

In Confidence

Office of the Associate Minister of Housing (Māori Housing)

Cabinet Social Wellbeing Committee

Report back on the implementation of Te Maihi o te Whare Māori - the Māori and Iwi Housing Innovation Framework for Action (MAIHI)

Proposal

- 1 This paper provides a report back on:
 - Progress made through Te Maihi o te Whare Māori – the Māori and Iwi Housing Innovation Framework for Action;
 - Te MAIHI Whare Wānanga held in March 2022; and
 - MAIHI Ka Ora, the National Māori Housing Strategy and its Implementation Plan.
- 2 Throughout this paper I refer to three separate documents which set the direction for Māori housing. These are:
 - Te Maihi o te Whare Māori – the Māori and Iwi Housing Innovation Framework for Action, **MAIHI**. MAIHI was endorsed by Cabinet in May 2020 and launched in August 2020.
 - **MAIHI Ka Ora**, the National Māori Housing Strategy which was endorsed by Cabinet and launched in September 2021.
 - The MAIHI Ka Ora **Implementation Plan** which was endorsed by Cabinet in December 2021 and launched in March 2022.

Relation to government priorities

- 3 This paper is in line with the Government's commitment to laying the foundations for a better future, through improving housing affordability (CAB-20-MIN-0525 refers). It also aligns with the Government's ongoing commitment to strengthening Māori Crown partnerships.

Executive Summary

- 4 Several workstreams have been progressed through MAIHI since the last report back in September 2021 (CAB-21-22080074 refers).
- 5 MAIHI Ka Ora, the National Māori Housing Strategy and its Implementation Plan were developed, approved by Cabinet and launched (CBC-21-MIN-0098 and CAB-21-MIN-0547 refers).

- 6 MAIHI Ka Ora is an expression of the articles of Te Tiriti o Waitangi. The strategy sees the Government using its levers (Article one) to enable Māori-led local housing solutions (Article two), so Māori housing aspirations are achieved. If both arms of Te Tiriti work cohesively together, the strategy will provide oritetanga (Article three), equity.
- 7 Te MAIHI Whare Wānanga (Whare Wānanga) held in March 2022 provided a platform for Māori to share the work being undertaken in their rohe and engage directly with Ministers on Māori housing issues.
- 8 Other work advanced through MAIHI, such as Whai Kāinga Whai Oranga, has strengthened partnerships with Māori and advanced Māori-led housing solutions.

Background

- 9 In May 2020 Cabinet endorsed MAIHI to deliver, at pace, a system-wide response to Māori housing stress. Cabinet also agreed to establish the Whare Wānanga as a key part of this approach.
- 10 The Whare Wānanga was to be held on a six-monthly basis until June 2022 and annually thereafter. However, due to disruptions caused by COVID-19, Whare Wānanga had to be delayed and three have been held to date. Going forward, Whare Wānanga will be held annually.
- 11 MAIHI was informed and designed by working directly with Māori housing partners. Partnering with Māori in delivering housing responses, to ensure they are fit for purpose, implementable and enduring is a key part of MAIHI.
- 12 MAIHI includes both urgent and long-term system responses to critical gaps for Māori in mainstream housing solutions, in three key workstreams:
 - Respond: Ensuring that the system is positioned to respond to immediate needs, focusing on reducing homelessness; increasing housing stock; co-designing place-based solutions with Māori in critical need; accelerating home ownership; and Māori-led community-based housing projects and papakāinga.
 - Review: Reviewing the system settings where current Crown policies and programmes cause barriers (including regulatory), assessing interventions (to ensure no unintended negative consequences), and examining fully the systemic levers that have led to the Māori housing crisis.
 - Reset: Fundamentally resetting systems and processes so that the housing system provides equitable solutions for Māori; Māori are partnering in the design and implementation of solutions; Te Tiriti o Waitangi obligations and settlements are upheld, and injustices are not repeated; and a new contemporary Treaty partnership is established that enables Māori to lead their housing solutions in the future.

- 13 Following the implementation of MAIHI and the Whare Wānanga, Cabinet agreed to the development of a new Māori Housing Strategy. The new Māori Housing Strategy was developed alongside the Government Policy Statement on Housing and Urban Development (GPS-HUD). Together, these documents take a system wide approach to setting the long-term direction for the housing and urban system by Government (CAB-21-MIN- 0199 refers).

Te MAIHI Whare Wānanga

- 14 The Whare Wānanga is a Ministerial forum for Rangatira-to-Rangatira engagement – that is, Māori leaders talking directly with Ministers. An alternative Rangatira-to-Kāwanatanga engagement between Māori leaders and Government officials also occurs. The primary purposes of the Whare Wānanga are to provide:
- A genuine forum and protocol for engagement Rangatira-to-Rangatira – Māori leaders and the Crown, including through the National Iwi Chairs Forum and the Pou Tāhua.
 - A platform for iwi and Māori housing collective members.
 - A forum where a high-level insight of the Government's programme for Māori Housing developments is provided.
 - An opportunity for partners to highlight what each is working on and what is upcoming, and to provide insights and discuss any concerns.
 - An opportunity for participants to provide feedback on their interactions with the Crown.
- 15 Te Tūāpapa Kura Kāinga has worked closely with Te Matapihi in the delivery of the Whare Wānanga. Te Matapihi co-facilitated the role of hosting first two Whare Wānanga held in Wellington in 2020 and 2021. In 2022 this partnership shifted to an iwi partnership and the Whare Wānanga was delivered by a partnership between the Crown and the Te Tai Tokerau collective. This reinforces the Māori-Crown partnership approach of MAIHI.

Report back on Te MAIHI Whare Wānanga held in March 2022

- 16 In March 2022, the Whare Wānanga was hosted in Te Tai Tokerau and delivered nationally online. This was the first Whare Wānanga held outside of Wellington and co-hosted by iwi and Te Tūāpapa Kura Kāinga. The kaupapa for the Whare Wānanga was 'Ka nukunuku, Ka nekeneke' – emulating that we move forward in unison and symbolises leadership, deliberation, direction, action, acceleration and achievement.
- 17 This was the largest Whare Wānanga held to date, with 40 participants hosted in Te Tai Tokerau and over 140 participants joining online from around the motu.

- 18 In-person attendees included leaders from Ngāti Hine, Ngāti Wai, Ngāti Rēhia, Te Rarawa, Ngāpuhi and Ngāti Whātua; Māori housing providers from Te Tai Tokerau; Minister Davis and Te Tūāpapa Kura Kāinga officials. The Whare Wānanga was chaired by Pita Tipene, Secretary General at Te Rūnanga o Ngāti Hine. The Crown created space for this Whare Wānanga to be led by iwi, hapū and Māori.
- 19 Ministers Woods, Jackson, Davidson and I, alongside representatives from central and local government were also in attendance online.
- 20 Te Tai Tokerau used this opportunity as co-hosts to come together collectively to present their housing strategy to attending Ministers. Hapū, iwi and Māori housing providers from across Te Tai Tokerau also presented on their key housing projects.
- 21 Online attendees included hapū, iwi and Māori housing providers from across the motu, representatives from seven rohe and Te Matapihi. Rohe representatives presented at the Whare Wānanga, to showcase how they are progressing Māori housing. Presenters also included representatives from the three iwi-led prototypes under Whai Kāinga Whai Oranga; Ngāti Kahungunu Iwi Incorporation, Toitū Tairāwhiti and Ka Uruora.

Themes from Te MAIHI Whare Wānanga

- 22 There were a number of key themes and issues that came out of the Whare Wānanga which included:
- Iwi and Māori are ready to move forward to build.
 - Resilience in Māori communities to overcome barriers to building.
 - Māori innovation and innovative approaches
 - Issues with government funding and investment processes.
 - Hapū, iwi and Māori housing providers really value the opportunity to come together as a collective to learn from one another.
- 23 The overarching theme that came through during the Whare Wānanga is that Māori are ready to lead their own housing solutions and the Crown needs to tautoko and remove barriers to Māori progress. This is consistent with MAIHI and MAIHI Ka Ora, which have a strong focus on Māori-led solutions and reviewing settings to remove barriers to Māori innovation.
- 24 Issues with government funding and investment processes were also raised by attendees. In particular, the need for funding to be provided over periods longer than one to two years, and for funding processes to be streamlined, with support for those seeking funding.
- 25 During presentations, Māori were referencing principles and intentions of MAIHI, including putting Māori at the heart of housing responses, allowing

Māori to determine their own housing solutions and empowering whānau intergenerationally.

Whai Kāinga Whai Oranga

- 26 Whai Kāinga Whai Oranga is a commitment of \$730 million over four years to accelerate Māori-led housing solutions. It is a combination of investment from Budget 2021 (\$380m) and the Māori Infrastructure Fund (\$350m), approved by Cabinet in May 2021.
- 27 Te Tūāpapa Kura Kāinga and Te Puni Kōkiri, as lead agencies for the housing system and Māori development respectively, work together through an interagency approach to secure agreement to investment proposals. With iwi, new developments have been designed to prototype housing solutions that support iwi, hapū and whānau to establish a framework for delivery.
- 28 Since its launch in October 2021, Whai Kāinga Whai Oranga has ensured place-based approaches are at the heart of all investment decisions. Taking a MAIHI and place-based approach increasing Māori housing in deprived areas is one of the Whai Kāinga Whai Oranga principles.
- 29 The delivery of Whai Kāinga Whai Oranga includes two pathways – the Project Pathway and the Programme Pathway. The Programme Pathway is in the prototype phase to determine and test what a long-term housing arrangement that is iwi-led could look like. The focus of the Programme Pathway is creating a system shift through partnership and prioritising long-term sustainable housing delivery.
- 30 Te Tūāpapa Kura Kainga and Te Puni Kōkiri have entered into formal prototype agreements with iwi in two of the priority areas (Ka Uruora – Taranaki Iwi Collective and Toitū Tairāwhiti – East Coast – Ngāti Porou). An agreement with the third priority area (Ngāti Kahungunu – Hawkes Bay) is expected to be formally agreed in June 2022, followed by Te Taitokerau.
- 31 The total investment for Ka Uruora is \$58.1 million and will deliver up to 172 affordable rentals in Taranaki, Tokoroa, Blenheim, Thames and Tāmaki Makaurau. The total investment for Toitū Tairāwhiti is \$55 million to deliver up to 150 affordable rent-to-buy homes in the region. Toitū Tairāwhiti is an iwi collective consisting of Ngai Tamanuhiri, Rongowhakaata, Te Aitanga a Mahaki Ngāti Porou, and iwi partners Te Whānau-ā-Apanui and Te Whakatōhea.
- 32 To date Whai Kāinga Whai Oranga has resulted in 675 homes (of 1000) being approved or contracted for delivery. In addition, contracts for 286 (of 700) whare repairs and 850 (of 2700) infrastructure enabled sites have been approved or contracted. The Whai Kāinga Whai Oranga dashboard is attached to this paper as Annex A.
- 33 Whai Kāinga Whai Oranga is an example of successfully implementing MAIHI and MAIHI Ka Ora. This process and partnership approach encapsulates te mauri o te whānau – whānau at the centre. These investments signal the

momentum to reset our approach to Māori housing and brings to fruition the outcomes of MAIHI Ka Ora for locally delivered and Māori-led solutions.

- 34 Whai Kāinga Whai Oranga is MAIHI realised – a single-door approach for government departments to work together in partnership with iwi to develop housing solutions. Māori have been clear that they want Government to create space for Māori-led local solutions, especially when it comes to delivering housing for their people on their whenua. Whai Kāinga Whai Oranga helps create that space to allow Māori housing solutions to thrive.
- 35 Whai Kāinga Whai Oranga provides funding for years 2021-2024. It is the most significant investment ever made into Māori housing. Through Whai Kāinga Whai Oranga we have seen real impacts for whānau on the ground. Genuine and deep partnerships have been forged, and the housing solutions launched so far have been developed and led by Māori. Although progress has been made, there is still significant work to be done to turn around the housing outcomes Māori face. In time, I would like to extend the Whai Kāinga Whai Oranga model to other priority areas around the motu.

Progress made through the MAIHI Framework for Action

- 36 Māori housing statistics highlight the inequity that Māori face in our housing system. History tells us that to be successful in providing enduring Māori housing solutions we must put whānau at the centre of our approach and we must enter genuine partnerships with iwi and Māori – both integral parts of MAIHI.
- 37 The implementation of MAIHI has made significant gains by focussing on the need for a whole of system approach. It sets an expectation of cohesion across government agencies to accelerate Māori housing and wellbeing outcomes.
- 38 Since the last report back on the implementation of MAIHI in September 2021, several workstreams have been progressed.

MAIHI and place-based partnerships

- 39 Te Tūāpapa Kura Kāinga is working across the housing and urban development system to drive better housing outcomes for people and communities using a place-based approach. The place-based approach focusses on working directly on the system, in communities. Combined with MAIHI we are focusing our efforts on the specific housing issues and opportunities in place, working with our Treaty partners alongside local councils and community groups to support them to bring about better results where it is most needed.
- 40 There are MAIHI and place-based partnerships in priority regions - Tairāwhiti, Te Tai Tokerau, Hastings and Bay of Plenty, including Rotorua. The partnership approach is responding to supply needs that address poor housing and wide-ranging housing and urban system issues in these areas.

- 41 A strong focus of the partnerships is improved planning for future growth and addressing infrastructure challenges. Whai Kāinga Whai Oranga, as part of MAIHI is making a significant contribution to support progress and provide more available options for solving what have been long held issues that have previously prevented housing being built. We have seen an increase in council consenting by Māori across some of these rohe, including Hastings, Opotiki and Tairāwhiti.
- 42 Transitional, emergency and public housing provision has also been a focus across the partnerships. Projects to improve the provision of these types of housing are underway in the partnership regions.
- 43 These partnerships are enabling housing supply to be delivered faster and at greater volume than would be occurring otherwise. Strong inter-departmental and inter-agency partnerships have developed within priority investment areas and fostered through the MAIHI way of working.
- 44 Challenges around economic headwinds could impact the speed of delivery, particularly supply chain disruptions, price escalation and tightening of the lending environment. The availability of network infrastructure particularly in the regions remains a long-term challenge for many iwi and Māori housing providers.

Budget 2022 delivers Māori-led responses to homelessness

- 45 MAIHI is being embedded across Te Tūāpapa Kura Kāinga, alongside the Government Policy Statement on Housing and Urban Development (GPS-HUD). An example of this is the delivery of the Homelessness Action Plan (HAP) through a Kaupapa Māori approach.
- 46 Budget 2022 has recognised the importance of Māori-led responses to homelessness. Funding for additional HAP initiatives through Budget 2022 totals \$75 million. \$25 million of this is for a fund for flexible, strengths-based support from iwi and Māori providers to support whānau in urgent housing need. Officials are currently developing this work in a way that ensures iwi and Māori partners and stakeholders provide significant input into the fund parameters, and that they are fit for purpose. The fund will be accessible by iwi and Māori providers from July 2023.
- 47 The second pathway provided for in Budget 2022 is for Māori-led emergency housing delivery and Māori-led alternatives to emergency housing. This initiative has been allocated \$175 million, held in contingency. This will take a step towards addressing the disparities in emergency housing options for Māori and start to respond to concerns raised by claimants in the Waitangi Tribunal's Housing Kaupapa Inquiry (Wai 2750).
- 48 Given Māori are overrepresented in emergency housing, it is important that Māori are involved throughout the development of this work. In line with MAIHI and MAIHI Ka Ora, this initiative will be designed in partnership with Māori.

- 49 These pieces of work are an opportunity to address some of the issues with government funding processes which were raised at the March 2022 Whare Wānanga. We continue to work with iwi and Māori to identify improved options for housing approaches and delivery.

Strengthening Te Tūāpapa Kura Kāinga officials' capability to improve Māori housing outcomes

- 50 Te Tūāpapa Kura Kāinga is undergoing a restructure to a functional model which supports better ways of working. The functional model organises business groups to align with functions, e.g. policy that leads to legislation is now within the same group. The functional model is a fit-for-purpose, coherent, logical and a comprehensive approach to the way Te Tūāpapa Kura Kāinga works as the housing system leaders. There is a strong focus on taking a collaborative approach, with MAIHI and place-based remaining integral approaches to work carried out.

Supporting more Māori into home ownership

- 51 Progressive Home Ownership (PHO) is a partnership between the Crown and approved PHO providers, where providers work with lower to median income individuals and whānau who are unlikely to buy a home without a reasonable level of financial and non-financial support. PHO schemes such as rent-to-own, leasehold, and shared ownership provide a measured and supported pathway for whānau to achieve home ownership.
- 52 Te Au Taketake is the pathway for iwi and Māori organisations to access the Progressive Home Ownership Fund. The priority over the last 12 months has been to build partnerships and work with potential providers to develop their capability and capacity to offer PHO to whānau. This capacity building ensures there will be a pipeline of delivery for PHO.
- 53 The number of enquiries from interested parties has been substantial, with 128 Māori and iwi entities expressing interest in becoming a provider. Officials are actively working with 22 of these to advance their interest.
- 54 Many iwi and Māori providers face significant work to reach a point where they are ready to deliver PHO schemes. PHO is a demand driven product, so providers need to establish whānau demand and readiness for home ownership. Officials are working with providers to build their knowledge of the key components required to deliver a successful PHO scheme and to ensure it responds to the circumstances of whānau they serve and their housing development opportunity.
- 55 As part of the development of iwi and Māori housing providers' capability, webinar content has been delivered in partnership with Te Matapihi. Officials have also engaged with industry experts to design feasibility and affordability tools to enable providers to assess the potential of their land to deliver homes as part of a PHO scheme. Feedback from entities that have engaged with these tools has been positive.

MAIHI Ka Ora, the National Māori Housing Strategy

- 56 The development of MAIHI Ka Ora, the National Māori Housing Strategy was completed in two phases. Phase one (MAIHI Ka Ora) set out priority areas and goals. Phase two involved the development of a detailed Implementation Plan (Implementation Plan).

Developing MAIHI Ka Ora and its Implementation Plan

- 57 MAIHI Ka Ora was developed in partnership with iwi and Māori. The importance of partnership, investment, wrap-around support and system settings which enable Māori were signalled strongly by iwi and Māori throughout the development process.
- 58 MAIHI Ka Ora was developed in parallel with the Government Policy Statement on Housing and Urban Development (GPS-HUD). Developing these key documents together enables us to align strategic direction across the GPS-HUD, MAIHI and MAIHI Ka Ora, as part of setting the long-term direction for the housing and urban system.
- 59 The deep connections between MAIHI Ka Ora and the GPS-HUD will help ensure that the entire system is positioned to deliver better housing outcomes for Māori. Both the GPS-HUD and MAIHI Ka Ora recognise that system level change is necessary if Māori outcomes are to change. While necessary, it will never be sufficient to simply “respond” to the significant housing challenges that New Zealand faces. MAIHI Ka Ora and the GPS-HUD outline actions at a system level to address the causes of complex problems that underly Māori housing inequities.
- 60 Cabinet endorsed MAIHI Ka Ora in September 2021 (CBC-21-MIN-0098).
- 61 Te Tūāpapa Kura Kāinga officials then led the development of the Implementation Plan with significant input from iwi and Māori. The Implementation Plan was endorsed by Cabinet in December 2021 (CAB-21-MIN-0547) and publicly launched at the Whare Wānanga in March 2022.

Elevating MAIHI to guide MAIHI Ka Ora

- 62 MAIHI Ka Ora elevates MAIHI and uses the Framework’s ‘respond, reset and review’ structure to guide the strategic goals for Māori housing over the immediate and long term.
- 63 The MAIHI Framework, its approach, and establishment of the Whare Wānanga has helped to establish genuine Māori Crown relationships in the Māori Housing space. MAIHI, its principles and workstreams guided the construction of the new Māori Housing Strategy.
- 64 The principles that underpin MAIHI are foundational to MAIHI Ka Ora and its workstreams and are reflected in the structure of the Implementation Plan.

Delivering the outcomes of MAIHI Ka Ora

- 65 Reporting on the actions set out in MAIHI Ka Ora and the Implementation Plan will be completed every six months. The first round of reporting has been completed. Reporting will be used to track progress against the actions in MAIHI Ka Ora and its Implementation Plan. This ensures changes can be made if required to keep actions on track.
- 66 The reporting was completed by Te Tūāpapa Kura Kāinga, Te Puni Kōkiri and the Ministry of Business, Innovation and Employment. Kāinga Ora are not the lead agency for any actions within MAIHI Ka Ora, but were also consulted on the reporting and will support as required. There is work underway for the vast majority of actions – overall we are on-track to achieving the targets set out in the Implementation Plan.
- 67 There has been some reprioritisation of work, meaning a small number of actions which should have been started have not. However, some actions were not due to be started yet, and work is already being progressed.
- 68 Te Tūāpapa Kura Kāinga are leading several workstreams which contribute to the Implementation Plan. Two pieces of policy development underway are a review of Kāinga Whenua Loans and a review of barriers to building on whenua Māori. These are areas Māori have raised issues over many years. Addressing these will contribute significantly to taking a step towards achieving the outcomes set out in MAIHI Ka Ora.
- 69 Policy options for addressing issues with Kāinga Whenua Loans aim to be completed by the end of this year. The first phase of work on barriers to building on whenua Māori focusses on access to finance. Options for this phase will also be delivered by the end of this year.

Financial Implications

- 70 There are no direct financial implications as a result of this report. Any budget over existing baselines required to support the implementation of MAIHI, Te MAIHI Whare Wānanga and MAIHI Ka Ora will be sought as required through the normal Budget process.

Te Tiriti o Waitangi implications

- 71 The Treaty of Waitangi embodies a partnership between Māori and the Crown. Officials have assessed the proposals in this paper against the articles of the Treaty, as set out in MAIHI Ka Ora and agreed by Cabinet (CBC-21-MIN-0098).
- **Rangatiratanga/chieftainship** – the actions in this paper seek to enable by Māori, for Māori housing solutions.
 - **Kāwanatanga/government** – the direction set out in this paper will support the Crown to meet its Treaty and legislative obligations in a way that reflects the Treaty partnership.

- **Oritetanga/equity** – the paper outlines a series of actions being undertaken to reduce inequity for Māori in the housing system.

Human Rights

- 72 This paper is consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Consultation

- 73 The following agencies were consulted on this paper: Te Puni Kōkiri, Kāinga Ora – Homes and Communities, Ministry of Social Development, Office for Māori Crown Relations - Te Arawhiti, Ministry for Pacific Peoples, Department of the Prime Minister and Cabinet, Department of Corrections and the Ministry of Business Innovation and Employment.

Proactive Release

- 74 I intend to proactively release this paper within 30 business days of decisions being confirmed by Cabinet.

Next steps

- 75 The next Whare Wānanga is scheduled to be held in December 2022. Representatives from Toitu Tairāwhiti put down a tono at the March 2022 Whare Wānanga (requested to host the next Whare Wānanga). Officials will work with Toitu Tairāwhiti on the logistics of this Whare Wānanga.
- 76 The next round of MAIHI Ka Ora six-monthly reporting will be undertaken in November 2022. A report-back on progress will be provided to the December 2022 Whare Wānanga.

Recommendations

The Associate Minister of Housing (Māori Housing) recommends that the Committee:

- 1 **Note** the progress made through the implementation of the MAIHI Framework for Action.
- 2 **Note** the report back on Te MAIHI Whare Wānanga held in March 2022.
- 3 **Agree** the Associate Minister of Housing (Māori Housing) reports to the Social Wellbeing Cabinet Committee by July 2023 on further progress of MAIHI, MAIHI Ka Ora and Te MAIHI Whare Wānanga.

Authorised for lodgement

Hon Peeni Henare

Associate Minister of Housing (Māori Housing)