



Guidance for councils preparing housing and business development capacity assessments

Assessing Māori housing demand

Background

Under the National Policy Statement on Urban Development, local authorities are required to prepare housing and business development capacity assessments (HBAs). These inform council decisions on how and where housing growth will occur. They also assess demand across different population groups, including Māori.

A review of the previous round of HBAs¹ found that mention of Māori housing demand and aspirations was often limited. This review suggested that future HBAs include a section on Māori housing demand. It also recommended that the Ministry for the Environment and Te Tūāpapa Kura Kāinga | Ministry for Housing and Urban Development provide guidance on how councils could produce this section. Councils may also have useful insights from writing their future development strategies to inform Māori housing demand assessments.

Purpose of this guidance

Assessing Māori housing demand in HBAs is a requirement under section 3.23(2) of the National Policy Statement on Urban Development (NPS-UD). Improving the analysis of Māori housing demand, aspirations and barriers in their HBAs will enable councils to better consider these factors in their decision-making and be better prepared to engage more meaningfully as Te Tiriti o Waitangi partners.

This guidance provides direction on four aspects of producing a Māori housing demand assessment:

- Māori data sovereignty
- engagement with mana whenua
- qualitative assessments
- quantitative assessments.

¹ This is an unpublished review completed by Principal Economics.

Māori data sovereignty

Māori data is information that is produced by Māori, about Māori people and the environments they have relationships with.

Local authorities have different relationships with iwi and hapū across the motu. We encourage councils to think about Māori data sovereignty² when collecting, storing and using Māori data.

In early 2023 [Te Kāhui Raraunga Charitable Trust](#)³ released a [Māori Data Governance Model](#) for use across the public service. The model is driven by Tuia te korowai o Hine-Raraunga – Data for self-determination, where iwi, hapū and Māori organisations, businesses and communities are enabled to pursue their own goals for cultural, social, economic and environmental wellbeing.

The model provides some useful examples and questions for working through eight key pou, including data collection, data access, sharing and repatriation, and data use and reuse.

Engaging with mana whenua

Councils should engage directly with local iwi and hapū to produce the Māori housing demand assessment component of their HBA. Other groups may be interested in this engagement, such as the owners of Māori land, post settlement governance entities, and community housing providers, and councils can consider including them.

We recognise that councils have different approaches to engaging with mana whenua, and the following is a suggestion only. To begin the process, councils could summarise relevant information that has previously been provided by iwi, hapū and Māori communities. This may include:

- iwi/hapū management plans
- housing strategies
- submissions to the district plan and resource consent applications
- statements of issues of significance to mana whenua from the regional policy statement
- descriptions of papakāinga and Māori purpose zones and where they apply.

Following that, initial kōrero with iwi and hapū should:

- introduce the purpose of HBAs, and particularly the Māori housing demand component. This should include an overview of what the council needs to assess and why, and how the assessment is done
- discuss data sovereignty and seek agreement on an appropriate approach to collecting, storing and using Māori data
- establish whether the iwi or hapū is comfortable with information the council already has being used for the HBA
- determine whether the iwi or hapū has additional relevant information that they would be comfortable sharing.

² Te Mana Raraunga provides a brief overview of the [principles of Māori data sovereignty](#).

³ Te Kāhui Raraunga Charitable Trust is the operational arm of the Data Iwi Leaders Group. This relationship is in addition to, and not a substitute for, the broader Māori–Crown relationship, including with individual iwi and hapū.

Following the quantitative and qualitative analysis (see below), further kōrero between iwi and hapū and councils should focus on other work that could be done. The section on Māori housing demand could list agreed-upon future actions. [Palmerston North City Council's 2021 housing and business development capacity assessment](#) has a good example of this. Assessments could also refer to existing relationship agreements between iwi, hapū, Māori communities and councils, for example, mana whakahono ā rohe (iwi participation agreements).

Qualitative assessment of Māori housing demand

Doing qualitative analysis through engagement with local iwi, hapū and related entities is important to provide a complete picture. This could include:

- individual or group views on Māori housing demand in the district (eg, demand for housing in different locations, and for various types and densities)
- housing policies, strategies and management plans
- current involvement in providing housing for members
- current involvement in providing emergency, public or kaumātua housing
- aspirations for development of their whenua, and where their whenua is located
- barriers faced in developing their whenua (eg, zoning restrictions or infrastructure constraints with capacity/provision).

Quantitative assessment of Māori housing demand

A quantitative assessment of Māori housing demand should provide the following types of data:

- Māori population trends
- housing supply and affordability statistics
- housing need levels and trends
- consenting information and trends for whenua Māori
- any other information that councils, iwi or hapū consider relevant.

We acknowledge that a lack of data can be a barrier to understanding Māori housing demand and aspirations. Table 1 lists data sources that we recommend councils use. The list is not exhaustive, and councils should use the sources that best suit their district. Some data sources are more than five years old; we intend to update this guidance when newer data becomes available.

Table 1: Data sources for quantitative analysis of Māori housing demand

Statistic	Recommended data source*	Notes
Understanding our people		
Total number of people with Māori ethnicity living in the area; percentage of people living in the area who have Māori ethnicity.	<p>2018 Census place summaries</p> <p>Find the number of people with Māori ethnicity under ‘Census 2018’ – Ethnic group (grouped total responses) and number of ethnic groups specified by age group and sex, for the census usually resident population count.</p>	This data provides information on the number of whānau Māori living within the district who may require housing, and the relative scale of Māori housing demand. This can be compared against Aotearoa New Zealand’s total Māori population.
Projected Māori population for the area.	<p>National ethnic population projections, by age and sex</p> <p>From the left-hand menu select ‘Subnational ethnic population projections’, by age and sex.</p> <p>Then click on ‘Area’ and expand ‘Total, New Zealand by territorial authority’ to select the area of interest.</p> <p>See NZ.Stat user guide (stats.govt.nz) to familiarise yourself with using NZ.Stat.</p>	<p>This data provides the number of whānau Māori who may require housing in the future.</p> <p>Further guidance on how to interpret this data can be found in this Stats NZ report on the National projections.</p>
Age of people with Māori ethnicity living in the area.	<p>Experimental administrative population census</p> <p>Download the latest data available by territorial authority and Auckland local board.</p> <p>From the zipped file select ‘ethnicity-level1’.</p> <p>You can then filter the data by year, territorial authority, age group, Māori males, and Māori females.</p>	<p>This data provides information on the likely numbers of whānau Māori whose households may be increasing or decreasing.</p> <p>Read more about using this data.</p> <p>Read more about using this data for Māori.</p>
Current and future total households and average household size.	<p>Statistical area 2 (SA2) household projections</p>	<p>This data provides information on the demand for different sizes and types of housing. Note that this data is not available by ethnicity.</p>
Total number of people who whakapapa to one iwi or hapū within the area.	<p>NZ.Stat (stats.govt.nz)</p> <p>Find the total number of people with Māori ethnicity under ‘Iwi estimates 2018’ – Iwi affiliation (estimated count) by usual residence address (territorial authority area).</p>	<p>This provides the number of whānau Māori living outside their rohe who may wish to return home and will require housing in that rohe. Note that 2018 profiles were made available to iwi but not released publicly.</p>
Understanding land and housing supply		
Extent of land held under Te Ture Whenua Māori in the area.	<p>Pātaka Whenua</p> <p>Select ‘Block Map’ from the lefthand menu, then navigate around the map. Sections of the map marked in grey are Māori land blocks.</p> <p>Click on each of these to bring up detailed information.</p> <p>The Guest User Guide gives directions on how to search Pātaka Whenua as a guest user.</p>	<p>This information shows the location, size and ownership of land held under Te Ture Whenua Māori Act in the area. Some of this land may be suitable for housing.</p>

Statistic	Recommended data source*	Notes
Extent of land returned through Treaty settlements in the area.	<p>Find a Treaty Settlement</p> <p>Scroll down the lefthand menu to find settlements in your area.</p> <p>Search for Deeds of Settlement relevant to iwi and hapū in your area to illustrate the location and size of land acquired through Treaty settlement.</p>	Deeds of Settlement show land returned as cultural redress, and land returned as commercial redress. Some of this land may be suitable for housing.
Capability and capital funding for Māori housing in the area.	<p>He Kūkū Ki Te Kāinga Fund</p> <p>He Taupae Fund</p> <p>He Taupua Fund</p> <p>Te Puni Kōkiri Māori Housing Investments</p>	Information on Māori organisations funded by central government to increase capability or deliver housing stock within an area.
Rental affordability.	<p>Local Housing Statistics</p> <p>Select the 'Outcomes' tab; select your territorial authority in the box in the top right of the dashboard.</p> <p>Scroll down to 'Rental Affordability', where the figure on the right describes the change in rental affordability over time.</p> <p>The General Social Survey results are published every two years by Stats NZ as Wellbeing Statistics.</p> <p>From the downloadable spreadsheet, Table 13 provides subjective housing affordability by ethnic group.</p>	This data provides information on the affordability of rent for the general population living in the area.
Volume of house sales in the area.	<p>Local Housing Statistics</p> <p>Select your territorial authority from the 'Select an area' box in the top right of the dashboard; halfway down the key data tab is a heading 'Home Sales', where you'll find 'Total number of residential sales'.</p>	House sales are not provided by ethnic group. Comparison figures are provided for the previous year and for five years prior, giving an indication of supply.
Understanding housing demand		
Median sale prices in relation to median annual income in the area.	<p>Local Housing Statistics</p> <p>Select your territorial authority from the 'Select an area' box in the top right of the dashboard; on the 'Outcomes' tab, scroll down to 'Home ownership affordability' for a graph of the ratio of median sales to median income over time.</p>	While this data is not presented by ethnic group, it provides information on the affordability of buying a house for whānau Māori living in an area.
Number of people who identify as Māori estimated to be experiencing severe housing deprivation in the area.	<p>2018 Severe Housing Deprivation Estimate</p> <p>Tables 8 and 9 provide severe housing deprivation estimates for each territorial authority based on the first three categories of homelessness in the report: those living without shelter, in temporary accommodation, or sharing accommodation due to lack of access to minimally adequate housing.</p> <p>Table E on page 37 provides regional estimates that include those living in uninhabitable housing.</p>	This data provides information on the urgent need for housing for whānau Māori living in an area. While area breakdowns are not available by ethnic group, the national severe housing deprivation estimate (on pages 34–36) of the report) highlights the disproportionate experience of Māori. This information is derived from the census.
Number of people who identify as Māori receiving emergency housing special needs grants (EHSNG) in the area.	<p>Emergency Housing Special Needs Grant</p> <p>Open the 'Emergency Housing Special Needs Grant – TLA' data file.</p> <p>Scroll across the spreadsheet to find 'Ethnicity of primary client as at report date'. The left column has the list of territorial authorities.</p>	<p>This data provides information on the need for housing for whānau Māori living in an area.</p> <p>Note that EHSNGs can be dramatically affected by one-off events which may take</p>

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	<p>At the bottom of the main website you can select 'Go to previous releases' to access this data back to March 2022.</p> <p>He Arotahinga shows the data over a longer time period.</p> <p>Select the timeframe you're interested in at the top left of the Dashboard.</p> <p>Select 'Emergency Housing Special Needs Grants'.</p> <p>Select the box for 'number of distinct people who were granted an EHSNG'.</p> <p>The timeseries in the bottom graph shows how the numbers and proportions have changed over time.</p> <p>The graph next to the map provides the regional numbers and proportions – to see this data over time, you can change the end date in the top right date selection box.</p> <p>The data can also be downloaded from Ngā Raraunga tab – select the region, the metric and the download icon from the bottom left of the dashboard then select your format.</p>	<p>place outside the area (eg, Kaikoura earthquakes).</p>
<p>Number of people who identify as Māori on the Housing Register in the area.</p>	<p>MAIHI Ka Ora, Ka Mārama</p> <p>MAIHI Ka Ora, Ka Mārama is a Māori housing dashboard that provides reliable data to support whānau, hapū, iwi and Māori organisations making decisions about housing.</p> <p>Once Maihi Ka Ora, Ka Mārama has shown the proportion of those on the housing register in your region who are Māori, consider this against the total number of people on the housing register in your territorial authority.</p> <p>He Arotahinga</p> <p>Select the timeframe at the top-left of the dashboard, then select 'Public Housing'.</p> <p>Select the box for 'number of main applicants on the register'.</p> <p>The timeseries in the bottom graph provides an indication of how the numbers and proportions have changed over time.</p> <p>The graph next to the map provides the regional numbers and proportions – to see this data over time, you can change the end date you want in the top right date selection box.</p> <p>The data can also be downloaded from Ngā Raraunga tab – select the region, the metric and the download icon from the bottom left of the dashboard, then select your format.</p> <p>Local Housing Statistics</p> <p>Select the 'Outcomes' tab, then select the area of interest from the box in the top right corner.</p> <p>People on the Housing Register is the first set of figures.</p>	<p>This data shows the number of people waiting for public housing, which indicates the level of urgent need for housing for whānau Māori living in the area.</p>
<p>Number of recipients of the accommodation supplement who identify as Māori in the area.</p>	<p>MAIHI Ka Ora, Ka Mārama</p> <p>Select the timeframe you're interested in at the top-left of the dashboard, then select 'Accommodation Supplement'.</p> <p>Select the box for 'recipients of the Accommodation Supplement'.</p> <p>The time series in the bottom graph shows how the numbers and proportions have changed over time nationally for total</p>	<p>This data provides information on the affordability of housing costs for whānau Māori living in the area. Note that data is only available at a regional level.</p>

Statistic	Recommended data source*	Notes
	<p>and Māori recipients. The graph next to the map provides the regional numbers and proportions – to see this data over time, you can change the end date you want in the top right date selection box.</p> <p>The data can also be downloaded from Ngā Raraunga tab – select the region, the metric and the download icon from the bottom left of the dashboard, then select your format.</p>	
<p>Number of people who identify as Māori who currently hold a public housing tenancy.</p>	<p>He Arotahinga</p> <p>Select the timeframe you are interested in at the top left of the dashboard, then select 'Public Housing'.</p> <p>Select the box for 'number of public homes tenanted'.</p> <p>The timeseries in the bottom graph provides an indication of how the numbers and proportions have changed over time nationally for total and Māori recipients. The graph next to the map provides the regional numbers and proportions – to see this data over time, you can change the end date you want in the top right date selection box.</p> <p>The data can also be downloaded from Ngā Raraunga tab – select the region, the metric and the little download icon from the bottom left of the dashboard, then select your format.</p>	<p>This data shows the number of people living in public housing, which indicates the level of need for affordable housing for whānau Māori living in the area. Note that data is only available at a regional level.</p>
<p>Percentage of Māori who report living in a warm, dry home which does not require repairs.</p>	<p>Census data is available at NZ.Stat</p> <p>To find the number of those living without/with mould, select '2018 Census' from the lefthand menu, then 'Housing', then 'Dwelling mould indicator by ethnic group'. Select the area you'd like, the ethnic groups and the dwelling mould indicator (we recommend at least assessing both the 'always' and 'sometimes' mould over A4 size indicators).</p> <p>To find the number of those living with/without damp in their homes, select '2018 Census' from the lefthand menu, then 'Housing', then 'Dwelling dampness indicator by ethnic group'. Select the area you'd like, the ethnic groups and the dwelling dampness indicator (we recommend at least assessing both the always and sometimes damp indicators).</p>	<p>This data shows how residents perceive the quality of their housing.</p>

*Note: these are the recommended data sources; however, there may be other relevant local sources that could be used instead. Please get in touch with the Ministries if you have any questions about these sources.

