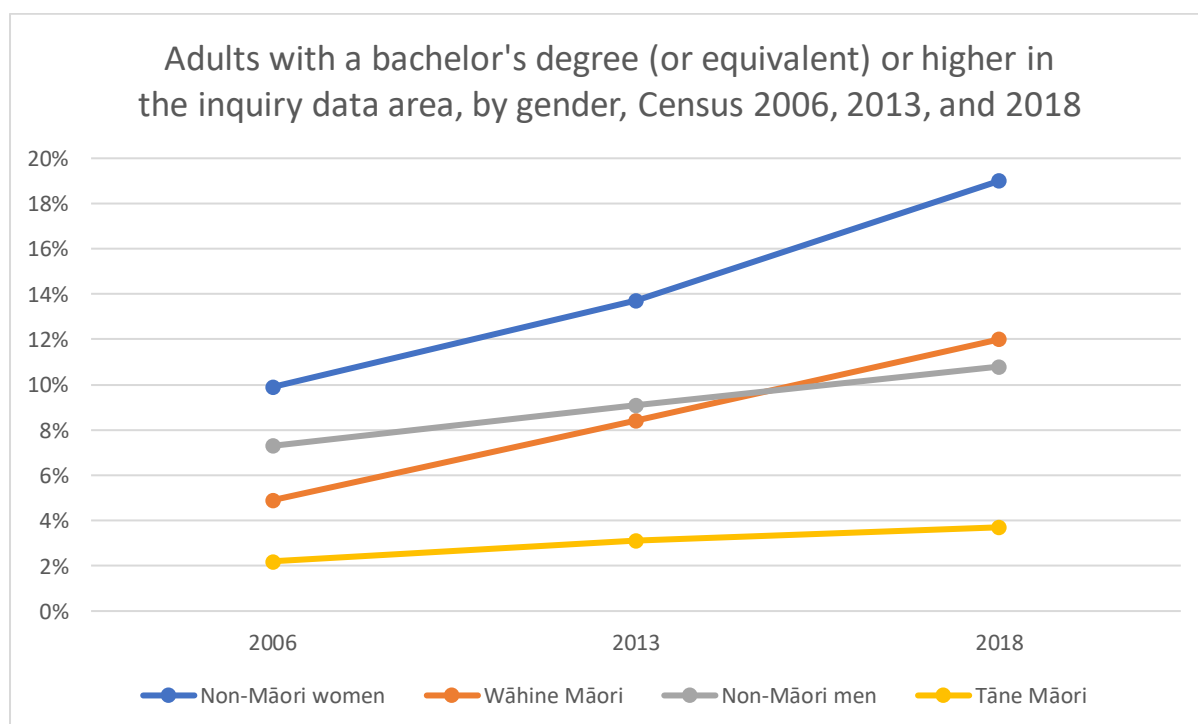
When broken down by gender, figures show similar trends between wāhine Māori and non-Māori women in the inquiry data area, and between tāne Māori and non-Māori men in the inquiry data area (shown below in **Figure 4.7**). Figures also show the proportion of wāhine Māori living in the inquiry data area 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 143 percent), compared to an increase from 9.9 percent to 19.0 percent for non-Māori women (an increase of 93 percent), an increase from 2.2 percent to 3.7 percent for tāne Māori (an increase of 68 percent), and an increase from 7.3 percent to 10.8 percent for non-Māori men (an increase of 48 percent).⁴⁵⁶

⁴⁵⁶ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

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 2018.⁴⁵⁷ This is shown below in **Figure 4.7**.

Figure 4.7: Adults with a bachelor's degree (or equivalent) or higher in the inquiry data area, by gender, Census 2006, 2013, and 2018



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

⁴⁵⁷ 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.⁴⁵⁸ Many Māori-medium education providers also teach according to kaupapa Māori philosophies and prioritise te ao Māori, tikanga Māori, and Mātauranga Māori.⁴⁵⁹

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.⁴⁶⁰ 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.⁴⁶¹ 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'.⁴⁶²

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-

⁴⁵⁸ 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.

⁴⁵⁹ Education Review Office, Te Tari Arotake Mātauranga and the Ministry of Education, Te Tāhuhu o Te Mātauranga, *Te Kura Huanui: The Treasures of Successful Pathways* (Education Review Office and the Ministry of Education: July 2021), available: <https://ero.govt.nz/our-research/te-kura-huanui-the-treasures-of-successful-pathways>, accessed 21 December 2022; 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.

⁴⁶⁰ 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.

⁴⁶¹ 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.

⁴⁶² Karen Sewell, brief of evidence of Karen Sewell, Secretary for Education, Ministry of Education, 27 April 2009 (Wai 903, #05), p 15.

Kura schools.⁴⁶³ Māori-medium schools follow *Te Matauranga o Aotearoa*, the curriculum for Māori-medium education, and Ngā Whanaketanga Rumaki Māori, the national standards for Māori-medium education.⁴⁶⁴ Māori-medium tertiary education is provided by wānanga, including Te Wānanga o Aotearoa, Te Whare Wānanga o Awanuiārangi, and Te Wānanga o Raukawa.⁴⁶⁵ 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 Māori-medium education for at least six years’.⁴⁶⁶ Evidence suggests positive correlations between attending Māori-medium education and achieving higher educational outcomes, including lower truancy, fewer stand-downs, and higher NCEA qualifications.⁴⁶⁷ 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. Students enrolled in kura kaupapa in the Far North District also exceeded the national average for several subjects.⁴⁶⁸ More recent research published in 2021 has

⁴⁶³ 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.

⁴⁶⁴ 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.

⁴⁶⁵ 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.

⁴⁶⁶ 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.

⁴⁶⁷ 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’.

⁴⁶⁸ Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022, pp 44, 49.

highlighted that Māori-medium education fosters intellectual, emotional, physical, and spiritual wellbeing for Māori learners.⁴⁶⁹

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. 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’.⁴⁷⁰ Since then, further research has shown ‘improved educational outcomes for mokopuna emerging from Kōhanga Reo versus mainstream ECE [early childhood education] services’.⁴⁷¹

Enrolment numbers in kōhanga reo

The Waitangi Tribunal has previously reported on national enrolments in kōhanga reo declining between 1997 and when it reported in 2013.⁴⁷² 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).⁴⁷³ Although figures for the year 2020 should be treated with caution due to the COVID-19 pandemic and related

⁴⁶⁹ Education Review Office, Te Tari Arotake Mātauranga and the Ministry of Education, Te Tāhuhu o Te Mātauranga, *E Kore Au e Ngaro: Evaluation Report for Ngā Kura ā-Iwi* (Education Review Office and the Ministry of Education: November 2021), available: <https://ero.govt.nz/our-research/e-kore-au-e-ngaro-evaluation-report-for-nga-kura-a-iwi>, accessed 21 December 2022; Education Review Office, Te Tari Arotake Mātauranga and the Ministry of Education, Te Tāhuhu o Te Mātauranga, *Te Kura Huanui: The Treasures of Successful Pathways* (Education Review Office and the Ministry of Education: July 2021), available: <https://ero.govt.nz/our-research/te-kura-huanui-the-treasures-of-successful-pathways>, accessed 21 December 2022.

⁴⁷⁰ Waitangi Tribunal, *Matuia Rautia: The Report on the Kōhanga Reo Claim* (Lower Hutt: Legislation Direct, 2013), pp xvi, 103-106.

⁴⁷¹ Caitlin Neuwelt-Kearns and Dr Jenny Ritchie, *Investing in Children? Privatisation and Early Childhood Education in Aotearoa New Zealand*, Child Poverty Action Group Background, July 2020, available: <https://www.cpag.org.nz/assets/Backgrounders>, accessed 15 March 2022, p 11.

⁴⁷² Waitangi Tribunal, *Matuia Rautia: The Report on the Kōhanga Reo Claim* (Lower Hutt: Legislation Direct, 2013), p 13.

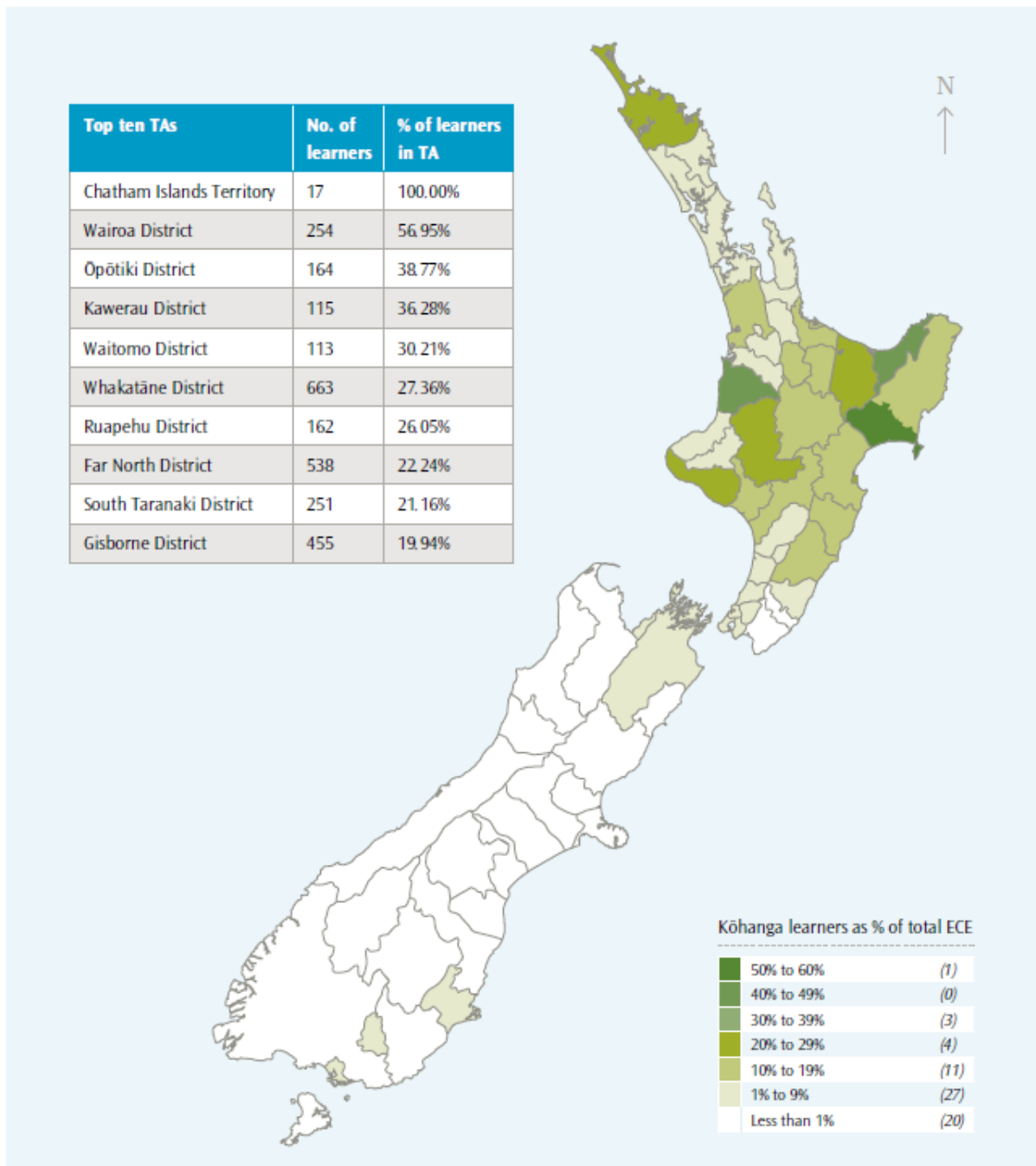
⁴⁷³ Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Enrolments in ECE (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/participation>, accessed 16 March 2022. Due to a change in method for data collection by the Ministry of Education, figures from 2014 onwards cannot be compared to previous years, so only figures from 2014 onwards are shown.

lockdowns, the decrease in enrolments from 2019 to 2020 is consistent with the overall trend, shown below in **Figure 4.9**.

Kōhanga reo enrolments comprise a higher proportion of early education enrolments in the Far North District compared to other parts of the country, likely due to its higher Māori population. In the year 2010/2011, 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). The broad range in kōhanga reo enrolment numbers throughout the country likely reflects the size of Māori populations in these areas, along with the availability of early childhood education options in the area (for example, Rēkohu (the Chatham Islands) only has one early childhood education provider, which is a kōhanga reo).⁴⁷⁴

⁴⁷⁴ 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, pp 22, 49.

Figure 4.8: Percentage of early childhood education learners participating in kōhanga reo by Territorial Authority, 2010/2011



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.

Kōhanga reo enrolments have decreased at a slightly higher rate in the Far North District when compared to national enrolments. Between 2014 and 2020, enrolments decreased by ten percent (from 527 to 472 enrolments) compared to a seven percent decrease nationally, despite a significant increase in the Far North Māori population.⁴⁷⁵ 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 suggests the COVID-19 pandemic did not significantly impact enrolment numbers that year.

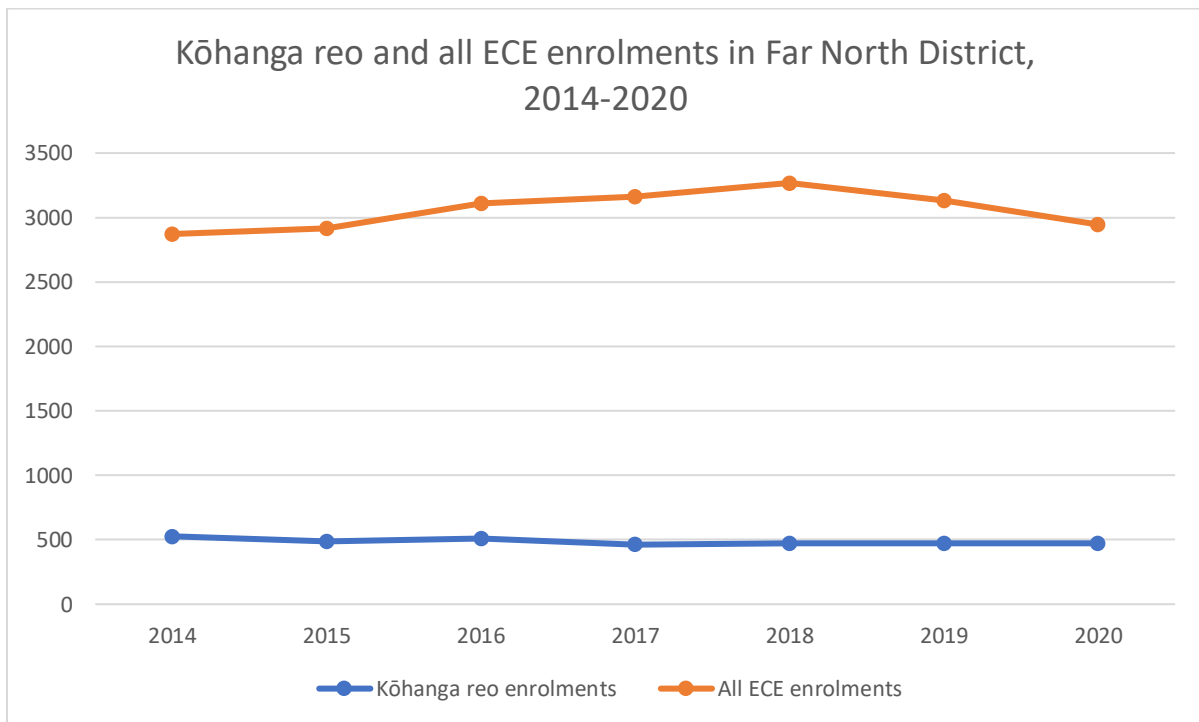
The proportion of kōhanga reo enrolments compared to all early childhood education enrolments in the Far North District has also decreased from 18.3 percent in 2014 to 16.0 percent in 2020 of all early childhood education enrolments, with a low of 14.4 percent in 2018. This has been driven by an increase in early childhood education enrolments overall in the Far North District (by three percent between 2014 and 2020), while kōhanga reo enrolments have decreased.⁴⁷⁶

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**).

⁴⁷⁵ 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. The Far North District Māori population increased by 42 percent between 2013 and 2018, see: 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 19 April 2022.

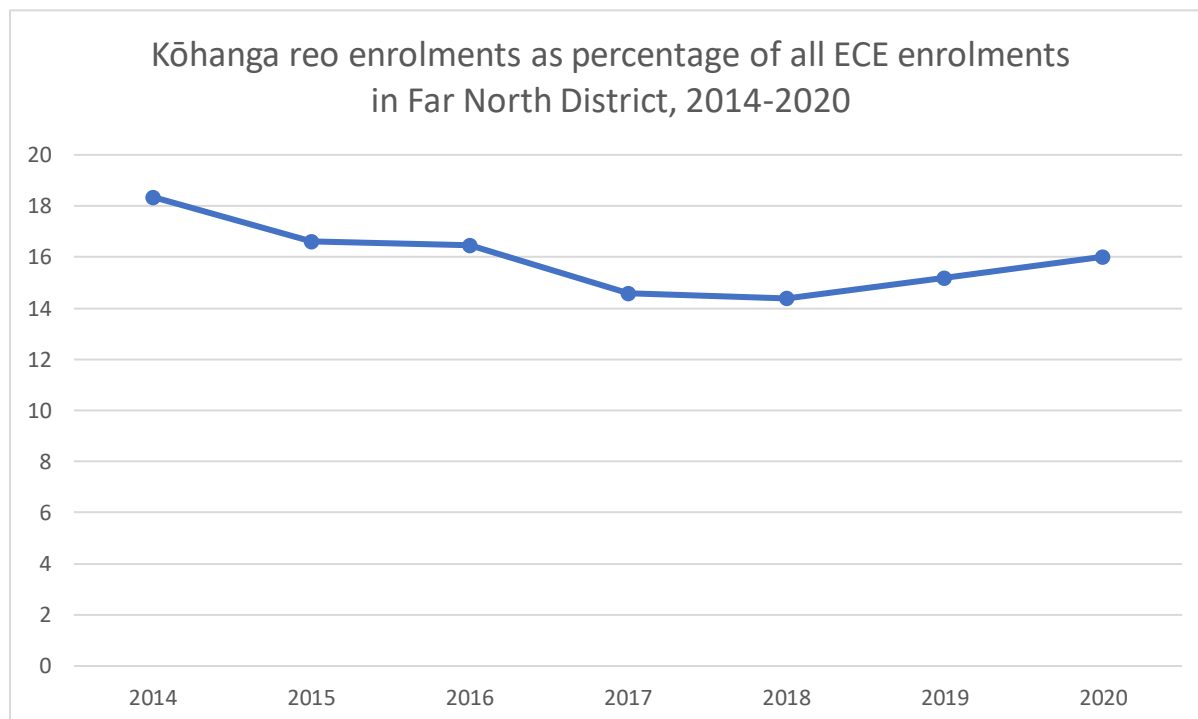
⁴⁷⁶ Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Enrolments in ECE (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/participation>, accessed 16 March 2022. Due to a change in method for data collection by the Ministry of Education, figures 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, 2014-2020



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, 2014-2020



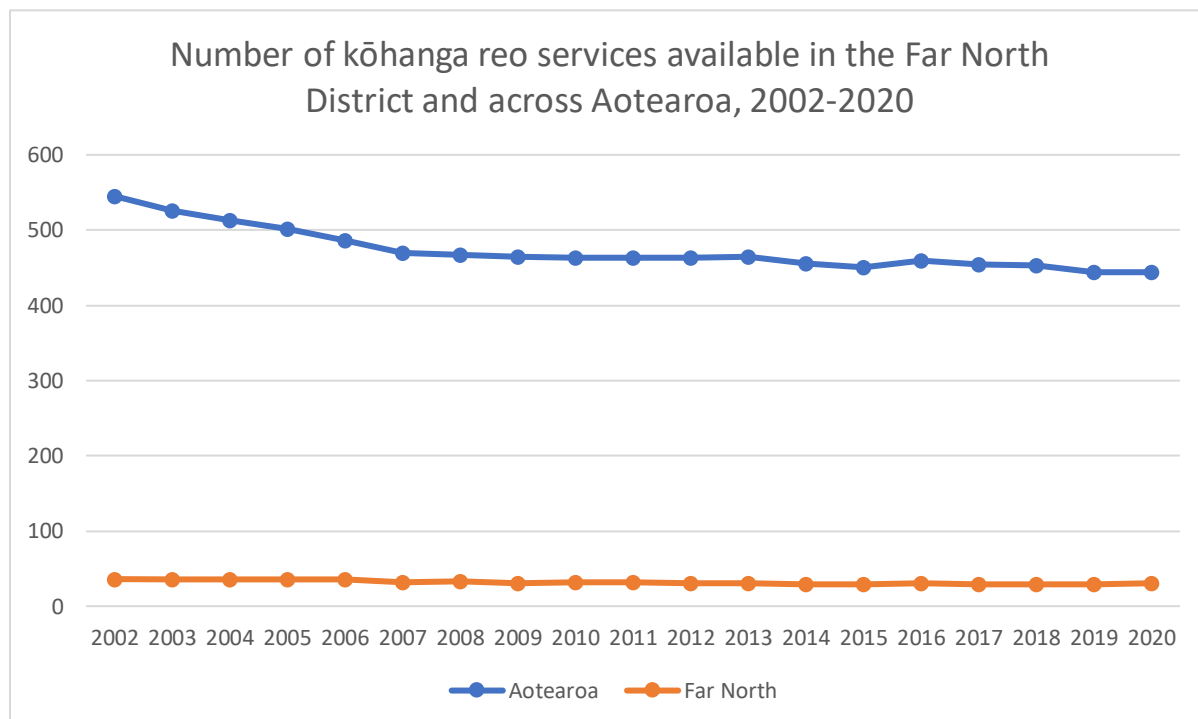
Source: Data sourced from Ministry of Education, Te Tāhuhu o te Mātauranga, *Pivot table: Enrolments in ECE (2000-2021)*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/participation>, accessed 16 March 2022.

Availability of kōhanga reo in the Far North District

The number of kōhanga reo available in the Far North District has also decreased between 2002 and 2020, from 36 to 31. The number of kōhanga reo services available nationally has decreased from 545 to 444 services. During this period, between six and seven percent of all kōhanga reo in the country were located in the Far North District.⁴⁷⁷ This is shown below in **Figure 4.11**.

⁴⁷⁷ 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 in the Far North District and across Aotearoa, 2002-2020



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.

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 more than half of the time.⁴⁷⁸ 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.⁴⁷⁹

⁴⁷⁸ 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.

⁴⁷⁹ 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.⁴⁸⁰

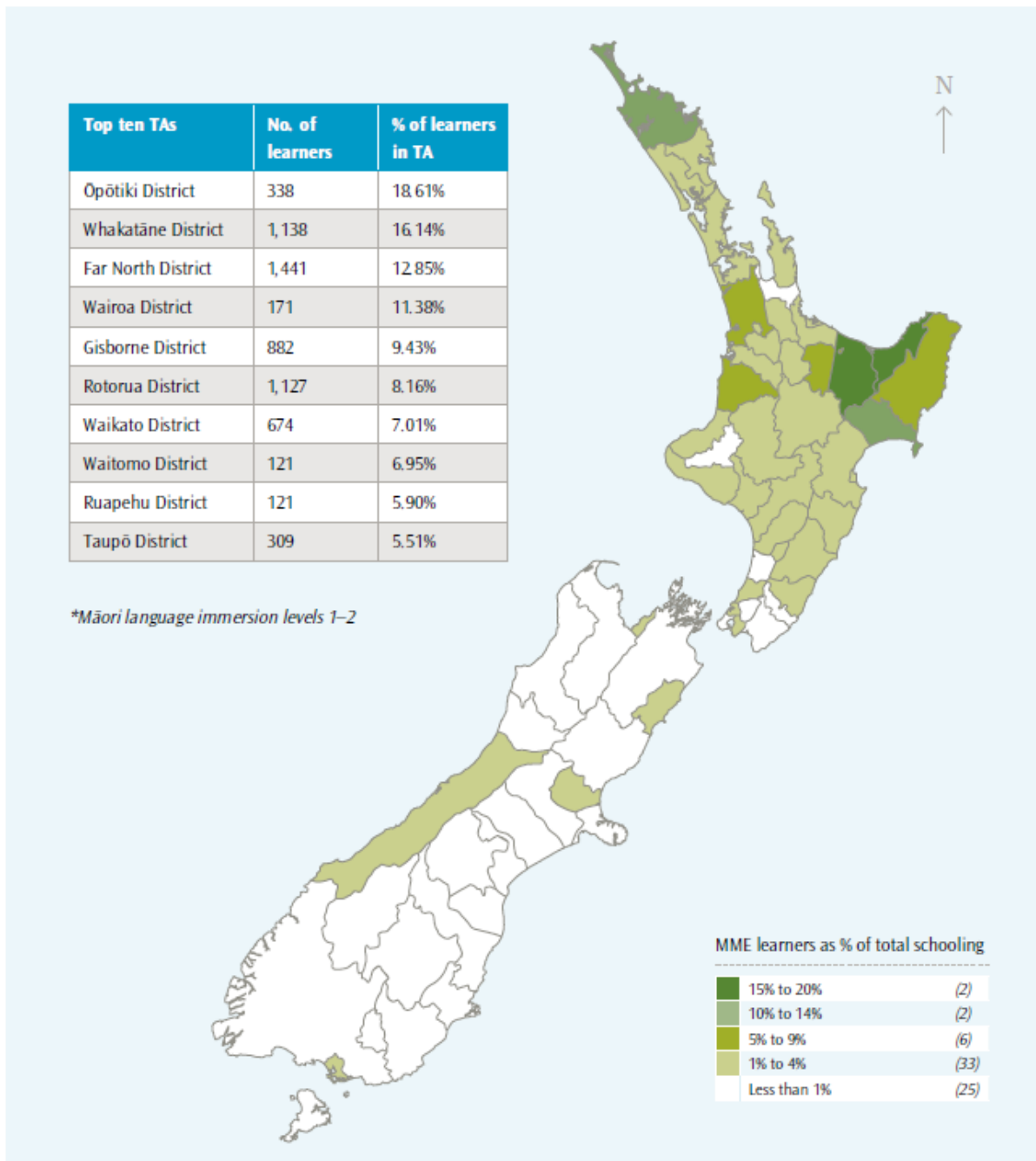
Enrolment numbers in Māori-medium education

Figures show enrolments in Māori-medium education (in Māori-medium 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).⁴⁸¹

⁴⁸⁰ Education and Training Act 2020, ss 190, 205.

⁴⁸¹ 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-medium 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).⁴⁸² This is likely driven, at least in part, by the significant increase in the Far North Māori population over this time.⁴⁸³

As a proportion of all school enrolments, enrolments in Māori-medium schooling increased at a similar rate in the Far North District and nationally. Enrolments in Māori-medium primary and secondary education as a proportion of all school enrolments increased from 11.6 percent to 14.4 percent of all school enrolments in the Far North District (an increase of 25 percent), compared to a national increase from 2.2 percent to 2.7 percent of all school enrolments (an increase of 21 percent).⁴⁸⁴

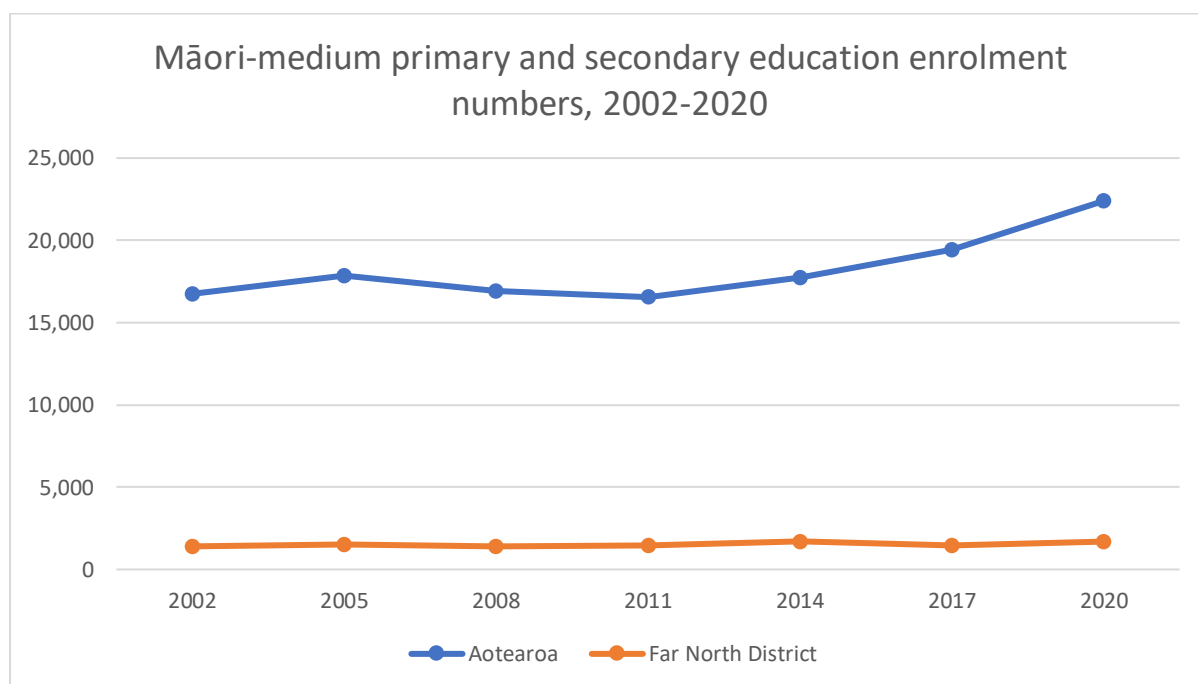
Figures 4.13 and **4.14** below compare Māori-medium enrolment numbers and Māori-medium enrolments as a proportion of all enrolments in the Far North District and the whole country, between 2002 and 2020.

⁴⁸² 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.

⁴⁸³ The Far North District Māori population increased by 42 percent between 2013 and 2018, see: Stats NZ, Tātauranga 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.

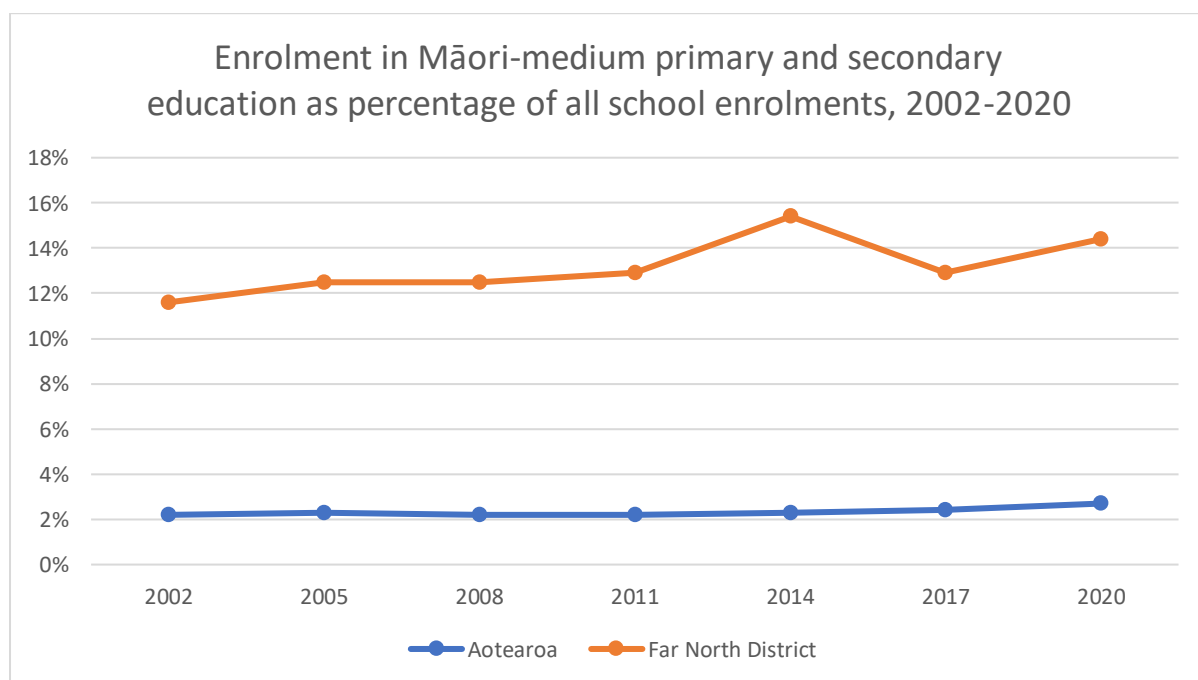
⁴⁸⁴ Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning student numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

Figure 4.13: Māori-medium primary and secondary education enrolment numbers, 2002-2020



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.

Figure 4.14: Enrolment in Māori-medium primary and secondary education as percentage of all school enrolments, 2002-2020



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.

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). As discussed earlier, the Far North Māori population has increased significantly over this period so an increase in the number of Māori-medium schools does not necessarily mean an increase in the availability of Māori-medium education for Māori learners.

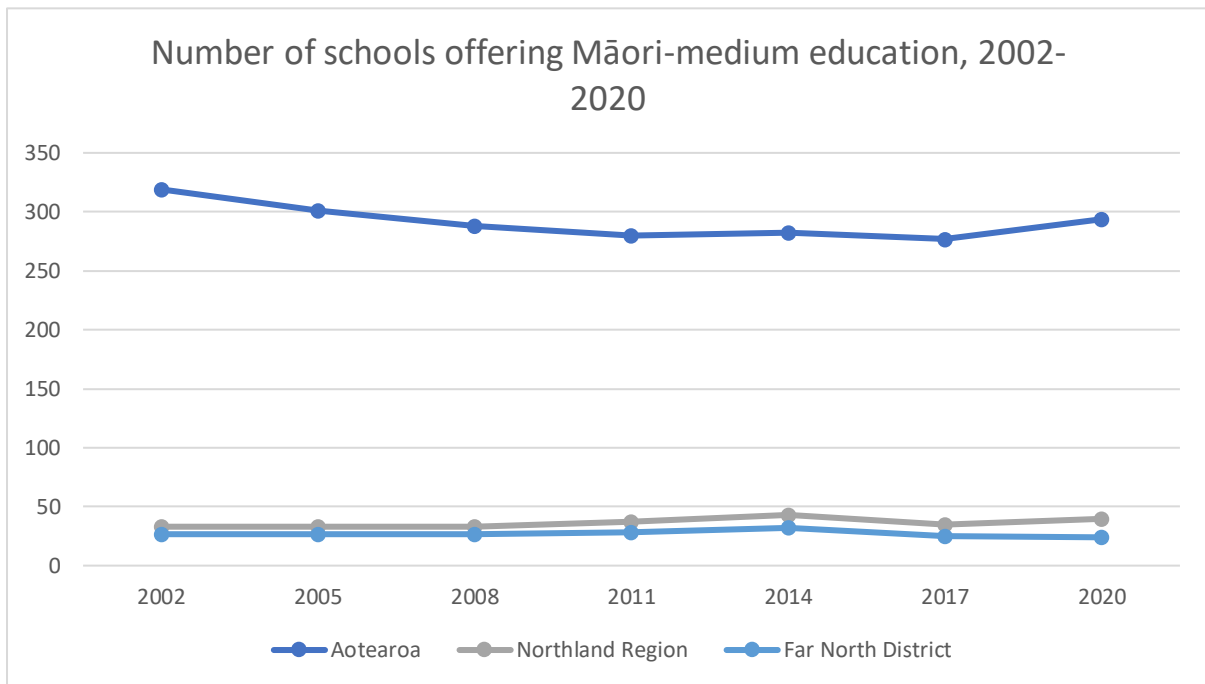
In 2002, there were 319 schools offering Māori-medium education in Aotearoa (102 Māori-medium schools and 217 schools offering both Māori-medium and English-medium options). Thirty-three of these were in the Northland Region (12 Māori-medium schools and 21 schools offering both Māori and English-medium). Twenty-seven were in the Far North District (11 Māori-medium schools and 16 schools offering both Māori-medium and English-medium).⁴⁸⁵

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). Forty of these were in the Northland Region (16 Māori-medium schools and 24 schools offering both Māori and English-medium options). Twenty-four were in the Far North District (13 Māori-medium schools and 11 schools offering both Māori-medium and English-medium options).⁴⁸⁶

⁴⁸⁵ 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.

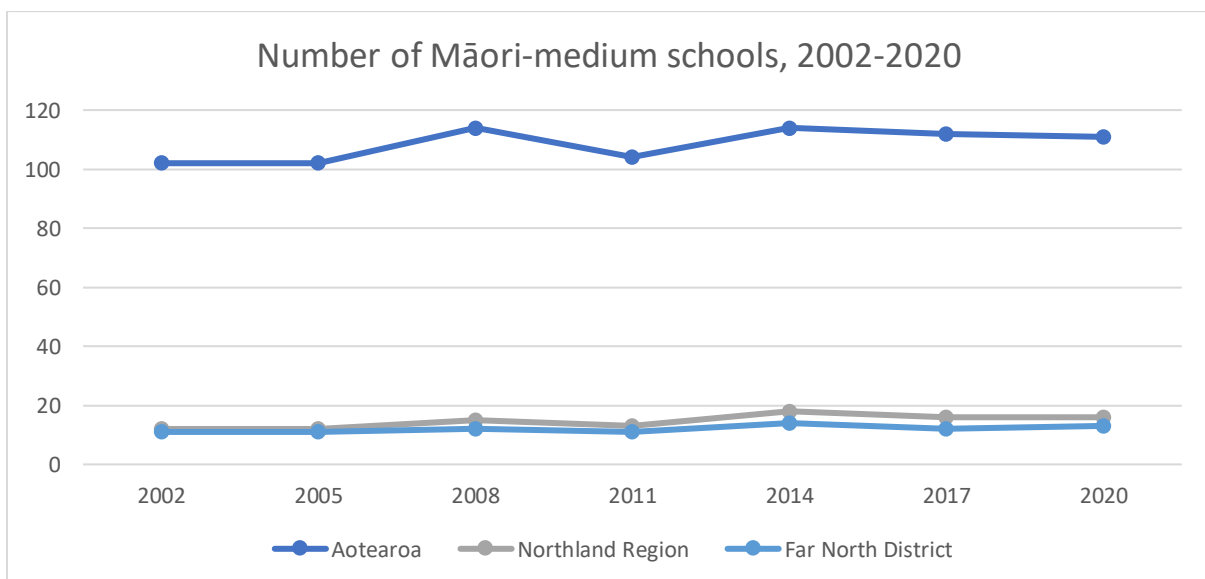
⁴⁸⁶ Ministry of Education, Te Tāhuhu o te Mātauranga, *Māori language learning school numbers pivot table 2000-2021*, Education Counts, 2022, available: <https://www.educationcounts.govt.nz/statistics/6040>, accessed 8 April 2022.

Figure 4.15: Number of schools offering Māori-medium education in the Far North District, the Northland Region, and across Aotearoa, 2002-2020



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 in the Far North District, the Northland Region, and across Aotearoa, 2002-2020



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.⁴⁸⁷ 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 have led to inflated numbers of people recorded as being able to speak te reo Māori.⁴⁸⁸ 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, the increase in te reo speaking in the area has likely been driven by the large increase in the Māori population (discussed in the **Introduction** to this report). The proportion of Māori able to speak te reo in the area has actually decreased over this time, as has as te reo speaking among non-Māori in the area.⁴⁸⁹

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). 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 decrease of seven percent), while the proportion of non-Māori speakers decreased from 2.2 percent to 1.9 percent (a decrease of 16 percent). National figures for Māori te reo speakers decreased from 23.7 percent to 20.6 percent (a decrease of 13 percent).⁴⁹⁰

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**).

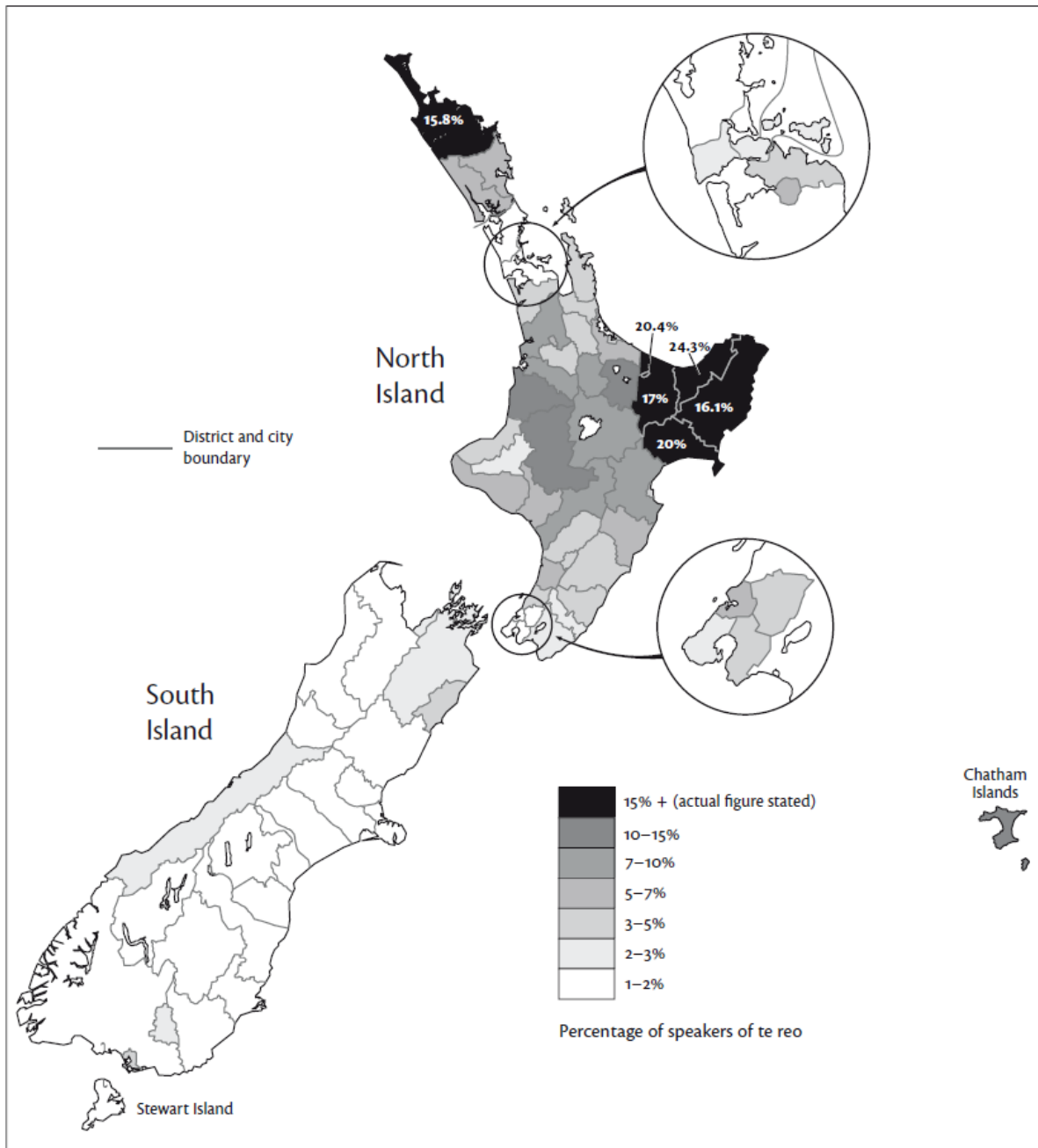
⁴⁸⁷ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁴⁸⁸ 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.

⁴⁸⁹ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

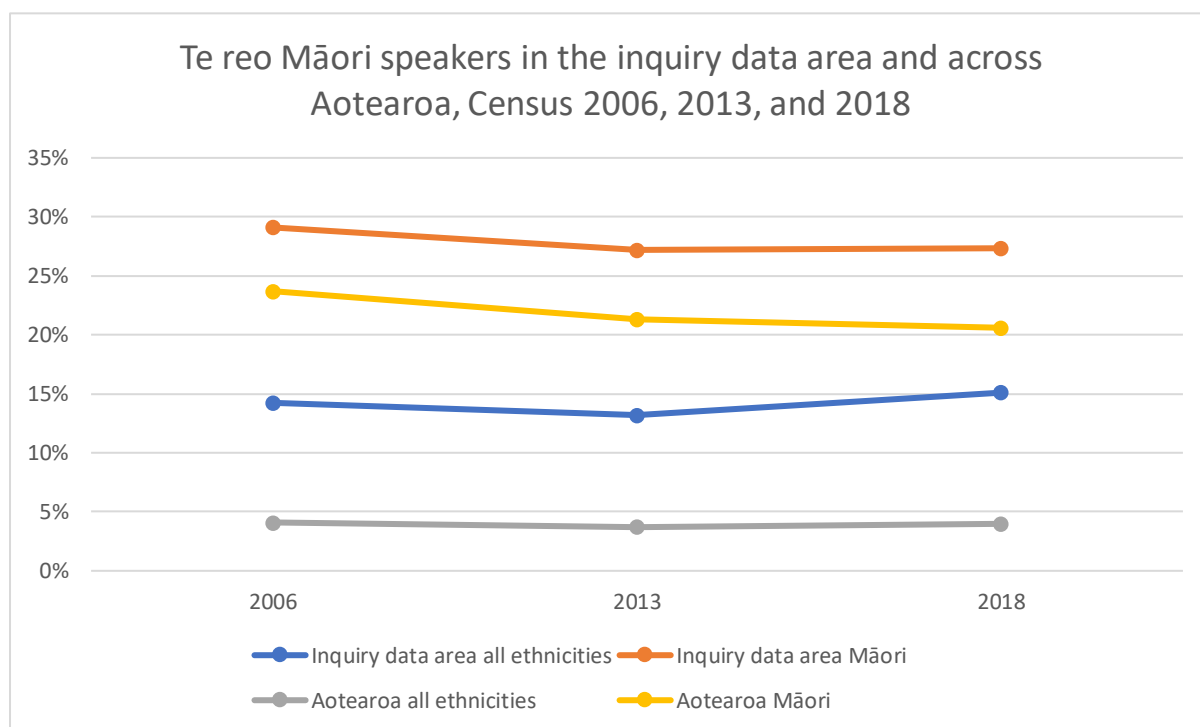
⁴⁹⁰ Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

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 in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018



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

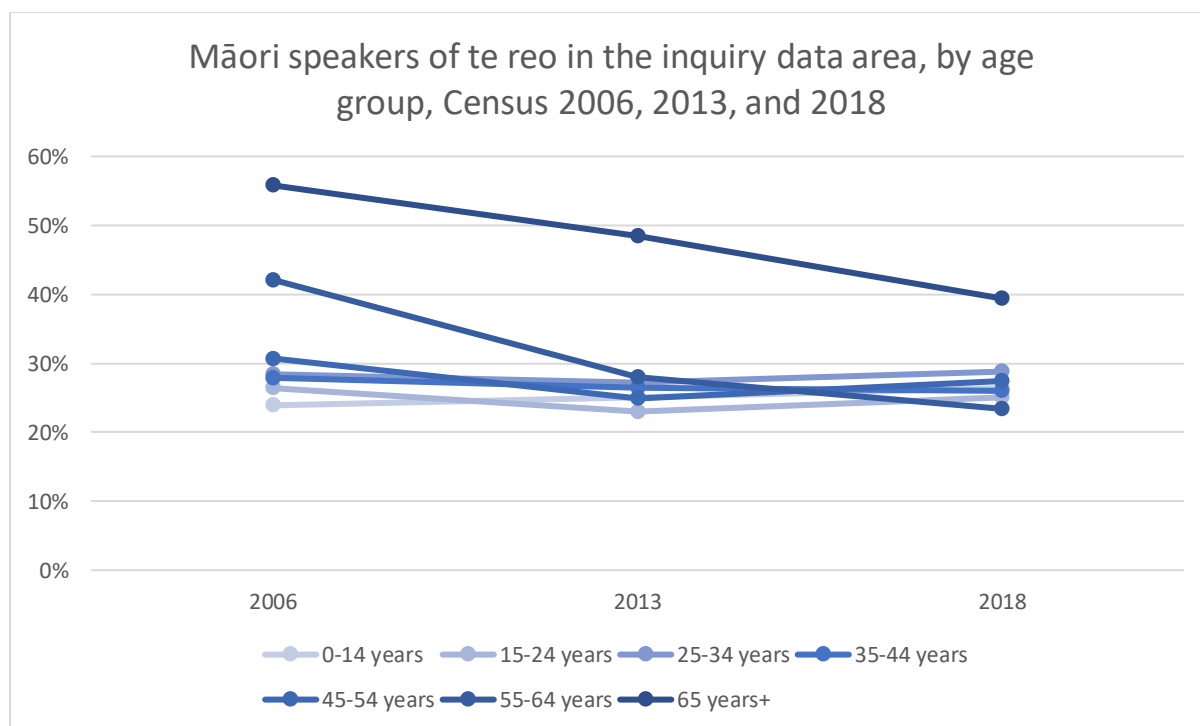
Te reo Māori speakers by age group

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.⁴⁹¹ 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 two 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

⁴⁹¹ 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.

decline of 29 percent (from 55.8 percent to 39.4 percent able to speak te reo).⁴⁹² This is illustrated in **Figure 4.19** below, which shows the rapid decline amongst the highest speaking groups between 2006 and 2018.

Figure 4.19: Māori speakers of te reo in the inquiry data area, by age group, Census 2006, 2013, and 2018



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

The precise figures for all data shown in **Figures 4.1-4.19** are listed in tables in **Appendix C**.

Barriers to te reo revitalisation

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 Kaitāia (the largest town in the anticipated inquiry district).⁴⁹³ Interviews with te reo leaders

⁴⁹² Derived from customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁴⁹³ 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

and whānau in Kaitiāia identified a variety of barriers to the growth of te reo Māori and te reo ā-iwi in the area. These barriers 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
- 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.⁴⁹⁴ Other community te reo leaders in Te Tai Tokerau 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.⁴⁹⁵

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 for Māori in Te Tai Tokerau (the region in which the anticipated inquiry district is located) 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 Muriwhenua Māori. 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.⁴⁹⁶

These targeted programmes have been supplemented by broader national Crown strategies. The Government launched its first Māori Education Strategy in 1999 and redeveloped it later in 2008 into

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-Kaitiāia-English.pdf>, accessed 3 August 2022.

⁴⁹⁴ Nicola Bright, Maraea Hunia, Basil Keane, Jenny Lee-Morgan, Eruera Morgan, Rachel Felgate, and Cathy Wylie, *Te Ahu o te Reo Kaitiāia Community Report: He Pūrongo mō Kaitiāia*, 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-Kaitiāia-English.pdf>, accessed 3 August 2022, p 24.

⁴⁹⁵ 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.

⁴⁹⁶ For additional details on some further programmes implemented within the broader Te Tai Tokerau area see Kim Shannon, 'Brief of evidence of the Ministry of Education', 9 November 2016 (Wai 1040, #Z5).

what is now known as 'Ka Hikitia'.⁴⁹⁷ The Government has also implemented strategies for Māori language in education, including Te Rautaki Reo Māori in 2003 and Tau mai Te Reo in 2013, and legislation for te reo Māori revitalisation, including Te Ture mō Te Reo Māori 2016.⁴⁹⁸ These national policies are not discussed in detail in this chapter as they fall out of scope of this research project.

The following examines three government programmes implemented to lift educational achievement for Māori in Te Tai Tokerau. These are: Te Pūtahitanga Mātauranga (established 1999 and no longer running); Engaging Taitamariki in Learning (which ran between 2008 and 2013); and Te Kotahitanga (which ran between 2002 and 2013). 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.⁴⁹⁹ These are primarily administered by Te Mātāwai (and formerly by Te Taura Whiri i te Reo Māori). Te Puni Kōkiri – the Ministry for Māori Development and the Department of Internal Affairs – Te Tari Taiwhenua also provide funding for te reo Māori programmes and activities, and Te Māngai Pāho – the Māori Broadcast Funding Agency provides funding for iwi radio stations.

Research undertaken for this section has found little evidence of sustained Crown interventions and partnerships with Muriwhenua Māori to lift educational achievements, particularly because programmes and funding sources were difficult to track and tended to change frequently (or disappear

⁴⁹⁷ Ministry of Education, Te Tāhuhu o te Mātauranga, 'First Māori Education Strategy', Ministry of Education, last reviewed July 2021, available: <https://www.education.govt.nz/our-work/overall-strategies-and-policies/ka-hikitia-ka-hapaitia/ka-hikitia-history/first-maori-education-strategy/>, accessed 14 January 2023. Also see: Ministry of Education, Te Tāhuhu o te Mātauranga. *Māori Education Strategy*. Wellington: Ministry of Education, 2005; Ministry of Education, Te Tāhuhu o te Mātauranga. *Ka Hikitia: Managing for Success 2008-2012*, Ministry of Education, updated 2009, available: <https://www.education.govt.nz/assets/Documents/Ministry/Strategies-and-policies/Ka-Hikitia/KaHikitia2009PartOne.pdf>, accessed 30 May 2022; Ministry of Education, Te Tāhuhu o te Mātauranga. *Ka Hikitia: Accelerating Success 2013-2017*, Ministry of Education, 2013, available: <https://www.education.govt.nz/assets/Documents/Ministry/Strategies-and-policies/Ka-Hikitia/KaHikitiaAcceleratingSuccessEnglish.pdf>, accessed 14 January 2023; Ministry of Education, Te Tāhuhu o te Mātauranga, 'Ka Hikitia - Ka Hāpaitia: The Māori Education Strategy (English)', Ministry of Education, last reviewed 21 July 2021, available: <https://www.education.govt.nz/our-work/overall-strategies-and-policies/ka-hikitia-ka-hapaitia/ka-hikitia-ka-hapaitia-the-maori-education-strategy/>, accessed 30 May 2022.

⁴⁹⁸ See: Te Puni Kōkiri and Te Taura Whiri i Te Reo Māori, Māori Language Commission, *Te Rautaki Reo Māori: The Māori Language Strategy*, Ministry of Māori Development, 2003, available: <https://www.tpk.govt.nz/documents/download/documents-178/tpk-maorilangstrat-2003.pdf>, accessed 30 May 2022; 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.

⁴⁹⁹ 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: <https://www.tematawai.maori.nz/assets/Corporate-Documents/Maihi-Maori-A4-Printable-English.pdf>, accessed 11 August 2022.

altogether). It also remains unclear what the impact of Crown investments have had, or will have, on educational outcomes for Muriwhenua Māori due to a lack of consistent and robust reporting and evaluation. Where evaluations have been undertaken, they show evidence of some successful outcomes, but also demonstrate a lack of sustained Crown engagement with iwi, hapū, and/or localised Māori groups, and limited Māori capacity to effectively engage in the co-design and implementation of education programmes and te reo revitalisation.

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.⁵⁰⁰ 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.⁵⁰¹

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.⁵⁰² This included developing curriculum guidelines, supporting Māori Board of Trustee

⁵⁰⁰ 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.

⁵⁰¹ 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.

⁵⁰² 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.

members, developing community te reo Māori language plans, and facilitating professional development for teachers.⁵⁰³

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.⁵⁰⁴

Overall, the evaluation found there were some tensions in the partnership but that it was ‘forecasting a positive future’.⁵⁰⁵ 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.⁵⁰⁶

⁵⁰³ 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; 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.

⁵⁰⁴ 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.

⁵⁰⁵ 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.

⁵⁰⁶ 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.

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. The 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’. In one 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 Māori access to education.⁵⁰⁷

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,⁵⁰⁸ 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’.⁵⁰⁹

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’.⁵¹⁰ The Ministry of Education was unable to provide a copy of the report or identify any other more recent evaluations.⁵¹¹ Other researchers have been similarly stymied by the unavailability of records regarding this partnership. In response to post-hearing questions on their research report

⁵⁰⁷ 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, pp xii-xiv.

⁵⁰⁸ Hokianga sits outside of the anticipated inquiry district.

⁵⁰⁹ 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.

⁵¹⁰ 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.

⁵¹¹ 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.

for Te Paparahi o Te Raki Stage 2 Inquiry (Wai 1040), Armstrong, O'Malley, and Stirling stated that they could not locate any information regarding recent activities by either Te Reo o Te Taitokerau or Te Pūtahitanga Mātauranga.⁵¹²

4.3.2 Engaging Taitamariki in Learning, 2008

Engaging Taitamariki in Learning was a collaboration between the Crown (led by Te Puni Kōkiri), iwi, schools, and community groups, aimed at improving educational outcomes for Māori students in Te Tai Tokerau.⁵¹³ 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 Taitamariki students in Year 12 in all Te Tai Tokerau schools by 2013.⁵¹⁴ 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 did not provide a response.

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 between 2002 and 2013 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.⁵¹⁵ Te Kotahitanga began with

⁵¹² Armstrong, O' Malley and Stirling, 'Northland Language, Culture and Education Part Two: Wāhi Tapu, Taonga and Te Reo Māori: Response to post-hearing questions in Te Paparahi o Te Raki Stage 2 Inquiry', 12 August 2015 (Wai 1040, #A014(f)), p 28.

⁵¹³ 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; Northland Regional Council, Te Kaunihera ā Rohe o Te Tai Tokerau, *Northland Community Plan 2009-2019*, Northland Regional Council, 2009, available: <https://www.nrc.govt.nz/media/rhupueOf/communityplancompletevolume1.pdf>, accessed 8 August 2022.

⁵¹⁴ 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.

⁵¹⁵ Ministry of Education, Te Tāhuhu o te Mātauranga, *Ngā Haeata Mātauranga 2008/09, Young People Engaged in Learning*, 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

eleven teachers in four schools, training them 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.⁵¹⁶ 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'.⁵¹⁷

By 2007, Te Kotahitanga involved 33 schools in Te Tai Tokerau, Tāmaki Makaurau (Auckland), Waikato and Te Moana-a-Toi (Bay of Plenty), with approximately 2,100 teachers and 13,000 students involved.⁵¹⁸ 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.⁵¹⁹ Between 2009 and 2012, one further Far North school (Kaitiaki College) was added, along with 16 further schools in Tāmaki Makaurau (Auckland), Waikato, Te Tai Rāwhiti (the East Coast), and Te Moana-a-Toi (Bay of Plenty).⁵²⁰ 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

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.

⁵¹⁶ 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 Kotahitanga', 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.

⁵¹⁷ 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.

⁵¹⁸ Ministry of Education, Te Tāhuhu o te Mātauranga, *Ngā Haeata Mātauranga 2008/09, Young People Engaged in Learning*, 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.

⁵¹⁹ See Te Puni Kōkiri, *Annual Report of Te Puni Kōkiri for the Year Ended 30 June 2007*, Te Puni Kōkiri, 2007, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/annual-reports/tpk-annualreport-2007>, accessed 6 August 2022, p 34. The Ministry of Education were unable to clarify whether this occurred or not.

⁵²⁰ New Zealand Government, Te Kāwanatanga o Aotearoa, 'Raising achievement for more Māori learners', press release, New Zealand Government, 16 September 2009, available: <https://www.beehive.govt.nz>, accessed 30 May 2022; Ministry of Education, Te Tāhuhu o te Mātauranga, *Ngā Haeata Mātauranga 2008/09, Young People Engaged in Learning*, 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.

support these findings.⁵²¹ The final phase of the programme involved a total of 16 schools between 2010 and 2013.⁵²² In 2011, Te Kotahitanga was operating in nine secondary schools in Te Tai Tokerau.⁵²³ It is unclear how many of these were located within the anticipated inquiry district.⁵²⁴

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;
- A greater increase in the proportion of Year 11 Māori students achieving NCEA Level 1 compared with the comparison group;
- Improvement for retention of Māori Year 11 students;
- A higher proportion of Year 13 students gaining University Entrance; and
- An increase in the proportion of Māori students achieving NCEA level 2.⁵²⁵

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;

⁵²¹ New Zealand Government, Te Kāwanatanga o Aotearoa, '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.

⁵²² Adrienne Alton-Lee, *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.

⁵²³ Ministry of Education, Te Tāhuhu o te Mātauranga, feedback on draft report received 16 December 2022; 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.

⁵²⁴ The Ministry of Education was unable to provide this information.

⁵²⁵ 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*, Ministry of Education, 2007, available: http://www.educationcounts.govt.nz/__data/assets/pdf_file/0015/122514/Case-7-complete.pdf, accessed 20 February 2023, p 263; 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, accessed 19 November 2022; R. Bishop, M. Berryman, J. Wearmouth, M. Peter, and S. Clapham, *Te Kotahitanga: Maintaining, replicating and sustaining change. Final Report for Phase 3 and Phase 4 Schools: 2007-2010*, 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.⁵²⁶

Te Kotahitanga appears to have been replaced by another programme in 2014, Kia Eke Pānuku, which utilised the learning gained from previous Ministry of Education projects, particularly Te Kotahitanga. The programme aimed to enhance student success, focussing particularly on Māori achievement, and was rolled out in almost 100 secondary schools across the country, including Kaitaia College.⁵²⁷ Funding for the three-year period from 2013/14 to 2016/17 amounted to \$28,177,034.⁵²⁸

4.3.4 Te Taura Whiri i te Reo Māori – the Māori Language Commission 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.⁵²⁹ 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.⁵³⁰ Prior to 2016, this role was undertaken by Te Taura Whiri i te Reo Māori.⁵³¹

In 2018, Te Mātāwai commissioned research into revitalisation activities and Māori language resources that support these activities in homes and communities. 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

⁵²⁶ Adrienne Alton-Lee, *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.

⁵²⁷ Kia Eke Panuku, 'About Kia Eke Panuku: The Response', Kia Eke Panuku [not dated], available: <https://kep.org.nz/about>, accessed: 19 January 2023; Kim Shannon and Hira Gage, 'Answers to questions in writing for Kim Shannon and Hira Gage on behalf of the Ministry of Education', 27 February 2017, (Wai 1040, #Z5(d)), p 11-12.

⁵²⁸ Kim Shannon and Hira Gage, 'Answers to questions in writing for Kim Shannon and Hira Gage on behalf of the Ministry of Education', (Wai 1040, #Z5(d)), 27 February 2017, p 11-12.

⁵²⁹ Te Ture mō Te Reo Māori 2016 (the Māori Language Act 2016), s 17.

⁵³⁰ 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.

⁵³¹ Nicola Bright, Elliot Lawes, Basil Keane, and Sheridan McKinley, *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.

Karauna, the Crown's Strategy for Language Revitalisation 2019-2023, and Mahihi Māori 2017-2040, the Māori language strategy developed by and for iwi, Māori, and Māori language communities.⁵³²

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.⁵³³

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.⁵³⁴

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.⁵³⁵ It provides financial assistance to iwi, hapū, marae, whānau, and Māori organisations already working on te reo revitalisation programmes, projects, and events.⁵³⁶ 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.⁵³⁷

The objectives of the fund are to:

- *Increase the number of Māori able to speak Māori to some extent;*

⁵³² Nicola Bright, Elliot Lawes, Basil Keane, and Sheridan McKinley, *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.

⁵³³ 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.

⁵³⁴ Nicola Bright, Elliot Lawes, Basil Keane, and Sheridan McKinley, *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.

⁵³⁵ New Zealand Government, Te Kāwanatanga o Aotearoa, '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.

⁵³⁶ 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.

⁵³⁷ 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.

- 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.⁵³⁸

Some examples of projects it has contributed to include reo wānanga, production of te reo resources, and the development of te reo software.⁵³⁹

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. 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.⁵⁴⁰

The Mā Te Reo fund was allocated \$15 million, which was then dispersed by Te Taura Whiri i Te Reo Māori ‘at a rate of \$1.8 million per annum’.⁵⁴¹ 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. This is shown in **Figure 4.20** below.

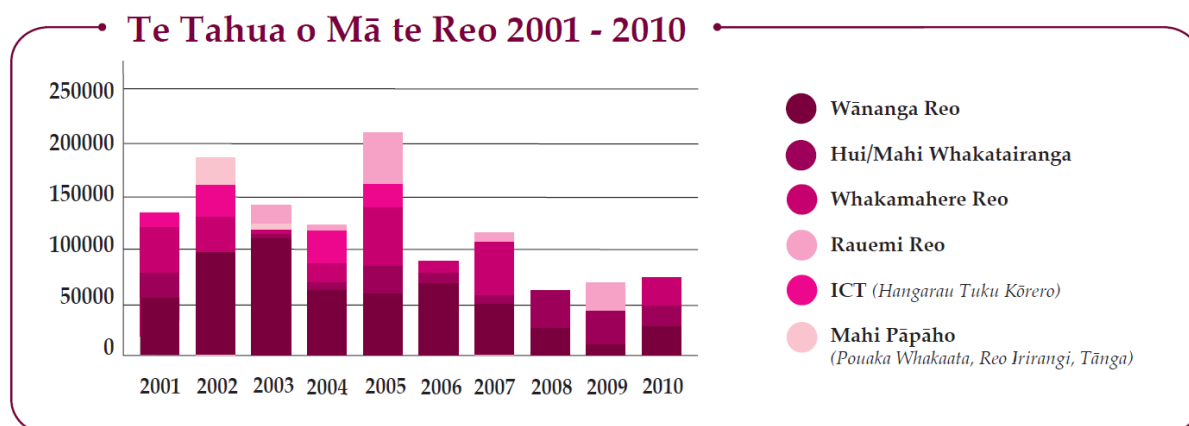
⁵³⁸ Te Taura Whiri i te Reo Māori, Māori Language Commission, *Te Tai Tokerau Mā He Pārongo Poto, Te Reo Fact Sheet 2011*, Te Taura Whiri i te Reo Māori [not dated], available: https://img.scoop.co.nz/media/pdfs/1107/MTR_Fact_Sheet_2011_Te_Tai_Tokerau_d10.pdf, accessed 5 August 2022, p 1.

⁵³⁹ New Zealand Government, Te Kāwanatanga o Aotearoa, '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.

⁵⁴⁰ 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 [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 1-4.

⁵⁴¹ AATEA Solutions, *Mā Te Reo Outcomes Evaluation Part Two Report*, prepared by AATEA Solutions for Te Taura Whiri I Te Reo Māori, 30 August 2008, np.

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 [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.

Between 2010 and 2016 the fund provided just over \$1 million for revitalisation projects in Te Tai Tokerau. This is shown in **Figure 4.21** below.

Figure 4.21: Te Matāuru (Mā te reo) funding provided by Te Taura Whiri i te Reo Māori to Te Tai Tokerau, 2010-2016

Round	Year	Region	Executed Amount
Round 10	2010	Te tai Tokerau	\$72,561.00
Round 11	2011	Te tai Tokerau	\$141,932.00
Round 12	2012	Te tai Tokerau	\$156,735.00
Round 13	2013	Te tai Tokerau	\$98,713.00
Round 14	2014	Te tai Tokerau	\$214,367.00
Round 15	2015	Te tai Tokerau	\$179,170.00
Round 16	2016	Te tai Tokerau	\$140,470.00

Source: Te Taura Whiri i te Reo Māori, Māori Language Commission, email communication received 29 August 2022.

Note: The 'Executed Amount' refers to the total contracted amount for the region in that funding year.

Alongside Mā te reo, Te Taura Whiri i te Reo Māori also provided the following funding to Te Tai Tokerau:

- **Community Based Language Initiative:** In October 2015 this fund of \$3.5 million approved 36 applications for funding. Three of these, worth \$578,742, were awarded in Te Tai Tokerau. In the year 2016/2017 these agreements were carried out.
- **Whānau Community Planning Initiative:** In this year 2017/2018 this one-off fund was offered to 14 iwi providers, including one provider in Te Tai Tokerau, which received \$150,000 to deliver a minimum of three two-day wānanga reo, twenty reo Māori classes, and conduct research to create a marae language profile.⁵⁴²

Te Matāuru's investment model was independently evaluated in 2020. As discussed earlier, the investment model aims to facilitate community-level decision-making by allocating funds directly to kāhui, or clusters (which represent iwi and regional groupings and 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.⁵⁴³

Some issues identified by Te Tai Tokerau kāhui included:

- 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

⁵⁴² Te Taura Whiri i te Reo Māori, Māori Language Commission, email communication received 29 August 2022.

⁵⁴³ 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.

- Some people found the application process difficult, particularly those without prior experience and lower digital literacy.⁵⁴⁴

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.⁵⁴⁵ 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).⁵⁴⁶

4.3.6 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. The Department of Internal Affairs, 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. Te 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**.⁵⁴⁷

⁵⁴⁴ 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.

⁵⁴⁵ 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.

⁵⁴⁶ 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.

⁵⁴⁷ Nicola Bright, Elliot Lawes, Basil Keane, and Sheridan McKinley, *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, pp 67, 73.

Table 4.1: Funding provided by Te 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 McKinley, *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 investments 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 in Te Tai Tokerau appear to still be running.⁵⁴⁸ 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.⁵⁴⁹

⁵⁴⁸ As outlined in the Introduction to this report, Te Puni Kōkiri were not forthcoming with information during the research process.

⁵⁴⁹ For example, see: 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*, Ministry of Education, 2007, available: http://www.educationcounts.govt.nz/__data/assets/pdf_file/0015/122514/Case-7-complete.pdf, accessed 20 February 2023, p 263; 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, accessed 19 November 2022; R. Bishop, M. Berryman, J. Wearmouth, M. Peter, and S. Clapham, *Te Kotahitanga: Maintaining, replicating and sustaining change. Final Report for Phase 3 and Phase 4 Schools: 2007–2010*, Ministry of Education, 2011, available: http://www.educationcounts.govt.nz/__data/assets/pdf_file/0007/105838/988_TeKotahitanga.pdf, accessed

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 contributed to the strengthening of te reo Māori me ona tikanga within iwi, hapū, and whānau, and providing communities with autonomy over te reo revitalisation in their area.⁵⁵⁰

However, research discussed in this chapter has highlighted a lack of resourcing for Māori to properly participate in lifting educational and te reo outcomes in their communities. Community te reo leaders in Te Tai Tokerau have expressed the complex circumstances experienced by whānau living in the region 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.⁵⁵¹ Other researchers have also highlighted that resourcing for community-based initiatives through funds such as Mā Te Reo have been minimal, and that the Crown has consistently lagged behind Māori-led initiatives to revitalise the language.⁵⁵² As an example, an independent evaluation of Te Pūtahitanga Mātauranga found iwi representatives felt the partnership had given them ‘minimal’ benefits in terms of improving their capacity to participate in improving Māori education in their communities.⁵⁵³ Te Tai Tokerau community members have also reported difficulties accessing

19 November 2022; and Adrienne Alton-Lee, *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.

⁵⁵⁰ See: 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; 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 [not dated], available: https://img.scoop.co.nz/media/pdfs/1107/MTR_Fact_Sheet_2011_Te_Tai_Tokerau_d10.pdf, accessed 5 August 2022.

⁵⁵¹ 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.

⁵⁵² Armstrong, O’ Malley and Stirling, ‘Northland Language, Culture and Education Part Two: Wāhi Tapu, Taonga and Te Reo Māori: Response to Tribunal statement of issues in Te Paparahi o Te Raki Stage 2 Inquiry’, 28 April 2015, (Wai 1040 #A014(c)), p 12; Armstrong, O’ Malley and Stirling, ‘Northland Language, Culture and Education Part Two: Wāhi Tapu, Taonga and Te Reo Māori: Response to post-hearing questions in Te Paparahi o Te Raki Stage 2 Inquiry’, 12 August 2015, (Wai 1040, #A014(f)), p 51.

⁵⁵³ 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.

available funding due to complex application processes, particularly for those without prior experience and lower digital literacy.⁵⁵⁴

As has been identified in previous chapters, this significantly impacts the ability of Māori to participate as equals in the design and delivery of solutions to social issues. Research undertaken for this chapter found little evidence throughout the 2002 to 2020 period of sustained Crown interventions and partnerships with Muriwhenua Māori. As an example, early findings of an evaluation of Te Pūtahitanga Mātauranga 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. The 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’.⁵⁵⁵ 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 (between the Crown, iwi, schools, and community groups) was brief, only operating between 2008 and 2013.⁵⁵⁶

As has been identified in other chapters, there is a clear need for further (or different) investment in education and te reo outcomes for Muriwhenua Māori. 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

⁵⁵⁴ Pounamu Jade Aikman, *Te Rautoki ā-Toi: Toiuru Report, Te Taitokerau*, Te Whare Wānanga o Awanuiārangī 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.

⁵⁵⁵ 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.

⁵⁵⁶ See Northland Regional Council, Te Kaunihera ā Rohe o Te Tai Tokerau, *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.

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 decrease in te reo speakers among older generations, which outweighs the smaller increase seen among 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.⁵⁵⁷

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 achievement successes among their students, some of which are higher national averages.⁵⁵⁸ The Far North Māori population has also increased significantly over this period so an increase in the number of Māori-medium schools does not necessarily mean an increase in the availability of Māori-medium education for Māori learners. As with the rest of the country, enrolments in kōhanga reo in the Far North District have continued to decrease since the Waitangi Tribunal reported in 2013.⁵⁵⁹ As a 'key platform' for the retention and transmission of te reo me ngā tikanga Māori, it is likely this will have

⁵⁵⁷ 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.

⁵⁵⁸ See Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022.

⁵⁵⁹ See Waitangi Tribunal, *Matuia Rautia: The Report on the Kōhanga Reo Claim* (Lower Hutt: Legislation Direct, 2013).

an impact on Māori-medium primary and secondary school enrolments, and the health of te reo Māori more generally, in the future.⁵⁶⁰

⁵⁶⁰ 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 Muriwhenua Māori 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’.⁵⁶¹

More recent data show housing remains a major social issue for Māori living in the anticipated inquiry district and in fact experience 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 on the waiting list for public 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 – Te Manatū Whakahiato Ora Housing Register, including:

- The cost of rent;
- Homeownership rates;
- Household crowding;
- Demand for public 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 Te Tai Tokerau and, where possible, in the anticipated inquiry district. It also considers the extent to which the Crown has engaged with local Māori on these issues. Between 2002 and 2020, several national Crown funds and programmes targeted housing issues for Māori in particular regions, including in Te Tai Tokerau. These included:

⁵⁶¹ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8), p 19.

- 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; the Rural Housing Programme, which ran between 2001 and 2011; and the Kāinga Whenua Loan Scheme, established in 2010;
- Funding from the Ministry of Housing and Urban Development – Te Tūāpapa Kura Kāinga, including the Housing First programme, launched in 2017.

These region-specific programmes are underpinned by national Māori housing strategies, which 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), including commissioned research covering: Māori homeownership between 1991 and 2021; Māori in the private rental market between 1991 and 2021; housing on Māori land between 1870 and 2021; and social housing and special housing needs for Māori between 1991 and 2021.⁵⁶²

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 Crown investments and programmes have been undertaken, research shows successes have been accompanied by regulatory barriers and delays for Māori organisations, a lack of shared decision-making between Māori and the Crown in the design and delivery of housing solutions, and persistent and, in some measures worsening, housing issues for Māori in the area.

⁵⁶² See: Judge C T Coxhead, memorandum-directions of Judge C T Coxhead commissioning research, 22 November 2021 (Wai 2750, #2.3.2); Judge C T Coxhead, memorandum-directions of Judge C T Coxhead commissioning research, 19 January 2022 (Wai 2750, #2.3.3); Judge C T Coxhead, memorandum-directions of Judge C T Coxhead commissioning research, 1 February 2022 (Wai 2750, #2.3.4); and Judge C T Coxhead, memorandum-directions of Judge C T Coxhead commissioning research, 24 May 2022 (Wai 2750, #2.3.6).

5.1.2 Overview of claims relating to housing

Renewed Muriwhenua Land 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.⁵⁶³ 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.⁵⁶⁴ 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.⁵⁶⁵ More broadly, claimants point to the loss of generational wealth and general health associated with land loss and housing insecurity.⁵⁶⁶ Claimants argue that contemporary government housing policies have been developed without engagement with Māori or a sustained commitment to remedying key housing issues.⁵⁶⁷

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 area.⁵⁶⁸

5.1.3 Recent Waitangi Tribunal findings on housing issues

The Waitangi Tribunal has previously found that 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

⁵⁶³ 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).

⁵⁶⁴ 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).

⁵⁶⁵ For example, see: amended statement of claim, Wai 1670, #1.1.1(c); and amended statement of claim, Wai 1886, #1.1.1(b).

⁵⁶⁶ 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).

⁵⁶⁷ 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).

⁵⁶⁸ Personal communication received 2 November 2022.

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.⁵⁶⁹

In *He Whiritaunoka: The Whanganui Land Report*, published in 2015, the Waitangi Tribunal found that 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’.⁵⁷⁰

In *Te Urewera*, published in 2017, the Waitangi Tribunal found that 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 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’.⁵⁷¹

5.2 Housing trends 2002-2020

5.2.1 Cost of rent in the inquiry data area

The average (mean) weekly household rent in the inquiry data area increased from \$160 per week to \$220 per week between 2006 and 2018 (an increase of 38 percent).⁵⁷² The average weekly household rent across Aotearoa is higher and 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).⁵⁷³ 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.

⁵⁶⁹ Waitangi Tribunal, *Tauranga Moana 1886-2006: Report on the Post-Raupatu Claims*, 2 vols (Wellington: Legislation Direct, 2010), vol 2, pp 813, 815.

⁵⁷⁰ Waitangi Tribunal, *He Whiritaunoka: The Whanganui Land Report*, 3 vols (Lower Hutt: Legislation Direct, 2015), vol 3, pp 1172, 1176.

⁵⁷¹ Waitangi Tribunal, *Te Urewera*, 8 vols (Lower Hutt: Legislation Direct, 2017), vol 8, p 3785.

⁵⁷² Figures are not adjusted for inflation.

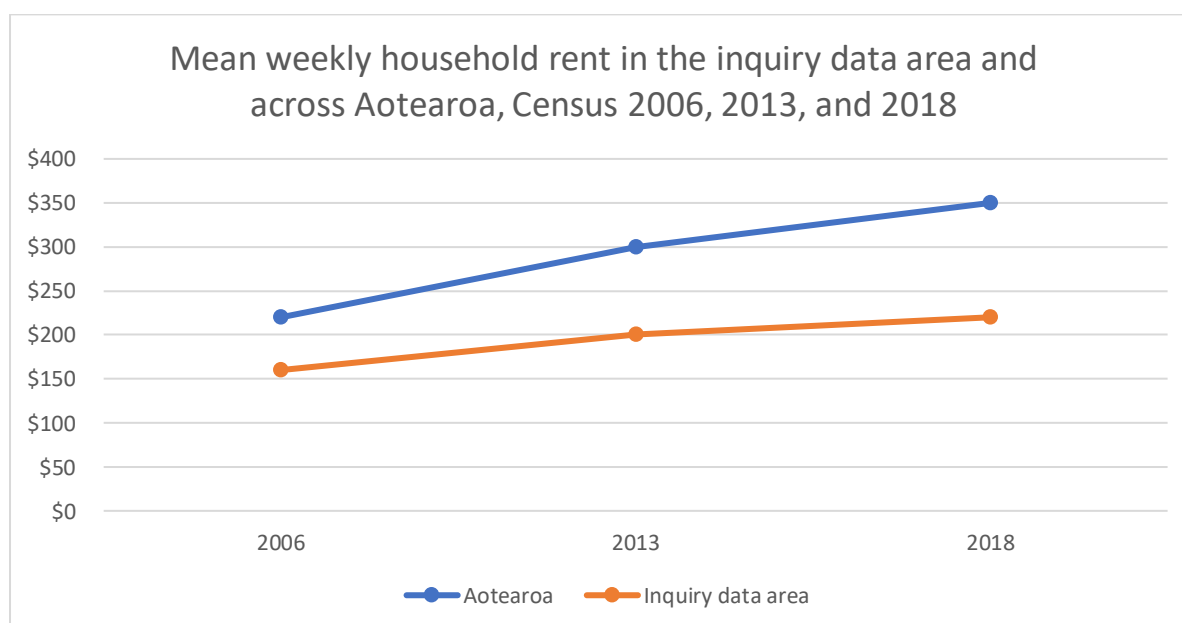
⁵⁷³ Derived from customised data provided by Stats NZ, Tautauranga Aotearoa between 28 September and 6 October 2022.

Table 5.1: Mean (average) and median (middle) weekly household rent in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018 (in NZD)

	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, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 5.1: Mean weekly household rent in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018 (in NZD)



Source: Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, 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). 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.⁵⁷⁴

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).⁵⁷⁵

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 (engaged in either part-time or full-time work).⁵⁷⁶ 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 have also not been adjusted for inflation.⁵⁷⁷

Table 5.2: Household annual rent as a percentage of an individual's annual income in the inquiry data area and across Aotearoa, 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%

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

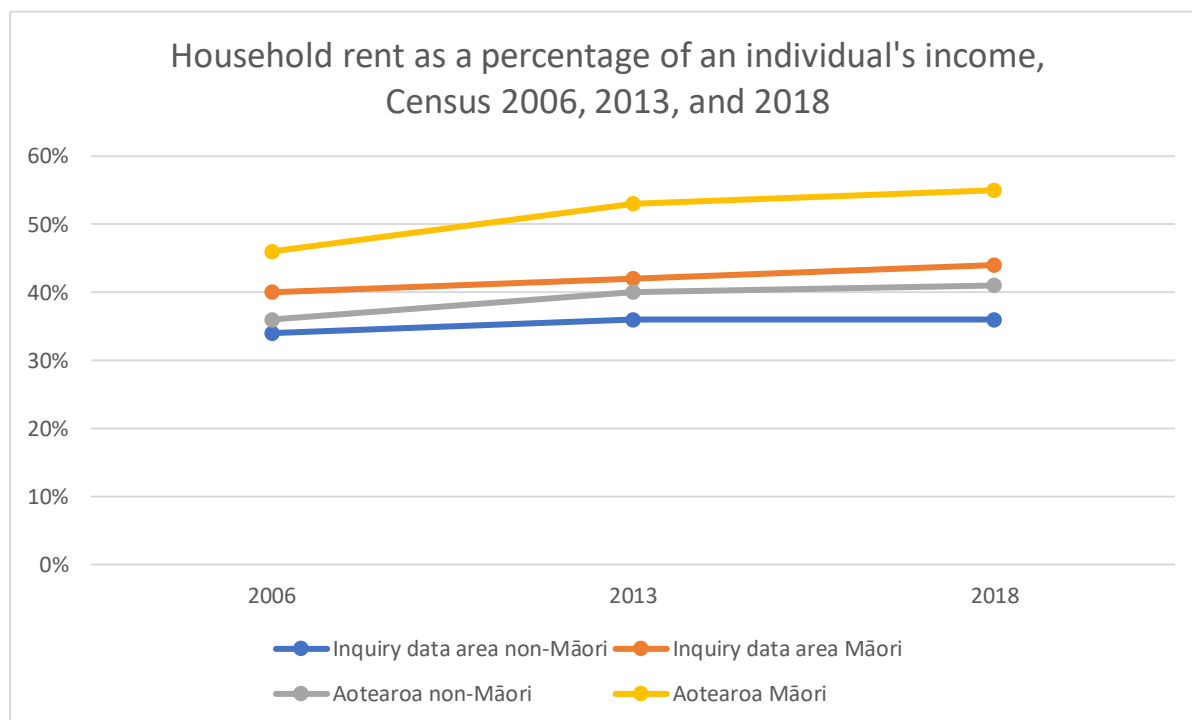
⁵⁷⁴ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁵⁷⁵ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁵⁷⁶ The average (mean) rent for the inquiry data area and for Aotearoa are single figures that are not broken down by ethnicity.

⁵⁷⁷ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

Figure 5.2: Household rent as a percentage of an individual's income in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018



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

5.2.2 Homeownership

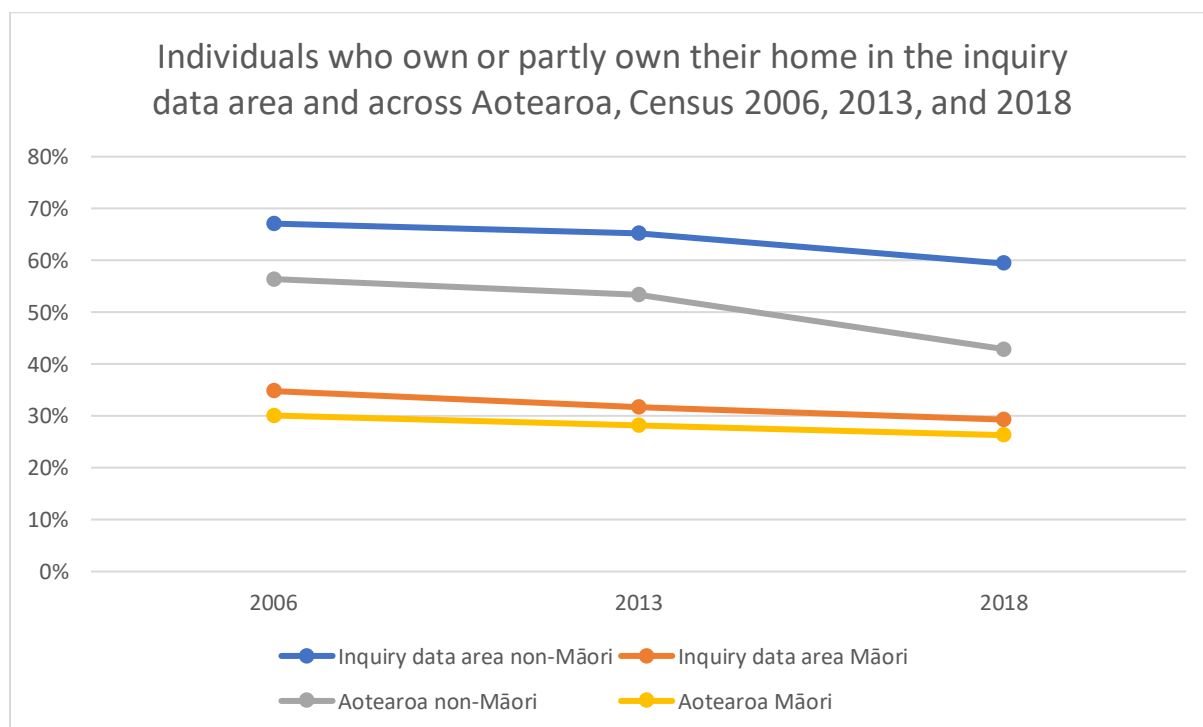
Census data shows the number of people who own their home (the house they usually reside in) has decreased between 2006 and 2018, both in the inquiry data area and nationally. While Māori and non-Māori living in the inquiry data area were more likely to own their home than the national population, Māori 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**. Figures are for individuals aged 15 years old and over 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 in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018



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

5.2.3 Household crowding

Stats NZ – Tatauranga Aotearoa 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.*⁵⁷⁸

Households assessed as needing one additional bedroom are considered 'crowded', while households assessed as needing two or more additional bedrooms are considered 'severely crowded'.⁵⁷⁹

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 data 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).⁵⁸⁰

Between 2006 and 2018, the proportion of Māori in the inquiry data area living in 'crowded' or 'severely crowded' homes remained fairly consistent 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.⁵⁸¹ This suggests conditions have not improved for Māori living in 'crowded' or severely crowded' homes between 2006 and 2018.

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.⁵⁸²

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

⁵⁷⁸ Australian Government, 'Canadian National Occupancy Standard', Metadata Online Registry [not dated], available: <https://meteor.aihw.gov.au/content/386254>, accessed 11 August 2022.

⁵⁷⁹ Derived from customised data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

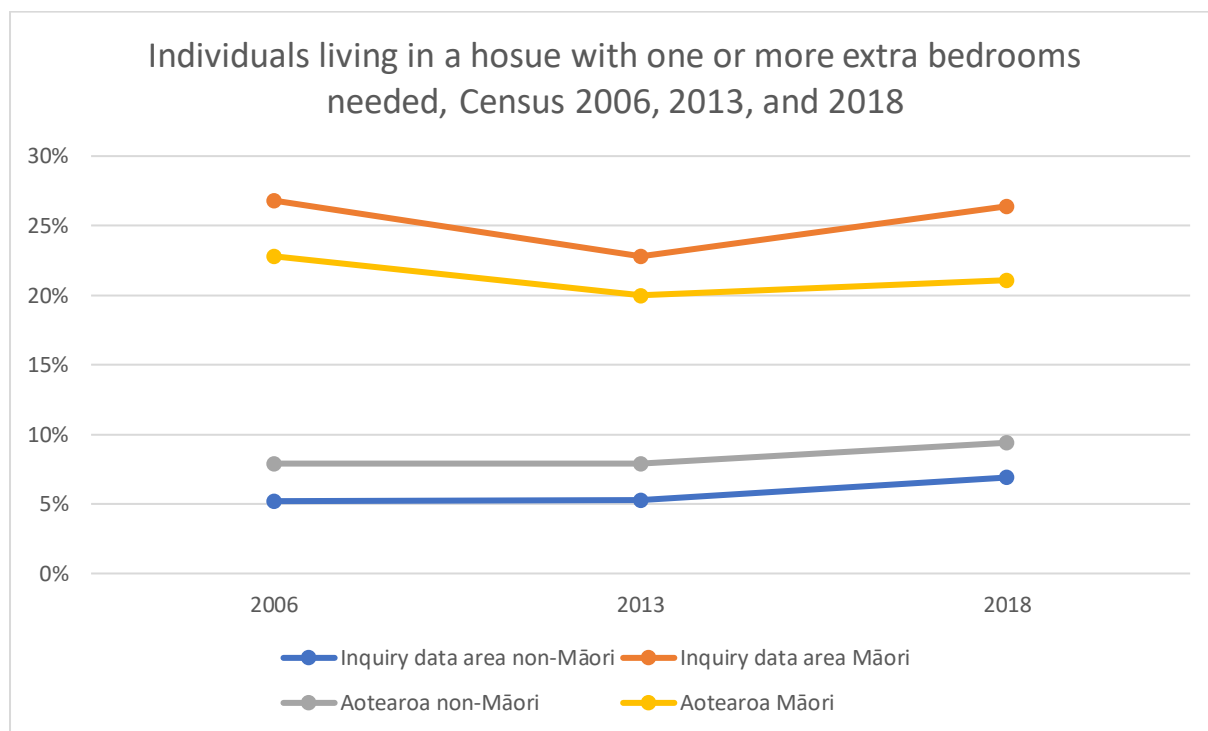
⁵⁸⁰ Derived from customised data provided by Stats NZ, Tauranga Aotearoa between 28 September and 6 October 2022.

⁵⁸¹ Derived from customised data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

⁵⁸² Derived from customised data provided by Stats NZ, Tauranga Aotearoa, between 28 September and 6 October 2022.

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).⁵⁸³ This is shown below in **Figure 5.4**.

Figure 5.4: Individuals living in a house with one or more extra bedrooms needed in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018



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

5.2.4 Demand for public housing as indicated by the New Zealand Housing Register

The Ministry of Social Development 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. Applicants are only placed on the public housing register when they are assessed as having urgent and/or serious need.⁵⁸⁴ The Ministry has highlighted that placement into public housing is limited by the number of public housing places becoming available (either through tenants moving out of public

⁵⁸³ Derived from customised data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁵⁸⁴ 'Urgent and/or serious need' is not defined by the Ministry of Social Development, and it is therefore not possible to determine whether those in 'crowded' or 'severley crowded' homes qualify for inclusion on the Register. Ministry of Social Development, Te Manatū Whakahiato Ora, feedback on draft report, received 16 December 2022.

housing or new housing supply being introduced).⁵⁸⁵ The Ministry of Social Development was able to provide figures for those on the Housing Register in the Far North District between 2015 and 2020 (shown in **Figure 5.5**). 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'.⁵⁸⁶ 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 2016 and 2017 at 1.0 percent.⁵⁸⁷ For reference, people living in the Far North District made up 1.4 percent of the Aotearoa population in 2018.⁵⁸⁸

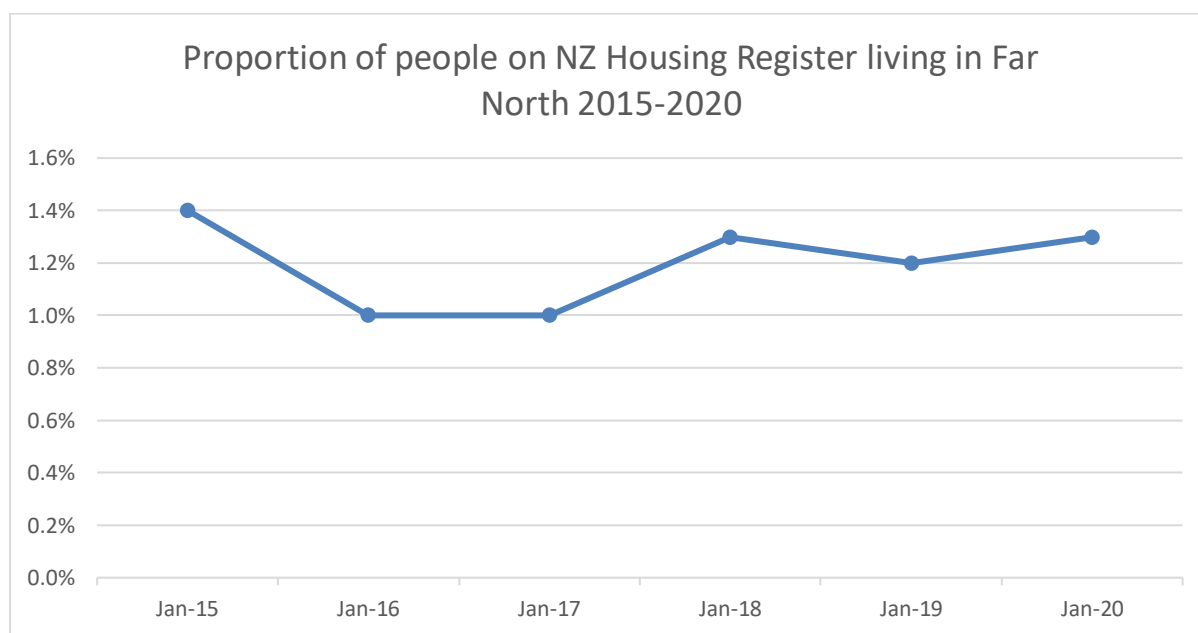
⁵⁸⁵ Ministry of Social Development, Te Manatū Whakahiato Ora, feedback on draft report, received 16 December 2022.

⁵⁸⁶ 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.

⁵⁸⁷ 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 by Ministry of Social Development on 4 July 2022.

⁵⁸⁸ 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 7 October 2022.

Figure 5.5: Proportion of people on NZ Housing Register living in Far North, 2015-2020

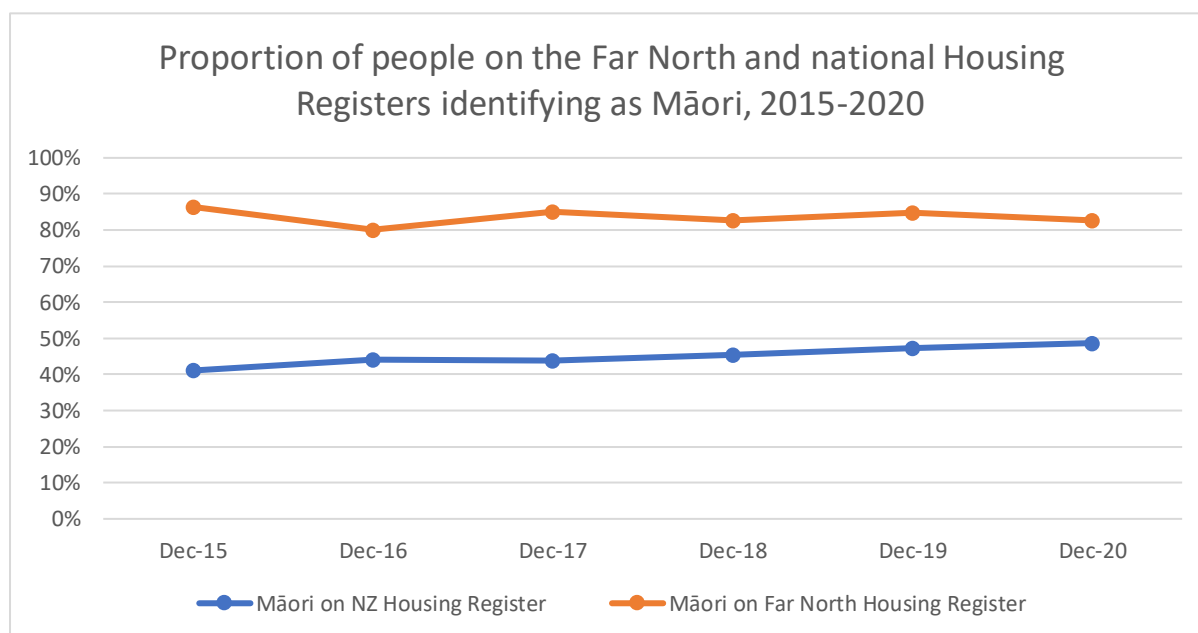


Source: Derived from customised data provided by the Ministry of Social Development, Te Manatū Whakahiato Ora, on 4 July 2022.

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), with the lowest proportion being 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).⁵⁸⁹

⁵⁸⁹ 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 by Ministry of Social Development on 4 July 2022.

Figure 5.6: Proportion of people on the Far North and national Housing Registers identifying as Māori, 2015-2020



Source: Derived from customised data provided by the Ministry of Social Development, Te Manatū Whakahiato Ora, 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.⁵⁹⁰

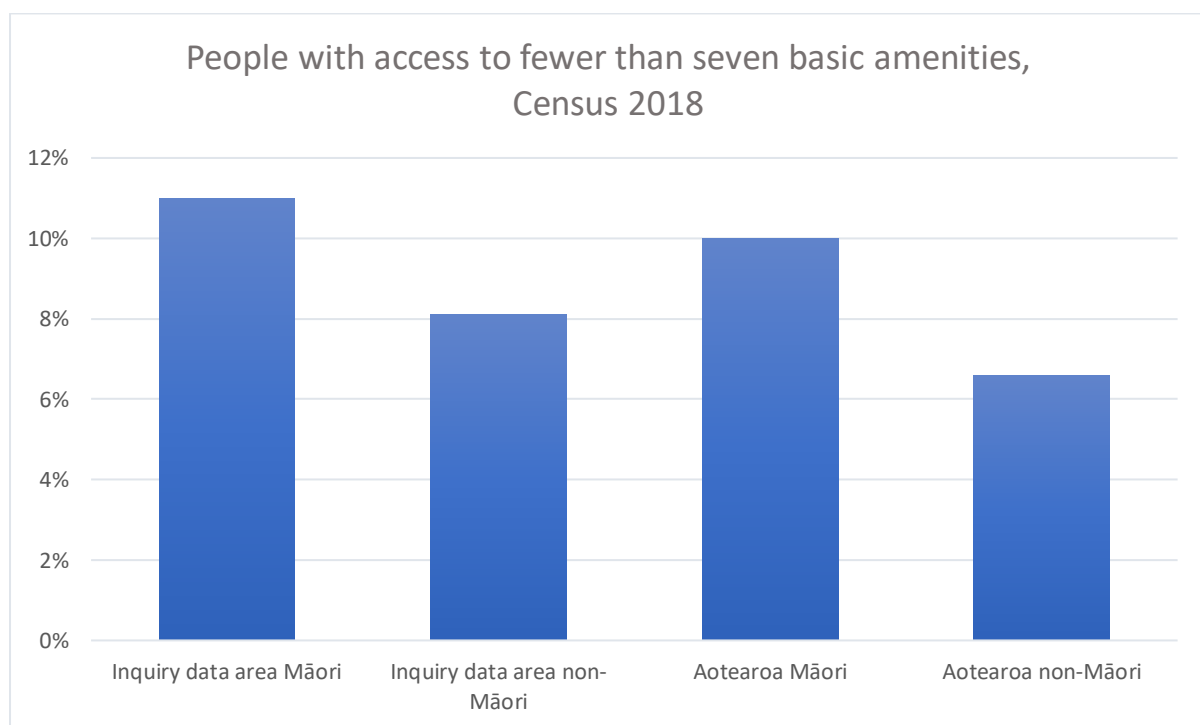
Māori in the inquiry data area reported that they were less likely to have access to all seven basic amenities than non-Māori living in the inquiry data area, the national Māori population, and the national non-Māori population. Māori living in the inquiry data area were 1.4 times more likely to have

⁵⁹⁰ Stats NZ, Tauranga 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.

access to fewer than seven basic amenities than non-Māori living in the inquiry data area (11.0 percent compared to 8.1 percent), and 1.7 times more 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 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: People with access to fewer than seven basic amenities in the inquiry data area and across Aotearoa, Census 2018 (as percentage)



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

The precise figures for all data shown in **Figures 5.1-5.7** are listed in tables in **Appendix C**.

5.3 Crown strategies to improve housing outcomes for Māori in Te Tai Tokerau 2002-2020

This section outlines major government support and funding to address housing issues for Māori in Te Tai Tokerau and, where possible, the anticipated inquiry district. It does not cover every source of

government support or funding, but rather focusses on specific initiatives that have likely impacted housing outcomes for Muriwhenua Māori. As explained in the **Introduction** to this report, most Crown strategies to address social issues in Muriwhenua target the larger Te Tai Tokerau region. Several national Crown programmes implemented during the period 2002 and 2020 have targeted specific regions, including Te Tai Tokerau. 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; the Rural Housing Programme, which ran between 2001 and 2011; and the Kāinga Whenua Loan Scheme, established in 2010; and
- 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 Kaitiāia 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 Kaitiāia.⁵⁹¹

These region-specific programmes are underpinned by national Māori housing strategies, which are not discussed in detail in this chapter as they fall outside the scope of this report and should be covered by 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.*⁵⁹²

⁵⁹¹ 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.

⁵⁹² Housing New Zealand Corporation, *Te Au Roa – Into the Future: Māori Strategic Plan 2007-2012*, Wellington: Housing New Zealand Corporation, 2007, p 36.

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 2025.⁵⁹³ This has now been superseded by Te Maihi o te Whare Māori – Māori and Iwi Housing Innovation (MAIHI), which sets out the Government’s national Māori 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 a 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.⁵⁹⁴

A key feature of undertaking research for this chapter has been the difficulty in tracking specific 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. Furthermore, as outlined in the **Introduction** to this report, Te Puni Kōkiri and the Ministry of Business, Innovation and Employment were not forthcoming with records and information throughout the research process. Government reporting on where 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 in the latter part of the period covered.

Where possible, this section evaluates the impact of these programmes on housing outcomes for Māori in Te Tai Tokerau and in the anticipated inquiry district, and assesses the extent to which Māori were included in the planning and roll-out of these government programmes. Where evaluations of Crown investments and programmes have been undertaken, research shows successes have been accompanied by regulatory barriers and delays for Māori organisations, a lack of shared decision-making between the Crown and Māori in the design and delivery of housing solutions, and persistent and, in some measures, worsening housing issues for Māori in the area, as described in the previous section. What also becomes clear from this overview is the disconnect between the Crown’s

⁵⁹³ 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.

⁵⁹⁴ Ministry of Housing and Urban Development, Te Tūāpapa Kura Kāinga, *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.

acknowledgement of severe and worsening housing deprivation affecting a high percentage of Māori in Te Tai Tokerau and the piecemeal provision of targeted government funding to resolve these issues.

5.3.1 Te Puni Kōkiri – Ministry of Māori Development 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 Muriwhenua in 2019 and appears to still be going.

Special Housing Action Zones, 2000

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.⁵⁹⁵ It is unclear how long the programme ran for, although the last record found of it operating was in 2015.⁵⁹⁶ The four targeted ‘zones’ were Tāmaki Makaurau (Auckland), Te Tai Rāwhiti (the East Coast), Te Moana-a-Toi (Bay of Plenty), and Te Tai Tokerau.⁵⁹⁷ Te Puni Kōkiri administered the fund and provided capacity support, while Housing New Zealand provided capital funding. \$21.6 million was allocated for a four-year pilot in six special housing action zones, which included Te Tai Tokerau.⁵⁹⁸

⁵⁹⁵ 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 11 November 2022, p 45; 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; 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.

⁵⁹⁶ 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.

⁵⁹⁷ 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.

⁵⁹⁸ DK Grennell and CJ Bunny, ‘Joint brief of evidence on behalf of Te Puni Kōkiri and the Ministry of Business, Innovation and Employment in Te Paparahi o Te Raki (Northland Inquiry)’, 7 November 2016, (Wai 1040, #Z3), p 6, para 23.

Additional loan finance was provided to the Housing Corporation New Zealand to fund the pilot, comprising \$2.135 million in 2000, \$3.900 million in 2001, \$5.8 million in 2002, and \$7 million in 2003.⁵⁹⁹ Records show that, following the pilot, the capacity-building fund was valued at approximately \$500,000 per annum for all Special Housing Action Zones,⁶⁰⁰ although Te Puni Kōkiri has stated in a brief of evidence for Te Paparahi o te Raki (Northland) Inquiry (Wai 1040) that the fund was valued at \$1.956 million per annum.⁶⁰¹ It is possible that the allocation increased after the establishment of the Māori Housing Network in 2015, discussed below. 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.⁶⁰² Te Puni Kōkiri stated that it took a community-based approach, built relationships with hapū, iwi, and Māori organisations, and supported these entities to access government resources that would 'assist them to develop their own sustainable solutions to housing'.⁶⁰³

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

⁵⁹⁹ DK Grennell and CJ Bunny, 'Joint brief of evidence on behalf of Te Puni Kōkiri and the Ministry of Business, Innovation and Employment in Te Paparahi o Te Raki (Northland Inquiry)', 7 November 2016, (Wai 1040, #Z3), p 6, para 23.

⁶⁰⁰ 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*, Te Puni Kōkiri, 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 36; 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.

⁶⁰¹ DK Grennell and CJ Bunny, 'Joint brief of evidence on behalf of Te Puni Kōkiri and the Ministry of Business, Innovation and Employment in Te Paparahi o Te Raki (Northland Inquiry)', 7 November 2016, (Wai 1040, #Z3), p 16, para 55.1.

⁶⁰² 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.

⁶⁰³ 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 11 November 2022, p 45.

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’.⁶⁰⁴ 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.⁶⁰⁵ 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’.⁶⁰⁶ 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.⁶⁰⁷

The Māori Housing Network, 2015

The 2011 Auditor-General’s Report on government planning and support for housing on Māori land (referenced earlier) 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 grow the Māori housing sector between 2014 and 2025.⁶⁰⁸ 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

⁶⁰⁴ 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.

⁶⁰⁵ 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.

⁶⁰⁶ 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.

⁶⁰⁷ 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.

⁶⁰⁸ 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.

Associate Minister of Housing, Tariana Turia, stated ‘Māori, more than any other New Zealanders are affected by overcrowding, substandard housing and low levels of homeownership. 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’.⁶⁰⁹

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.⁶¹⁰ The Ministry of Business, Innovation and Employment’s Kāinga Whenua Infrastructure Grant scheme and Māori Housing Fund were transferred to Te Puni Kōkiri’s Māori Housing Network.⁶¹¹

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. The total \$14 million for Te Tai Tokerau was broken down by the following funds:

- \$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.⁶¹²

⁶⁰⁹ Hon Tariana Turia, ‘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.

⁶¹⁰ Centre for Social Impact, *The Housing Landscape in Tāmaki Makaurau (Auckland) and Te Tai Tokerau (Northland): Challenges and Opportunities*, Centre for Social Impact, 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.

⁶¹¹ DK Grennell and CJ Bunny, ‘Joint brief of evidence on behalf of Te Puni Kōkiri and the Ministry of Business, Innovation and Employment in Te Paparahi o Te Raki (Northland Inquiry)’, 7 November 2016, (Wai 1040, #Z3), p 14, para 50.

⁶¹² 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:

In all categories other than emergency housing, Te Tai Tokerau received more funding than any other region.⁶¹³ It appears that \$290,000 was provided for two projects in the anticipated inquiry district in the year 2015/16. 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.⁶¹⁴

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.⁶¹⁵

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 63.⁶¹⁶ 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 the cost of building 63 affordable houses (including rental homes owned by Māori collectives) and ‘supported housing infrastructure for 176 new homes.’⁶¹⁷

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’.⁶¹⁸ It is likely this

<https://www.tpk.govt.nz/en/o-matou-mohiotanga/housing/impact-evaluation-of-the-maori-housing-network>, accessed 10 October 2022, pp 3, 7, 10, 15, 20, 24.

⁶¹³ 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.

⁶¹⁴ 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.

⁶¹⁵ 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.

⁶¹⁶ Winston Peters, ‘Budget Debate’, 25 May 2017 in *New Zealand Parliamentary Debates*, vol 722, p 18145, available: https://www.parliament.nz/resource/en-NZ/HansD_20170525_20170525/c30a951a22593f7ddcdefaaad79c79269124ce46, accessed 9 August 2022.

⁶¹⁷ Te Ururoa Flavell, ‘Homeownership, Māori and Pasifika’, 4 July 2017 in *New Zealand Parliamentary Debates*, vol 723, p 19175, available: <https://www.parliament.nz/en/pb/hansard-debates/rhr/>, accessed 9 August 2022.

⁶¹⁸ 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*, Te Puni Kōkiri, 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.

was Māhimaru Marae, a Ngāi Takoto 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.⁶¹⁹

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.⁶²⁰ 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.⁶²¹

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. 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.⁶²²

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 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).

⁶¹⁹ 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 7 November 2022, pp 1-2.

⁶²⁰ Amy Diamond, 'Māori Housing Network', in *Parity*, 1 December 2019, p 62.

⁶²¹ 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, pp 39-40.

⁶²² 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.

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.⁶²³ 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 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.⁶²⁴

⁶²³ Dr Lily George, Dr Sunitha Gowda, and Khan Buchwald, 'Kāinga Kore - Homelessness in Te Tai Tokerau: An Overview', in *Ngā Tai Ora Public Health Northland*, March 2021, <https://www.northlanddoh.org.nz/assets/Publications/Homelessness-report-Kainga-kore.pdf>, accessed 8 June 2022, p 45.

⁶²⁴ Kelvin Davis, 'Estimates Debate', 9 August 2016 in *New Zealand Parliamentary Debates*, vol 716 p 12687, available: https://www.parliament.nz/resource/en-NZ/HansD_20160809_20160809/caf1e02dcc595fd659a945dd6e884386e0b57a9a, accessed 16 August 2022.

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.⁶²⁵ 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.⁶²⁶

Details about what proposals have been rejected by the Māori Housing Network between 2015 and 2020 are not publicly 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.⁶²⁷ This suggests the poor-quality housing stock identified by the Government in 2000 remains a significant issue.

Te Ara Mauwhare: Pathways to Home Ownership, 2017

In 2017 the Government launched a set of trials to address low rates of Māori homeownership, 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’.⁶²⁸ In 2017 \$9 million 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 2018.⁶²⁹

⁶²⁵ 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.

⁶²⁶ 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.

⁶²⁷ 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.

⁶²⁸ 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.

⁶²⁹ 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*, Te Puni Kōkiri, 2018, available: <https://www.tpk.govt.nz/en/mo-te-puni-kokiri/corporate-documents/corporate-publications/vote-maori-development>, accessed 22 November 2022, p 95.

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’.⁶³⁰

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.⁶³¹ 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 2020, has offered approved providers 15-year, interest-free loans. The Fund has three priority groups – Māori, Pacific peoples, and families with children who providers aim to assist into homeownership.⁶³²

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, 2008/2009

In the year 2008/2009, the Housing New Zealand Corporation established the Māori Demonstration Partnership as part of its Māori Strategy, Te Au Roa.⁶³³ The Government approved \$5 million funding per annum for the Māori Demonstration Partnership through its Housing Innovation Fund. The Housing Innovation Fund was established in 2003 to support ‘third sector social housing’ growth but

⁶³⁰ 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.

⁶³¹ 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.

⁶³² Ministry of Housing and Urban Development, Te Tūāpapa Kura Kāinga, ‘Progressive Home Ownership Fund’, available: <https://www.hud.govt.nz/our-work/progressive-home-ownership-fund/>, accessed 24 August 2022.

⁶³³ Hon Phil Heatley, ‘Maori Demonstration Partnership to Deliver Homes’, press release, New Zealand Government, 30 October 2010, available: <https://www.beehive.govt.nz>, accessed 19 August 2022, para 8.

was disestablished in 2010.⁶³⁴ 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 earlier), noted that there were 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'.⁶³⁵

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.⁶³⁶ It is unclear how many of these houses were built by Te Rarawa and whether they were constructed in the anticipated inquiry 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 homeownership.⁶³⁷ However, it

⁶³⁴ DK Grennell and CJ Bunny, 'Joint brief of evidence on behalf of Te Puni Kōkiri and the Ministry of Business, Innovation and Employment in Te Paparahi o Te Raki (Northland Inquiry)', 7 November 2016 (Wai 1040, #Z3), pp 7-8, paras 26-28.

⁶³⁵ 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.

⁶³⁶ Phil Heatley, 'Questions for Oral Answer – Questions to Ministers' in 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.

⁶³⁷ 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*,

appears that this project never eventuated as Te Rūnanga was not able to make the housing affordable.⁶³⁸ 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 (discussed earlier) 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 was no longer available.⁶³⁹

The Auditor-General's report also noted that 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 that 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 HNZA [Housing New Zealand Corporation] and the different approaches that different project managers have taken to working with them'.⁶⁴⁰

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.⁶⁴¹

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.

⁶³⁸ 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.

⁶³⁹ 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.

⁶⁴⁰ 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.

⁶⁴¹ 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->

The Social Housing Fund, 2011

The Social Housing Fund was established in 2011 as a fund administered by the Social Housing Unit, a semi-autonomous unit within the Department of Building and Housing, 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.⁶⁴² Between 2011 and 2015, \$141 million was administered by the Fund for the building of 890 social and affordable rental homes.⁶⁴³ He Korowai Trust was able to secure Social Housing Unit funding in the year 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.⁶⁴⁴ The Pūtea Māori Fund totalled \$17.985 million between 2011 and 2015.⁶⁴⁵

The Department of Building and Housing was disestablished in 2012 and its functions transferred to the Ministry of Business, Innovation and Employment. That same year, \$104.1 million was approved 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.⁶⁴⁶

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

whare-ahuru-he-oranga-tangata-the-maori-housing-whare-ahuru-he-oranga.html?page=1, accessed 12 August 2022, p 21.

⁶⁴² 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.

⁶⁴³ DK Grennell and CJ Bunny, 'Joint brief of evidence on behalf of Te Puni Kōkiri and the Ministry of Business, Innovation and Employment in Te Paparahi o Te Raki (Northland Inquiry)', 7 November 2016 (Wai 1040, #Z3), pp 10-11, para 36.

⁶⁴⁴ 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.

⁶⁴⁵ DK Grennell and CJ Bunny, 'Joint brief of evidence on behalf of Te Puni Kōkiri and the Ministry of Business, Innovation and Employment in Te Paparahi o Te Raki (Northland Inquiry)', 7 November 2016 (Wai 1040, #Z3), pp 10-11, paras 36-37.

⁶⁴⁶ 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.

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.⁶⁴⁷

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 the 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.⁶⁴⁸

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)'.⁶⁴⁹

The Rural Housing Programme, 2001-2011

The Rural Housing Programme was established in 2001 with the objective of eliminating substandard housing in Te Tai Tokerau, Te Tai Rāwhiti (the East Coast), and Te Moana-a-Toi East (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

⁶⁴⁷ 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.

⁶⁴⁸ 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.

⁶⁴⁹ 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.

improvements.⁶⁵⁰ 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.⁶⁵¹ The programme's aims were ambitious – to 'eliminate substandard housing' in the three regions, and deliver 'dwelling health and safety; sustainable housing; social and economic wellbeing; and improved individual, whanau and community capacity.'⁶⁵²

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.⁶⁵³ A total of 2,900 houses were repaired during this period at a cost of \$139.5 million.⁶⁵⁴ Ngāti Kahu received 128 loans for essential repairs (\$2,354,912.77), eight loans for infrastructure (\$121,512.94), 24 loans for insulation refits (\$50,400), and 25 loans for rural rentals (\$6,082,148.59).⁶⁵⁵

According to Saville-Smith and Wehipeihana, the Rural Housing Programme revived interest in the papakāinga programme that had been established in 1985 by the Housing New Zealand Corporation.⁶⁵⁶ Under questioning during Te Paparahi o Te Raki (Northland) Inquiry (Wai 1040) in 2017, Te Puni Kōkiri and the Ministry of Business, Innovation and Employment stated that only 10 papakāinga loans were made in Te Tai Tokerau between 1985 and 2008, at which point the

⁶⁵⁰ New Zealand Government, Te Kāwanatanga o Aotearoa, 'New Housing, new jobs in Northland', press release, New Zealand Government, 4 September 2004, available: <https://www.beehive.govt.nz>, accessed 19 August 2022, para 9.

⁶⁵¹ 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.

⁶⁵² New Zealand Government, Te Kāwanatanga o Aotearoa, '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: <https://thehub.swa.govt.nz/assets/documents/Rural%20Housing%20Programme,%20A%20synthesis%20of%20evaluation%20findings%20March%202007.pdf>, accessed 16 November 2022, p 26.

⁶⁵³ 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.

⁶⁵⁴ 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.

⁶⁵⁵ DK Grennell and CJ Bunny, 'Index and exhibits accompanying the joint brief of evidence of DK Grennell and CJ Bunny in Te Paparahi o Te Raki (Northland Inquiry)', 7 November 2011 (Wai 1040, #Z3(a)), p 1.

⁶⁵⁶ 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 6.

programme was discontinued.⁶⁵⁷ 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.⁶⁵⁸ It is unclear from the sources accessed in the preparation of this report whether this was part of the Rural Housing Programme, although it appears likely. It is also unclear 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’. 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 (2007).⁶⁵⁹

Kāinga Whenua Loan Scheme, 2010

The Kāinga Whenua Loan Scheme is a joint initiative between Kāinga Ora (previously Housing New Zealand) and Kiwibank, which provides loans ‘for both Māori land trusts, and individuals with a right to occupy their multiple-owned Māori land’.⁶⁶⁰ The Scheme was established in 2010 and broadened in the year 2012/2013 to enable individuals as well as Māori trusts to apply for finance. Changes also

⁶⁵⁷ Ministry of Business, Innovation and Employment and Te Puni Kōkiri, ‘Ministry of Business, Innovation and Employment and Te Puni Kōkiri answers to questions in Te Paparahi o Te Raki (Northland Inquiry)’, 9 February 2017 (Wai 1040, #Z3 (b)), p 6, no 3.

⁶⁵⁸ New Zealand Government, Te Kāwanatanga o Aotearoa, ‘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.

⁶⁵⁹ 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.

⁶⁶⁰ Te Puni Kōkiri, ‘Māori Housing support from other agencies’, Te Puni Kōkiri [not dated], available: <https://www.tpk.govt.nz/en/nga-putea-me-nga-ratonga/maori-housing-support/maori-housing-support-from-other-agencies>, accessed 31 January 2023.

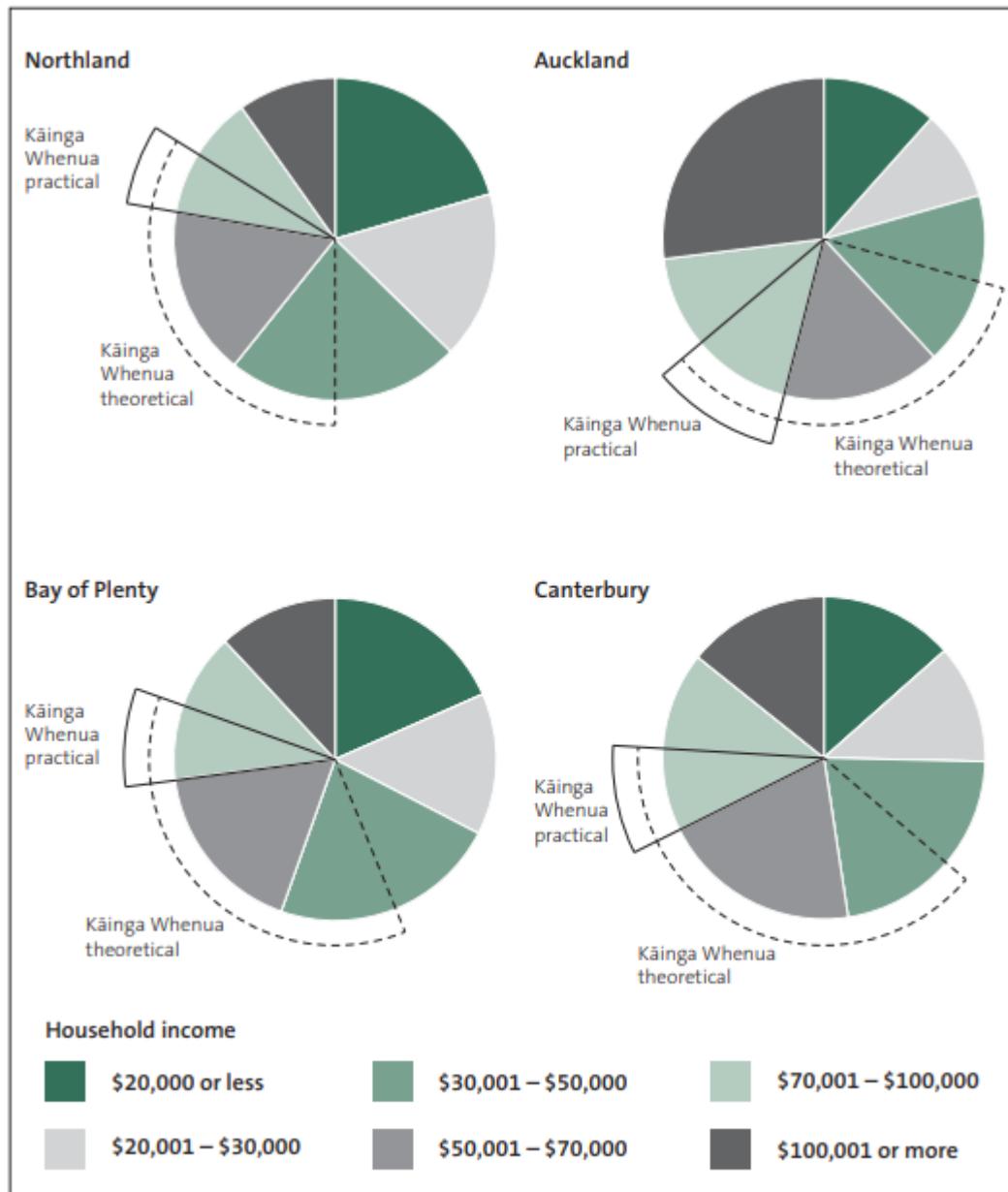
raised the income cap for individual borrowers and allowed both current and previous homeowners to apply.⁶⁶¹

The 2011 Auditor-General's 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* (discussed earlier), found that while Kāinga Whenua loans were theoretically available to a large number of Māori wishing to build on their land, in practice only a fraction - less than an eighth of Māori households in most regions - could afford it.⁶⁶² The difference between who could afford the loans in theory and in practice is demonstrated below in **Figure 5.8**.

⁶⁶¹ DK Grennell and CJ Bunny, 'Joint brief of evidence on behalf of Te Puni Kōkiri and the Ministry of Business, Innovation and Employment in Te Paparahi o Te Raki (Northland Inquiry)', 7 November 2016 (Wai 1040, #Z3), p 8, para 31.

⁶⁶² 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 80-81.

Figure 5.8: Proportion of Māori households likely to be eligible for a Kāinga Whenua loan, in theoretical and estimated affordable terms



Note: These diagrams assume an even income distribution within categories. Because the average (mean) income of Māori households is typically low, this is a conservative assumption.

Source: 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 80.

The Auditor-General's evaluation concluded that 'Kāinga Whenua loans have, so far, not proved effective in helping to overcome the difficulties Māori landowners experience when seeking finance to build or buy houses on Māori land'.⁶⁶³

In 2013 the Kāinga Whenua Infrastructure Grant Programme was launched by the Social Housing Unit to support Māori to access Kāinga Whenua Loans. Grants were awarded for infrastructure costs, including 'roading, power and site works'. \$3 million per annum was allocated to the fund. The programme was transferred to Te Puni Kōkiri's Māori Housing Network in 2015.⁶⁶⁴ No regional information was located in the preparation of this report.

5.3.3 Ministry of Housing and Urban Development – Te Tūāpapa Kura Kāinga funding

The Ministry of Housing and Urban Development – Te Tūāpapa Kura Kāinga 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.⁶⁶⁵

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;

⁶⁶³ 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 85.

⁶⁶⁴ DK Grennell and CJ Bunny, 'Joint brief of evidence on behalf of Te Puni Kōkiri and the Ministry of Business, Innovation and Employment in Te Paparahi o Te Raki (Northland Inquiry)', 7 November 2016 (Wai 1040, #Z3), p 13, para 43.

⁶⁶⁵ Ministry of Housing and Urban Development, Te Tūāpapa Kura Kāinga, 'He Taupua Fund', available: <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, Te Tūāpapa Kura Kāinga, 'He Kūkū Ki Te Kāinga Fund', available: <https://www.hud.govt.nz/our-work/he-kuku-ki-te-kainga-fund/>, accessed 19 August 2022.

- 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 \$200,000 from He Kūkū Ki Te Kāinga to fund the deployment of 60 campervans for temporary accommodation during 2020 in Te Tai Tokerau.⁶⁶⁶

One of the major programmes supported by Ministry of Housing and Urban Development funding is Housing First, detailed below.

Housing First, from 2017

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 Tāmaki Makaurau (Auckland) in 2017 to provide housing and wraparound social support to people facing chronic homelessness and living with complex needs. The Ministry of Housing and Urban Development now funds 12 Housing First services 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).⁶⁶⁷

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

⁶⁶⁶ 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’, Ministry of Housing and Urban Development, 2022, available: <https://www.hud.govt.nz/our-work/he-kuku-ki-te-kainga-fund/>, accessed 19 August 2022; Nanaia Mahuta, ‘Housing (Māori Housing)’, 27 May 2020 in *New Zealand Parliamentary Debates*, vol 746 p 18005, available: https://www.parliament.nz/resource/en-NZ/HansD_20200527_20200527/d69babef4befde2fd509137228d030191f043d9e, accessed 10 August 2022.

⁶⁶⁷ 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; Ministry of Housing and Urban Development, Te Tūāpapa Kura Kāinga, ‘Housing First’, Ministry of Housing and Urban Development, 2023, available: <https://www.hud.govt.nz/our-work/housing-first/#:~:text=Housing%20First%20helps%20get%20people,that%20led%20to%20their%20homelessness>, accessed 20 January 2023.

referred to as MAIHI, discussed in the introduction to this chapter).⁶⁶⁸ MAIHI is a framework and strategy that aims to put ‘Māori at the heart of Aotearoa’s housing approach’.⁶⁶⁹

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 been able to access 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.⁶⁷⁰ 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 socioeconomic support.⁶⁷¹

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.⁶⁷² 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 announcing the allocation of this funding to He Korowai Trust in 2020, Shane Jones, then Minister for Regional Economic Development, pointed out: ‘Affordable

⁶⁶⁸ 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.

⁶⁶⁹ Ministry of Housing and Urban Development, Te Tūāpapa Kura Kāinga, ‘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.

⁶⁷⁰ Northland Age, ‘Death of Far North icon Ricky Houghton prompts grief, questions over how his life’s work for the poor goes on’, *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.

⁶⁷¹ 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.

⁶⁷² He Korowai Trust, *He Korowai Trust Annual Report 2021*, available: https://hkt.org.nz/wp-content/uploads/2022/07/HeKorowaiTrust_AnnualReport2021.pdf, accessed 16 August 2022, p 10.

housing [was] 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.⁶⁷³

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 Tāmaki Makaurau (Auckland), pointed out that 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.⁶⁷⁴

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– Te Kaunihera o Tai Tokerau ki te Raki 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;
 - Roading 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 Environment 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 meant 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

⁶⁷³ Hon 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.

⁶⁷⁴ Leonie Hayden, 'Ricky Houghton and the whare that love built', *Ātea*, 23 June 2018, <https://thespinoff.co.nz/atea/23-06-2018/ricky-houghton-and-the-whare-that-love-built>, accessed 16 August 2022.

a papakāinga development within the residentially zoned parts of Kaitaia... Papakāinga development is only permitted on rurally 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 it is 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.⁶⁷⁵

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.⁶⁷⁶ While this threat was ultimately circumvented, it does illustrate the extent to which regulations have not been developed with Māori-led housing initiatives in mind.

He Korowai Trust is often used as a success story illustrating government support for Māori-led housing solutions. Its 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

This chapter has provided an overview of major Crown strategies, programmes, and funding sources to improve Māori housing outcomes in Te Tai Tokerau. Funding has been provided to a handful of Māori organisations in the anticipated inquiry district by Te Puni Kōkiri and the Ministry of Housing

⁶⁷⁵ 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.

⁶⁷⁶ Fleur Palmer, 'Building Sustainable Papakāinga to Support Māori Aspirations for Self-determination', PhD Thesis, Auckland University of Technology, 2016, p 81.

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).

Where evaluations of Crown investments and programmes covered in this chapter have been undertaken, they show mixed successes in outcomes. Positive outcomes include some improvements in partnership approaches and improved living conditions and quality of life.⁶⁷⁷ However, there is also clear evidence that funding and support has been insufficient to meet housing needs in the area, and that many programmes have been unable to achieve what they set out to do (including Special Housing Action Zones, the Māori Demonstration Partnership, the Rural Housing Programme, and the Kāinga Whenua Loan Scheme).⁶⁷⁸

As with the other chapters in this report, research for this chapter found little evidence of sustained relationships and/or partnerships between the Crown and Muriwhenua Māori to address housing issues in the area. 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. Notably, the Auditor-General has recorded that the Māori Demonstration Partnership aspirations of partnership with Māori were not prioritised and that it operated 'less as a partnership and more like a standard contestable fund'.⁶⁷⁹ As a further example,

⁶⁷⁷ 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; and 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.

⁶⁷⁸ See, for example: 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; and 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.

⁶⁷⁹ 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 87.

an evaluation of the Housing First programme has highlighted the fact that the programme was not co-designed with iwi or Māori.⁶⁸⁰

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. As has been discussed throughout the chapter, 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 into housing programmes and funding difficult. It is likely smaller whānau and community-based organisations with less resourcing and capacity than He Korowai Trust would encounter similar difficulties in attempting to navigate the housing funding and support landscape.

This issue was raised in several evaluations of government-run housing initiatives over this period. As an example, the Auditor-General has noted that the high upfront costs required to apply for Māori Demonstration Partnership funding deterred smaller trusts from applying.⁶⁸¹ Others have also highlighted a lack of cultural competency and appreciation of the social and cultural benefits integral to Māori housing developments among those assessing applications for this funding.⁶⁸²

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, as outlined earlier in this chapter. For Māori living in the inquiry data area between 2002 and 2020, the cost of rent and the proportion of income that goes to rent has 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 waiting list for public housing in the Far North District has remained fairly consistent, showing only a small decrease over time.

⁶⁸⁰ 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.

⁶⁸¹ 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.

⁶⁸² 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.

6 Conclusion

This report has examined social issues for Muriwhenua Māori between 2002 and 2020, focusing particularly on the anticipated inquiry district (see **Figure 1.1** and **Figure 1.3**), to update the research undertaken by Dr Dame Evelyn Stokes in 2002.⁶⁸³ As set out in the memorandum-directions commissioning this research and in statements of claim for the Renewed Muriwhenua Land Inquiry (Wai 45), the report has focused on issues relating to income and employment (including income support), health outcomes, education outcomes, the health of te reo Māori, and housing outcomes.⁶⁸⁴

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 are 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 to assist claimants and the Crown in their settlement negotiations taking place at the time.⁶⁸⁵ 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 long 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 described 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.⁶⁸⁶

⁶⁸³ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8).

⁶⁸⁴ The memorandum-directions commissioning this research and list of relevant statements of claim are provided as Appendix A and Appendix B respectively.

⁶⁸⁵ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8), pp 1-2.

⁶⁸⁶ Dame Evelyn Stokes, 'The Muriwhenua Land Claims Post 1865', for the Waitangi Tribunal, 2002 (Wai 45, #R8) p 395.

6.1 Trends and material changes in social outcomes for Muriwhenua Māori, 2002-2020

Research undertaken for this report provides evidence that Māori in the anticipated inquiry district have broadly continued to experience socioeconomic disadvantage and inequities over the period covered in this report. **Chapters 2 to 5** have outlined data on social outcomes relating to employment and income, health, education and te reo Māori, and housing 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;
- Higher socioeconomic disadvantage as measured by the New Zealand Index of Deprivation;
- A lower life expectancy;
- Higher rates of disability among those aged 25 years and over;
- Higher rates of regular smoking;
- 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
- Access to fewer basic amenities in the home (such as safe electricity and drinking water).⁶⁸⁷

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 homeownership and spend a higher proportion of their income on rent.⁶⁸⁸ Data for the Far North District also show Māori make up a significantly higher proportion of those on the waiting list for public housing.⁶⁸⁹

⁶⁸⁷ Customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁶⁸⁸ Customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁶⁸⁹ 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 by the Ministry of Social Development on 4 July 2022.

For some of these indicators, outcomes have actually worsened over the period analysed, particularly for those relating to economic and housing outcomes (see **Chapter 2** and **Chapter 5**). Between 2006 and 2018, unemployment rose among Māori in the inquiry data 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, and the proportion of Māori in the inquiry data area who owned their own home decreased.⁶⁹⁰

These statistics overshadow the limited improvements observed in the same data, which were mostly seen in education (see **Chapter 4**). The data show improvements for wāhine Māori in the inquiry data area in education outcomes to the extent that they have, in recent years, achieved New Zealand Qualification Framework qualifications level 3 or 4 at levels above non-Māori women and men in the inquiry data area.⁶⁹¹ 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 reported achievement successes among their students, some of which are higher than national averages.⁶⁹²

6.2 What major attempts have been made by the Crown to address socioeconomic deprivation experienced by Muriwhenua Māori in this period?

Over the period covered in this report the Crown has introduced a broad range of policies, funds, programmes, and other initiatives to address issues relating to income and employment, health outcomes, education outcomes, the health of te reo Māori, and housing. The majority of these have targeted the broader Te Tai Tokerau area rather than smaller areas within Te Tai Tokerau (such as the Muriwhenua district or the anticipated inquiry district). Most investments have been driven by central government, although the Northland Regional Council – Te Kaunihera ā rohe o Te Taitokerau has led several initiatives investing in Māori economic development, and, to a lesser extent, the Far North District Council – Te Kaunihera o Te Taitokerau ki te Raki has invested in Māori economic development through its subsidiary Far North Holdings Limited (outlined in **Chapter 2**).

⁶⁹⁰ Customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁶⁹¹ Customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022.

⁶⁹² Customised Census data provided by Stats NZ, Tatauranga Aotearoa, between 28 September and 6 October 2022; Te Hiku Development Trust, *Te Hiku Well Being Report: Te Oranga o Te Hiku*, Te Hiku Development Trust, 2014, available: <https://www.tehiku.iwi.nz/History>, accessed 4 November 2022.

Crown investments discussed in this report have focused on:

- Regional economic development (including Māori economic development and investing in Māori businesses), investing in infrastructure (including through Māori organisations), and improving education and employment pathways (see **Chapter 2**);
- Supporting Māori health providers and health innovation, expanding the Māori health and disability workforce, and working towards reducing rheumatic fever, sudden unexpected death of an infant (SUDI), rangatahi suicide, heart disease, and smoking rates (see **Chapter 3**);
- Working towards lifting Māori student achievement and te reo revitalisation (see **Chapter 4**); and
- Working towards improving housing conditions, supporting housing developments on Māori land, increasing Māori homeownership, providing public housing, addressing homelessness, and supporting Māori providers of social housing (see **Chapter 5**).

Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord (discussed in **Chapter 2**) appears to be the only major investment, development plan, or Iwi-Crown partnership specifically focused in the Muriwhenua area. After initial commitments to ongoing hui and project outputs when it was established in 2013, in the words of the Ministry of Social Development – Te Manatū Whakahiato Ora, ‘the governance activity set out in the Accord was not maintained and momentum waned’, and it is unclear from records why this was the case.⁶⁹³ The Accord was ‘refreshed’ in 2018 but it remains unclear what the impact of this will be.

Broadly, research undertaken for this report has identified a disconnect between the Crown’s acknowledgement of severe social inequities affecting a high proportion of Te Tai Tokerau Māori, and its failure to resolve these issues. On the one hand, there has been consistent acknowledgement by the Crown of the need to address social issues in Te Tai Tokerau evidenced, in part, by the apparent acceleration of investments in the area from the mid-2010s. On the other hand, research has identified a high turnover of initiatives and programmes, many of which come and go over a short period of time. Sometimes programmes, funds, or other initiatives disappear without any public record of what happened to them. This suggests an inclination to introduce new initiatives over improving existing ones. It is also likely that changes to the delivery and funding of programmes over time results in a

⁶⁹³ See Ministry of Social Development, Te Manatū Whakahiato Ora, ‘Te Hiku Social Development and Wellbeing Accord’, Ministry of Social Development [not dated], available: <https://www.msd.govt.nz/about-msd-and-our-work/work-programmes/community/te-hiku-social-development-and-wellbeing-accord.html>, accessed 10 January 2023, para 4.

loss of knowledge among providers that would usually be gained from long-term engagement, experience, relationship building, and staff retention.

In turn, it is likely that these programmes and funding sources are equally difficult to keep track of for users seeking to engage with them. Where Crown funding is available, evidence throughout this report has shown that funding sources can be difficult for applicants to navigate, often require significant time and resourcing to obtain, and often require applicants to work through various bureaucratic hurdles.⁶⁹⁴ Te Tai Tokerau community members have reported difficulties accessing available funding due to complex application processes, particularly for those without prior experience and lower digital literacy.⁶⁹⁵

Records show it is often the same larger organisations that access funding, such as He Korowai Trust for housing support, 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, and is indeed an issue that has been raised in several evaluations of government-run initiatives over this period. As an example, the Auditor-General has noted that the high upfront costs required to apply for Māori Demonstration Partnership funding has deterred smaller trusts from applying.⁶⁹⁶

This is accompanied by evidence of a lack of sufficient funding/resourcing for many Crown or Māori-led interventions. Evaluations of the Regional Growth Programme, the Māori Provider Development Scheme, Te Ao Auahatanga – the Māori Health Innovation Fund, the Healthy Homes Initiative, Ngā Wānanga o Hine Kōpū, Whānau Ora, Special Housing Action Zones, the Māori Demonstration Partnership, the Māori and Pasifika Training Initiative, Te Matāuru, and Te Pūtahitanga Mātauranga

⁶⁹⁴ For example, see: Ministry of Business, Innovation and Employment, Hīkina Whakatutuki, *Joint Work Programme: Economic Development, Infrastructure and Capability Development: Te Hiku SME Business Survey Insights Report*, 2021, available: <https://irp.cdn-website.com/f44d7a17/files/uploaded/JWP0439%202021%20Te%20Hiku%20SME%20Business%20Survey%20Insights%20Report.pdf>, accessed 6 September 2022; and 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.

⁶⁹⁵ 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.

⁶⁹⁶ 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.

all point to under-resourcing as a major barrier to improved outcomes and/or programme success.⁶⁹⁷ Furthermore, the proportion of spending allocated by the Northland District Health Board – Te Poari Hauora Ā Rohe O Te Tai Tokerau to Māori health services in Te Tai Tokerau has decreased since 2013, and Te Puni Kōkiri’s Māori Housing Network has reduced funding for Te Tai Tokerau since 2017, conceding that it cannot meet national demand.⁶⁹⁸ Where the information is available, a limited or

⁶⁹⁷ See: 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; 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; 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; Allen and Clarke, *Healthy Homes Initiative Evaluation: Final Report*, Allen & Clarke for the Ministry of Health, 27 April 2018, available: <https://www.health.govt.nz/system/files/documents/publications/healthy-homes-initiative-evaluation-apr-2018.pdf>, accessed 31 January 2023; Te Hiringa Hauora, Health Promotion Agency, *Ngā Wānanga o Hine Kōpū: Evaluation Summary Report*, Te Hiringa Hauora, June 2022, available: <https://www.hpa.org.nz/sites/default/files/Ng%C4%81%20W%C4%81nanga%20o%20Hine%20K%C5%8Dp%C5%AB.pdf>, accessed 18 January 2023; 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; 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; 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>, accessed 14 February 2023; 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; and 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.

⁶⁹⁸ Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2012/2013*, Northland District Health Board, 2013, available: <https://www.northlanddhhb.org.nz/assets/Communications/Publications/2013-NDHB-Annual-Report-FINAL-website.pdf>, accessed 26 October 2022, p 9; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2013/2014*, Northland District Health Board, 2014, available: <https://www.northlanddhhb.org.nz/assets/Communications/Publications/Ann-Rep-14-Proof-FINAL-LowRes.pdf>, accessed 26 October 2022, p 9; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for 2014/2015*, Northland District Health Board, 2015 <https://www.northlanddhhb.org.nz/assets/Communications/Publications/1205-NDHB-Annual-Report-2015-min.pdf>, accessed 26 October 2022, p 9; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Annual Report for the year ending June 2016*, Northland District Health Board, 2016, available: <https://www.northlanddhhb.org.nz/news-and-publications/publications/historic-reports/>, accessed 26 October 2022, p 9; Northland District Health Board, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *Māori Health Plan 2016-17*, Northland District Health Board, available: [Northland-DHB-Maori-Health-Plan-2016-17-FINAL.pdf](https://www.northlanddhhb.org.nz/assets/Communications/Publications/Maori-Health-Plan-2016-17-FINAL.pdf) (northlanddhhb.org.nz), accessed 27 October 2022, p 5; Northland District Health Board, *Annual Report for*

patchy proportion of funding allocated to Te Tai Tokerau appears to have gone to programmes in the anticipated inquiry district.⁶⁹⁹

6.3 To what extent has the Crown engaged with Muriwhenua Māori in relation to issues of socioeconomic deprivation during this period?

A consistent theme across all chapters in this report has been a lack of evidence of sustained Crown engagement with iwi, hapū, and/or localised Māori groups in the design and delivery of solutions to social outcomes. As mentioned above, the 2013 *Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord* appears to be the only major Crown partnership with Muriwhenua iwi developed during this period. However, the plans set out after its establishment in 2013 shortly lost ‘momentum’.⁷⁰⁰ In the area of housing, He Korowai Trust 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.

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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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, Te Poari Hauora Ā Rohe O Te Tai Tokerau, *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; Dr Lily George, Dr Sunitha Gowda, and Khan Buchwald, ‘Kāinga Kore - Homelessness in Te Tai Tokerau: An Overview’, in *Ngā Tai Ora Public Health Northland*, March 2021, <https://www.northlanddhb.org.nz/assets/Publications/Homelessness-report-Kainga-kore.pdf>, accessed 8 June 2022, p 45; 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.

⁶⁹⁹ See, for example: The Provincial Growth Fund, the Whenua Māori Fund, the Māori Development Fund, and the Cadetship Programme (in Chapter 2); the Māori Provider Development Scheme, Te Ao Auahatanga Hauora Māori – the Māori Health Innovation Fund, the Rheumatic Fever Prevention Programme, the Rangatahi Māori Suicide Prevention Fund, the Māra Kai programme, and Mātika – Moving the Māori Nation (in Chapter 3); and the Māori Housing Network, He Taupua Fund, and He Kūkū Ki Te Kāinga Fund (in Chapter 5).

⁷⁰⁰ Ministry of Social Development, Te Manatū Whakahiato Ora, ‘Te Hiku Social Development and Wellbeing Accord’, Ministry of Social Development [not dated], available: <https://www.msd.govt.nz/about-msd-and-our-work/work-programmes/community/te-hiku-social-development-and-wellbeing-accord.html>, accessed 10 January 2023, para 4.

The information that is available shows an absence of sustained shared resourcing and decision-making between Māori and the Crown, which has likely been heightened by the high turnover and modification of programmes. Some examples include:

- The Crown’s engagement with Māori through its Regional Growth Programme has been described as ‘patchy’ and lacking Māori-led partnerships;
- The ‘partnership’ between Te Kahu o Taonui and the Northland District Health Board appears to lack shared resourcing and decision-making, with the Northland District Health Board Chief Executive conceding in 2018 that Te Kahu o Taonui lacks sufficient capacity, expertise, financial delegation, and decision-making powers to participate meaningfully in health interventions; and
- The Auditor-General has recorded that aspirations of partnership with Māori through the Māori Demonstration Partnership were not prioritised and that it operated ‘less as a partnership and more like a standard contestable fund’.⁷⁰¹

In some cases, this lack of engagement and shared decision-making has led to tensions in approaches and desired outcomes between the Crown and local Māori groups. In particular, tensions and differences have been highlighted between Crown and iwi economic development strategies in the region, where the Crown-led *Tai Tokerau Northland Economic Action Plan* has been prioritised over the iwi-led economic growth strategy, *He Tangata, He Whenua, He Oranga*.⁷⁰² An evaluation of the Crown’s Provincial Growth Fund has also highlighted that the Fund’s focus on achieving economic benefits ‘conflicted with tangata whenua concerns about intergenerational environmental

⁷⁰¹ Some evaluations discussed here provide regional information, while others only provide a broader national perspective. See: 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; Dr Nick Chamberlain, ‘Brief of evidence of Dr Nick Chamberlain concerning the Health Services and Outcomes Kaupapa Inquiry (Wai 2575)’, 12 September 2018, (Wai 2575, #A66); 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.

⁷⁰² See: 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; and Northland Inc, *Review of Economic Arrangements in Northland*, Martin Jenkins Consultancy for Northland Inc, 2017.

sustainability and natural resource management'.⁷⁰³ An independent review of the Whānau Ora commissioning model has highlighted tensions between the Crown and service providers, noting insufficient understanding and 'buy-in' from Crown staff in Te Whanganui-a-Tara (Wellington) and recommending a 'culture shift' in government.⁷⁰⁴ Furthermore, a recent evaluation of Housing First highlighted the fact that the programme was not co-designed with iwi or Māori, with some providers pointing out the rollout of the programme still had some way to go in order to align with mātauranga Māori principles and the Ministry of Housing and Urban Development – Te Tūāpapa Kura Kāinga's national Māori housing strategy.⁷⁰⁵

The ability for Māori to participate as equals in the design and delivery of solutions to social outcomes has been further limited by a broad lack of funding and resourcing to do so. Community leaders in Te Tai Tokerau have highlighted the complex circumstances experienced by whānau living in the region that make participating difficult, including high poverty, financial and work demands, a more geographically dispersed population, and a lack of access to high-speed internet.⁷⁰⁶ Evaluations of the Regional Growth Programme, the Māori Provider Development Scheme, Te Ao Auahatanga – the Māori Health Innovation Fund, the Healthy Homes Initiative, Whānau Ora, Te Matāuru, and Te Pūtahitanga Mātauranga all highlight under-resourcing of capability and capacity-building as major issues.⁷⁰⁷ As an example, an independent evaluation of the Regional Growth Programme has also

⁷⁰³ Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for the 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 3.

⁷⁰⁴ 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.

⁷⁰⁵ 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.

⁷⁰⁶ Pounamu Jade Aikman, *Te Rautoki ā-Toi: Toiuru Report, Te Taitokerau*, Te Whare Wānanga o Awanuiārangī 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.

⁷⁰⁷ See: 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; 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; 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; Allen and Clarke, *Healthy Homes Initiative Evaluation: Final Report*, Allen & Clarke for the Ministry of Health, 27 April 2018, available: <https://www.health.govt.nz/system/files/documents/publications/healthy-homes-initiative-evaluation-apr-2018.pdf>, accessed 31 January 2023; 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; Pounamu Jade Aikman, *Te*

highlighted that ‘Māori capacity to effectively engage in, co-design and influence regional priorities and plans across diverse Iwi boundaries in a region is limited’, and that funding to increase Māori capacity to do so had been ‘difficult and frustrating to attain’.⁷⁰⁸

As has been discussed throughout this report, it has been difficult to fully determine the extent to which the Crown has engaged with Muriwhenua Māori on these issues over the time period, often because records do not provide details on the extent to which Māori were involved in the planning and rollout of programmes, and/or engaged with as a Treaty partner. It is likely further details on how the Crown has engaged with Muriwhenua Māori to address social issues will be provided through claimant evidence presented to the Renewed Muriwhenua Land Inquiry (Wai 45) Tribunal, including the extent to which claimants feel they have been treated and respected as equals to participate in the design and delivery of solutions to social issues.

6.4 To what extent have relevant Crown policies or initiatives contributed to changes in outcomes for Muriwhenua Māori in this period?

Evaluations of the Crown initiatives, programmes, and other investments covered in this report show mixed successes in improving outcomes for Māori. As discussed earlier, *Te Hiku o Te Ika Iwi-Crown Social Development and Wellbeing Accord* appears to be the only major investment or development plan specifically focused in the Muriwhenua area, but it remains unclear what impacts the 2018 ‘refresh’ will have on outcomes for Muriwhenua Māori.

Evaluations of regional Crown-funded programmes covered in this report (mostly for Te Tai Tokerau) show evidence of some successes, including:

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; and 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.

⁷⁰⁸ 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 18, 30, 54.

- In employment and income: providing support to Māori learners, creating jobs, upskilling Māori learners, and taiohi Māori progressing to employment or further training (see **Chapter 2**);⁷⁰⁹
- In health: reducing rates of sudden unexpected death of an infant, creating healthier homes, reducing rangatahi suicide, promoting tailored responses to address Māori health issues, improving the health literacy and confidence of whānau to engage in healthcare, and building the capability of Māori health providers (see **Chapter 3**);⁷¹⁰
- In education and te reo Māori: improving the cultural responsiveness of classrooms and lifting Māori student achievement, contributions to the strengthening of te reo Māori me ona tikanga within iwi, hapū, and whānau, and providing communities with autonomy over te reo revitalisation in their area (see **Chapter 4**);⁷¹¹ and

⁷⁰⁹ See: Allen and Clarke, *Evaluation of the Provincial Growth Fund*, Allen & Clarke for the 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; 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>, accessed 14 February 2023; and 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.

⁷¹⁰ See: Allen and Clarke, *Healthy Homes Initiative Evaluation: Final Report*, Allen & Clarke for the Ministry of Health, 27 April 2018, available: <https://www.health.govt.nz/system/files/documents/publications/healthy-homes-initiative-evaluation-apr-2018.pdf>, accessed 31 January 2023; 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; Northland District Health Board, *Te Poari Hauora Ā Rohe O Te Tai Tokerau, 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; 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; 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); and 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.

⁷¹¹ See: 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*, Ministry of Education, 2007, available: http://www.educationcounts.govt.nz/_data/assets/pdf_file/0015/122514/Case-7-complete.pdf, accessed 20 February 2023; L. Meyer, W. Penetito, A. Hynds, C. Savage, R. Hindle, and C. Sleeter, *Evaluation of Te Kotahitanga: 2004-2008*, Ministry of Education, 2010, available: http://www.educationcounts.govt.nz/_data/assets/pdf_file/0009/78966/955_TKEvaluation_V2-16082010.pdf, accessed 19 November 2022; R. Bishop, M. Berryman, J. Wearmouth, M. Peter, and S. Clapham, *Te Kotahitanga: Maintaining, replicating and sustaining change. Final Report for Phase 3 and Phase 4 Schools: 2007-2010*, Ministry of Education, 2011, available: http://www.educationcounts.govt.nz/_data/assets/pdf_file/0007/105838/988_TeKotahitanga.pdf, accessed 19 November 2022; Pounamu Jade Aikman, *Te Rautoki ā-Toi: Toiuru Report, Te Taitokerau*, Te Whare Wānanga o Awanuiārangī and Allen and Clarke for Te Mātāwai, 2020, available:

- In housing: some improved living conditions and quality of life (see **Chapter 5**).⁷¹²

However, many of these reported successes lack supporting measurable, quantitative findings, making it difficult to conclusively assess their impacts. As has been discussed throughout this report, a lack of consistent and robust reporting has made tracking Crown investments and their impacts challenging. On occasion, government agencies themselves have been unable to locate or provide information when requested. 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 (including evaluations of the regional impacts of national programmes). The result is that it is difficult to obtain a clear picture of the impact of major attempts by the Crown to address social outcomes for Muriwhenua Māori during this period. This would indicate that there is a need for more robust, localised data collection.

There is, however, evidence that funding and support has been insufficient to meet needs in the area, and that many Crown programmes have been unable to achieve what they set out to do (such as Whānau Ora, the Healthy Homes Initiative, Special Housing Action Zones, the Māori Demonstration Partnership, the Rural Housing Programme, and the Kāinga Whenua Loan Scheme).⁷¹³ As both the

https://www.tematawai.maori.nz/assets/Research-Reports/Te-Tai-Tokerau/Toiuru_Kahui-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 [not dated], available: https://img.scoop.co.nz/media/pdfs/1107/MTR_Fact_Sheet_2011_Te_Tai_Tokerau_d10.pdf, accessed 5 August 2022.

⁷¹² 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; and 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.

⁷¹³ For example, 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; and 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; 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; and Allen and Clarke, *Healthy Homes Initiative Evaluation: Final Report*, Allen & Clarke for the Ministry of Health, 27 April 2018, available: <https://www.health.govt.nz/system/files/documents/publications/healthy-homes-initiative-evaluation-apr-2018.pdf>, accessed 31 January 2023.

literature and claimants have identified, social issues are interrelated and particular economic, educational, health, and housing outcomes cannot be addressed in isolation from one another. Whānau Ora and the Healthy Homes Initiative are examples of more holistic Crown approaches to improving whānau health and well-being. However, both have experienced issues regarding service delivery over such a large geographic area and ineffective co-ordination between government agencies and those working on the ground. Independent reviews of Whānau Ora and the Healthy Homes Initiative have also highlighted that those services do not sufficiently reach those who arguably need them most, including those in more isolated areas and those living in socioeconomically disadvantaged communities.⁷¹⁴

While the impact of specific Crown investments cannot, at times, be conclusively determined, there is a clear need for further and/or different investment in Te Tai Tokerau and the anticipated inquiry district. As the social outcomes data provided in this report demonstrate, any successes identified in Crown investments have been overshadowed by the persistent inequitable outcomes Māori have experienced in the period covered in this report. In particular, there is a need for capability-building and support for Māori-led initiatives, and a more equitable share of resource allocation and decision-making between Māori and the Crown to enable iwi, hapū, and other local Māori groups to fully participate as equals in the co-design and implementation of solutions to social issues.

⁷¹⁴ See: 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; and Allen and Clarke, *Healthy Homes Initiative Evaluation: Final Report*, Allen & Clarke for the Ministry of Health, 27 April 2018, available: <https://www.health.govt.nz/system/files/documents/publications/healthy-homes-initiative-evaluation-apr-2018.pdf>, accessed 31 January 2023.

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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**

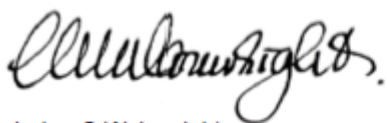
9 September 2022

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	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	<ul style="list-style-type: none"> • Social dislocation has occurred as a consequence of Crown policies and legislation, including measures dealing with unemployment and loss of mana. • Compensation is needed through policies, practices and funding appropriate to restore the mana of iwi and the education and training of iwi members.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
		namely Muriwhenua 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	
Wai 58	The Whangaroa Lands and Fisheries claim	Patricia Jane Tauroa and the late Nuki Aldridge on behalf of Ngā Hapū o Whangaroa	<ul style="list-style-type: none"> • Social dislocation has occurred as a consequence of Crown policies and legislation, including measures dealing with unemployment and loss of mana. • Compensation is needed through policies, practices and funding appropriate to restore the mana of iwi and 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • 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 expropriated the claimants' property rights in their rivers, streams, lakes and other water resources without consultation and without the claimants' consent. • 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 government policy 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

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<p>of customary practices, such as rongoā, and imposition of Tohunga Suppression Act and nuclear family structure), and economic outcomes.</p> <ul style="list-style-type: none"> • Stigma of ‘illegitimate’ pregnancies (often fathered by Pākehā men) has also resulted in poor socioeconomic 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 112	The Kaitaia Lands Claim	Puni Makene and others for Kaitāia Marae Inc relating to Kaitāia Lands	<ul style="list-style-type: none"> • Social dislocation has occurred as a consequence of Crown policies and legislation. • Compensation is needed through policies, practices and funding appropriate to restore the mana of iwi and the education and training of iwi members.
Wai 128	Te Rarawa ki Hokianga (me ki Ahipara/Kaitaia) Claim	Dame Whina Cooper, John Campbell and Simon Snowden on behalf of the whanau, hapu and iwi of Te Rarawa ki Hokianga me Te Rarawa ki Ahipara/Kaitaia	<ul style="list-style-type: none"> • The Crown has cut funding for essential services and economic development opportunities resulting in unemployment.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
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 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 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. • 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,	<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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
		Wainui Bay and Mahinepua Bay	<ul style="list-style-type: none"> • Failure to implement policies that enable Maori to continue living in traditional housing structures such as papakāinga, or to access adequate housing.
Wai 613	The Ngaitakoto-a-iwi Claim	Harold Wilfred Petera on behalf of the whanau, hapu, and iwi of Ngaitakoto-a-iwi	<ul style="list-style-type: none"> • Crown actions have led to the loss of social and economic structures for advancement.
Wai 633	The Ngati Kuri claim	Graeme Neho on behalf of the Ngati Kuri Trust Board Incorporated and members of the Ngati Kuri Tribe	<ul style="list-style-type: none"> • Social dislocation has occurred as a consequence of Crown policies and legislation. • Compensation is needed through policies, practices and funding appropriate to restore the mana of iwi and the education and training of iwi members. • Educational policies attempted to destroy the Māori language and suppress Maori family names. • The Crown has failed to legally recognise Māori social structures. • The Crown has failed to provide adequate education for Māori students.
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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • 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.
Wai 737	Te Runanga o Te Aupouri Claim	Aata Kapa and Waatahirama Kapa on behalf of the runanga and on behalf of the whanau, hapu and iwi of Te Aupouri	<ul style="list-style-type: none"> • Crown actions have led to the loss of social and economic structures for advancement. • Educational policies attempted to destroy the Māori language and suppress Māori family names. • Crown policies have led to weakening of Māori culture and confidence. • Failure by the crown to legally recognise the traditional functions of social structures such as iwi and hapū. • Lack of technical and professional educational advancement available to Māori students. • Compensation is needed through policies, practices and funding appropriate to restore the mana of iwi and the education and training of iwi members.
Wai 913	The Kareponia 1A5C2B Block (Northland) claim	Mei (May) Coleman	<ul style="list-style-type: none"> • Social dislocation has occurred as a consequence of land loss and Crown policies and legislation.
Wai 1176	Te Paatu Land and Resources claim	Te Karaka Karaka on behalf of himself, his whanau, the direct	<ul style="list-style-type: none"> • Crown's failure/refusal to:

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
		<p>descendants of Te Karaka and on behalf of the autonomous hapū/tribe Te Patu (Te Paatu)</p>	<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; and ○ rectify detrimental impacts on the claimants’ socioeconomic status and disproportionate social outcomes (income, employment, conviction, addiction, single parenthood and marital breakdown rates), including outcomes related to their health status. <ul style="list-style-type: none"> ● 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; ○ one in five Auckland/Northland hospitals are not fit for purpose; ○ health system is reactive; and ○ 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 New Zealand population, and Māori unemployment rate is twice the New Zealand 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> Colonisation has led to claimants' loss of language and cultural practices.
Wai 1538	The Ihutai Hapu claim	Pairama Tahere, Whito Arona, Ellen Toki and Helen Lyall on behalf of Te Ihutai and Associated Hapu and Others	<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	<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 homeownership 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Failure to actively protect the tino rangatiratanga of wāhine (claimants and forebears) and their rights to health, social and economic status. • 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> 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.
Wai 1662	The Muriwhenua Hapu Collective Claim	Leah Marie Wright for herself and on behalf of the Muriwhenua Hapū 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 Hone, 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • Failure to recognise Māori systems of healthcare, provide mental healthcare 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. • 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • 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.
Wai 1670	The Descendants of the Te Uri o Ratima claim	Ricky 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<p><i>Education and employment</i></p> <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. <p><i>Health</i></p> <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. <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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • 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 are under-resourced. • 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
Wai 1673	The Ngati Kawau (Taniwha, Collier and Dargaville) Claim	Louisa Te Matekino Collier and Rihari Richard Takuira Dargaville, on behalf of themselves, and Ngāti Kawau Iti	<ul style="list-style-type: none"> • Crown statute law made provision to protect the welfare of settlers before tupuna. • 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 homeownership statistics. • 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • 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 Aho, and Nga Hapū of Ngāpuhi	<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. • 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 homeownership. • 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • 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. 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
Wai 1684	The Puru, Torckler and Katene Whanau claim	Louie Katene (deceased), Emma Torckler and William Puru, on behalf of themselves, Te Hoia, Ngati Rangimatamomoe and Ngati Rangimatakaka	<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 (deceased) 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. • 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. This includes occupation order requirements, European building standards. • Crown failed to address rising homelessness among Māori communities. The 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
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			<p>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.</p> <ul style="list-style-type: none"> • Māori homeownership decreased by a third since 1980s due to urbanisation, unemployment, inability to build housing on their whenua. • 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.
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Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
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 Te Pātū ki Kauhanga Hapū	<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.
Wai 1843	The Te Aeto Hapu claim	Terence Tauroa on behalf of Te Aeto Hapū, 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • 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 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. • 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 homeownership 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • 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. • 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 on behalf of members of Ngāti Tara	<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 percent 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

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<p>to live in household crowding than the non-Māori urban population (according to the 2006 Census).</p> <ul style="list-style-type: none"> • Māori engage less with government-backed homeownership 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. • 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. The Crown's monitoring and evaluation of the Māori Housing Strategy is inadequate.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • 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. • 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • 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. <p><i>Health</i></p> <ul style="list-style-type: none"> • Rural Māori population experience higher levels of socioeconomic deprivation than non-Māori, thus experience poorer health outcomes. 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.

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • 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. • 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 Native Rock Oyster (Lyndon and Collier) claim	Mataroria Lyndon and Louisa Collier	<ul style="list-style-type: none"> • 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 on behalf of himself, his whānau, 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).

Claim number	Claim name	Named claimants	Summary of allegations relating to social issues
			<ul style="list-style-type: none"> • 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

Table A1: Population of the 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	14,847	775,836	4,699,755
Change 2006-2018	48% growth	17% growth	37% growth	17% growth

Table A2: Proportion of Aotearoa Māori living in inquiry data area and proportion of total Aotearoa population living in inquiry data area (as percentage), Census 2006, 2013, and 2018

	Inquiry data area Māori population as percentage of Aotearoa Māori population	Inquiry data area total population as percentage of total Aotearoa population
2006	0.9%	0.3%
2013	0.9%	0.3%
2018	1.0%	0.3%

Table A3: Ethnic makeup of the inquiry data area and Aotearoa, Census 2018 (as percentage)

	Inquiry data area	Aotearoa
European	63.8%	70.2%
Māori	51.9%	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%.

Table A4: 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

Table A5: Iwi affiliation (grouped) for individuals living in inquiry data area, Census 2006, 2013, 2018 (as 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 Whaitu	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.

Table A6: Major iwi affiliations for individuals living inquiry data area, Census 2006, 2013, 2018 (as percentage)

Iwi affiliation	2006	2013	2018
Ngāpuhi	34.7%	32.9%	31.6%
Te Rarawa	25.6%	27.7%	28.0%
Ngāti Kahu	24.0%	25.7%	22.4%
Ngāti Kurī	12.1%	11.9%	11.9%
Te Aupōuri	14.7%	12.3%	11.3%
Ngāi Takoto	3.9%	5.4%	4.9%
Ngāti Porou	4.5%	4.2%	4.2%
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- makaurau Region, Iwi not named	1.7%	1.2%	1.1%
Ngāti Awa	1.0%	1.0%	1.0%

Unknown	10.9%	11.6%	9.5%
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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 distribution

Table A7: Age distribution of inquiry data area and across Aotearoa, by ethnicity, Census 2018 (as 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%	19.4%	11.6%	12.9%
20-29 years	12.7%	7.3%	10.1%	15.7%	13.8%	14.1%
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%	13.0%
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%	6.7%
80+ years	1.4%	6.6%	3.8%	0.9%	4.1%	3.6%
Total	100%	100%	100%	100%	100%	100%

Table A8: Mean (average) age for inquiry data area and across Aotearoa (in years), by ethnicity, Census 2006, 2013, and 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	28.4	39.9
2018	30.8	50.2	29.4	40.4

Urban and rural living

Table A9: Population living in an urban area (major, large, medium, or small urban area), Census 2006, 2013, and 2018 (as percentage)

	Inquiry data area			Aotearoa		
	Māori	Non-Māori	All	Māori	Non-Māori	All
2006	52.1%	30.9%	42.2%	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	3% decrease	<1% decrease	<1% increase	<1% increase

Note: All urban areas within the inquiry data area are classified as small urban areas.

Table A10: Population living in a rural area (settlement or other), Census 2006, 2013, and 2018 (as 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

Table A11: Unemployment in the inquiry data area and in Aotearoa, Census 2006, 2013, and 2018 (as 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

Table A12: Unemployment by age group, Census 2018 (as 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%

Table A13: Unemployment in the inquiry data area and across Aotearoa, by gender, Census 2018 (as 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

Table A14: Mean (average) income in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018 (in NZD)

	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

Table A15: Median (middle) income in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018 (in NZD)

	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

Table A16: Income distribution in the inquiry data area and across Aotearoa, Census 2018 (as percentage) (in NZD)

	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%

Table A17: Mean (average) income in the inquiry data area and across Aotearoa, by age group, Census 2018 (in NZD)

	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

Table A18: Mean (average) income in the inquiry data area and across Aotearoa, by gender, Census 2018 (in NZD)

	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

Table A19: People receiving one or more sources of income support in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018 (as 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

Table A20: People receiving one or more sources of income support in the inquiry data area and across Aotearoa, by age group, Census 2018 (as 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%

Table A21: People receiving one or more sources of income support in the inquiry data area and across Aotearoa, by gender, Census 2018 (as 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

Table A22: Mean (average) New Zealand Index of Deprivation rating (NZDep2018) in the inquiry data area and across 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

Table A23: Median (middle) New Zealand Index of Deprivation rating (NZDep2018) in the inquiry data area and across 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

Table A24: Proportion of individuals living in each New Zealand Index of Deprivation rating (NZDep2018), Census 2018 (as 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

Table A25: Life expectancy at birth in the inquiry data area and across Aotearoa, Census 2006, 2013, 2018 (in years)

	Inquiry data 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.

Table A26: Difference between Māori and non-Māori in life expectancy at birth, Census 2006, 2013, 2018 (in 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

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

Table A27: Regular smokers in the inquiry data area and across Aotearoa, Census 2006, 2013, 2018 (as percentage)

	Inquiry data 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	33% decrease	39% decrease

Table A28: Regular smokers in the inquiry data area and across Aotearoa, by age group, Census 2018 (as percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
15-24 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%

Table A29: Regular smokers in the inquiry data area and across Aotearoa, by gender, Census 2018 (as percentage)

	Inquiry data 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

Table A30: People with one or more activity limitation in the inquiry data area and across Aotearoa, Census 2018 (as percentage)

Inquiry data area		Aotearoa	
Māori	Non-Māori	Māori	Non-Māori
9.3%	11.5%	8.0%	6.3%

Table A31: People with one or more activity limitation in the inquiry data area and across Aotearoa, by age group, Census 2018 (as percentage)

	Inquiry data 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%	4.4%
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%

Table A32: People with one or more activity limitation in the inquiry data area and across Aotearoa, by gender, Census 2018 (as percentage)

	Inquiry data 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

Table A33: People aged 15 years and over without a recognised qualification, Census 2006, 2013 and 2018 (as percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
2006	48.1%	34.1%	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	23% decrease	37% decrease	26% decrease

Table A34: People without a recognised qualification in the inquiry data area, by age group, Census 2018 (as 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%

Table A35: People aged 15 years and over without a recognised qualification in the inquiry data area, by gender, Census 2016, 2013 and 2018 (as 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

Table A36: People aged 15 years and over with level 3 or 4 certificate as their highest secondary school qualification, Census 2006, 2013 and 2018 (as 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	96% increase	56% increase	67% increase	33% increase

Note: figures do not include equivalent overseas qualifications.

Table A37: People aged 15 years and over with level 3 or 4 certificate as their highest secondary school qualification in the inquiry data area, by gender, Census 2006, 2013 and 2018 (as 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	110% increase	65% increase	68% increase	43% increase

Note: figures do not include equivalent overseas qualifications.

Tertiary qualifications

Table A38: People aged 15 years and over with a bachelor's degree (or equivalent qualification) or higher, Census 2006, 2013 and 2018 (as 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	121% increase	73% increase	77% increase	58% increase

Table A39: People aged 15 years and over with a bachelor's degree (or equivalent qualification) or higher in the inquiry data area, by gender, Census 2006, 2013 and 2018 (as 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	143% increase	93% increase	68% increase	48% increase

Enrolment in kōhanga reo

Table A40: Number of kōhanga reo services available in the Far North District and Aotearoa, and the percentage of all nation-wide kōhanga reo located in the Far North District, 2002-2020⁷¹⁵

	Far North	Aotearoa	Percentage of all nation-wide 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%
2020	31	444	7%

⁷¹⁵ Years 2002-2008 do not include licence-exempt kōhanga reo. From 2009 onwards all kōhanga reo are licensed.

Change 2002-2020	14% decrease	19% decrease	No change
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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.

Table A41: Kōhanga reo enrolment numbers in Far North District and nationally, 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: 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 11 July 2022.

Table A42: Kōhanga reo and all early childhood education enrolment numbers for Far North District, and kōhanga reo enrolments as a percentage of all early childhood education enrolments, 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: 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 11 July 2022.

Enrolment in Māori-medium schooling

Table A43: Total number of schools offering Māori-medium education in Far North District, Te Tai Tokerau, and across Aotearoa, 2002-2020

	Far North District	Te Tai Tokerau	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: 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.

Table A44: Number of Māori-medium schools in Far North District, Te Tai Tokerau, and across Aotearoa, 2002-2020

	Far North District	Te Tai Tokerau	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: 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.

Table A45: Enrolment in Māori-medium education Years 1-15 in Far North District and across Aotearoa, 2002-2020 (enrolment numbers)⁷¹⁶

	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.

⁷¹⁶ Includes enrolment in Māori-medium education in both Māori-medium schools and mixed-medium schools.

Table A46: Enrolment in Māori-medium education Years 1-15 in Far North District and across Aotearoa, 2002-2020 (percentage of enrolments)⁷¹⁷

	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	12.8%	2.4%
2020	14.4%	2.7%
Change 2002-2020	25% increase	21% 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

Table A47: People able to speak te reo Māori in the inquiry data area and in Aotearoa, by ethnicity, Census 2006, 2013, and 2018 (as 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	4% decrease

⁷¹⁷ Includes enrolment in Māori-medium education in both Māori-medium schools and mixed-medium schools.

Table A48: People able to speak te reo Māori in the inquiry data area, all ethnicities, by age group, Census 2006, 2013, and 2018 (as 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%	11% increase
35-44 years	13.6%	12.9%	15.5%	14% increase
45-54 years	11.0%	11.5%	13.6%	23% 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

Table A49: Māori individuals able to speak te reo Māori in inquiry data area, by age group, Census 2006, 2013, and 2018 (as 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%	5% decrease
25-34 years	28.4%	27.2%	28.8%	2% 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%	27.2%	27.3%	6% decrease

Cost of rent

Table A50: Mean (average) and median (middle) weekly household rent in the inquiry data area and across Aotearoa, Census 2006, 2013, and 2018 (in NZD)

	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

Table A51: 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

Table A52: 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

Table A53: Household annual rent as a percentage of a person's annual income in the inquiry data area and across Aotearoa, 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

Homeownership

Table A54: 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 (as 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: Homeownership 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

Table A55: 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 (as 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

NZ Housing Register

Table A56: Percentage of people on NZ Housing Register residing in Far North District and percentage of people on the Housing Register identifying as Māori, 2015-2020

	Percentage of people on NZ Housing Register residing in Far North District	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, Te Manatū Whakahiato Ora, 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.

Access to basic amenities

Table A57: People with access to fewer than seven basic amenities in the inquiry data area and in Aotearoa, Census 2018 (as percentage)

	Inquiry data area		Aotearoa	
	Māori	Non-Māori	Māori	Non-Māori
Fewer than seven basic amenities	11.0%	8.1%	10.0%	6.6%