

LITMUS

Impact evaluation of the Māori Housing Network

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Te Puni Kōkiri

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Executive summary

This report presents the findings of the independent impact evaluation of the Māori Housing Network (the Network).

The Network supports whānau, hapū and iwi with information, advice, practical support, and funding to improve and develop whānau housing. The Network was established in July 2015 and began operation in October 2015. From October 2015 to June 2017, the Network invested \$40.7 million in 158 projects. Most projects were in Te Tai Tokerau, Ikaroa-Rāwhiti and Waikato-Waiariki.

Evaluating the impact of the Māori Housing Network

We used a kaupapa Māori approach to evaluate the Māori Housing Network. We visited Te Tai Tokerau, Waikato-Waiariki, and Ikaroa-Rāwhiti and interviewed 111 whānau, rōpū, housing providers, tradespeople and other stakeholders. We conducted a survey of 56 grant recipients in all regions. We also interviewed national and regional Te Puni Kōkiri staff and reviewed documents and data relating to the Network.

The evaluation questions were:

1. How much has the Māori Housing Network invested in Māori housing projects? How much have partners co-invested?
2. What has the investment been spent on by area of focus in the Māori Housing Network Annual Investment Plan?
3. How effectively has the investment been targeted to address housing needs and aspirations?
4. What have been the early impacts of the investments made?

Key findings

In the first two years of operation, the Network invested \$40.7 million in 158 projects. Most investment went towards increasing the supply of affordable housing and improving the quality of housing for whānau. Total identifiable co-investment to the Network projects was \$7.8 million, although this does not include all other contributions, for example, insulation subsidies¹.

The Network exceeded the targets outlined in the Network's Investment Plan 2016-17 (the Investment Plan). It has:

¹ Feedback about these other contributions was anecdotal and we cannot therefore accurately assess the monetary value of this type of co-investment.

- increased the supply of affordable housing for Māori by contributing to building affordable new homes and providing infrastructure support
- improved the quality of housing for whānau by funding urgent and essential repairs
- increased the supply of emergency housing by contributing to emergency housing projects
- built whānau, hapū and iwi capability in the Māori housing sector by funding workshops.

Investment in the above activities contributed to more whānau living in safer, more secure and healthier homes.

The Network invested in locations where there is high housing need. With the exception of Tāmaki Makaurau, the Network's investment aligned to areas of high housing and socio-economic deprivation, low home ownership, and poor quality housing. In Tāmaki Makaurau Te Puni Kōkiri works with multiple government agencies to address housing need through other measures.

The Network's activities matched the needs and aspirations of whānau and the resources available. The Network:

- maximised opportunities to increase housing supply in areas with Māori land available for development, particularly in Te Tai Tokerau and Ikaroa-Rāwhiti
- funded housing repairs for whānau with poor quality privately owned housing, particularly in areas of high socio-economic deprivation such as Te Tai Tokerau.

The Network contributed to improving whānau wellbeing. The grants strengthened connections to whakapapa, whānau and whenua, restored whānau pride and self-esteem, built capability, and improved whānau health and wellbeing. The grants also opened possibilities for future housing development and other opportunities to enhance whānau wellbeing.

Access to good quality, healthy and secure housing is vital for whānau to thrive. However, Māori disproportionately live in poor quality housing, severe housing deprivation, or social housing and assisted private rental. The need is great and the Māori Housing Network has made an important contribution to improving Māori housing and improving whānau wellbeing.

Māori Housing Network design

Whānau solutions to whānau housing

The Māori Housing Network is designed to support whānau, hapū and iwi with information, advice, funding and practical support to improve and develop whānau housing. The Network is managed by Te Puni Kōkiri. It was established in July 2015 and began operation in October 2015. The goal of the Network is ‘whānau Māori living in safe, secure and healthy homes’.

The Network aims to use a whānau-centred approach. This means Te Puni Kōkiri works closely with whānau and rūpū to identify their housing needs and aspirations and develop solutions. Te Puni Kōkiri national and regional offices work together under a shared kaupapa to provide a coordinated point of contact for whānau and rūpū to engage with the Government on housing issues.

Investment strategy focus areas

The Māori Housing Network Investment Strategy 2015-18 has the following medium-term strategic focus areas.

- Improving the quality of housing for whānau.
- Building the capability of whānau, hapū and iwi within the Māori housing sector.
- Increasing the supply of affordable housing for Māori.

The Māori Housing Network Investment Plan 2016-17 (the Investment Plan) updated the focus areas to include emergency housing. The Investment Plan prioritised investing in housing repair projects, emergency housing, and identifying and working with communities with high needs and significant health issues.

Contribution towards He Whare Āhuru He Oranga Tāngata

The Network’s investment outcomes are intended to contribute towards He Whare Āhuru He Oranga Tāngata—the Government’s Māori Housing Strategy. These outcomes are:

- ensure the most vulnerable Māori have secure tenure and access to safe, quality housing with integrated support services
- improve the quality of housing for Māori communities
- support Māori and their whānau to transition to preferred housing choices
- increase the amount of social housing provided by Māori organisations
- increase housing on Māori-owned land
- increase large-scale housing developments involving Māori organisations.

What has been invested?

The following section describes how much the Māori Housing Network has invested in Māori Housing projects by focus area. It also explores the extent to which investment was targeted to address housing needs and aspirations.

Key messages

- In the first two years of operation, the Network invested \$40.7 million in 158 projects.
- Most investment went towards increasing the supply of affordable housing and improving the quality of housing for whānau.
- The Network invested in locations where there is high housing need, with most investment going to Te Tai Tokerau, Ikaroa-Rāwhiti and Waikato-Waiariki.
- Total identifiable co-investment to the Network projects was \$7.8 million.

Māori Housing Network investment by focus area

From October 2015 to June 2017, the Network invested \$40.7 million in 158 projects. Most investments went towards increasing the supply of affordable housing and improving the quality of housing for whānau.

Māori Housing Network investment by focus area October 2015 to June 2017

| Focus area | Number of projects ¹ | Total funding | Funding as % of total |
|-------------------|---------------------------------|---------------------|-----------------------|
| Supply | 42 | \$19,419,239 | 48% |
| Quality | 60 | \$13,622,632 | 33% |
| Emergency Housing | 15 | \$3,982,742 | 10% |
| Capability | 43 | \$3,645,186 | 9% |
| Total | 158 | \$40,669,799 | 100% |

¹ The total number of projects does not add to 158 because two projects contributed to more than one primary focus area.

Increasing housing supply (papakāinga) requires considerable input. Therefore the average grant size for this focus area was approximately \$400,000. Grants to increase whānau or rōpū capability were comparatively small, averaging approximately \$85,000.

Māori Housing Network investment by region

Te Puni Kōkiri used the New Zealand Deprivation Index 2013 (NZDep)² to identify areas of high socio-economic deprivation to inform Māori Housing Network investment. In addition to some urban centres, large areas with high deprivation are in Ikaroa-Rāwhiti, Te Tai Tokerau and some parts of Waikato-Waiariki. Severe housing deprivation prevalence is highest for Māori in Northland, Auckland, Bay of Plenty, Gisborne and Hawkes Bay (Amore, 2016). Much Māori housing is in isolated rural areas.

From October 2015 to June 2017, Te Tai Tokerau received 34 percent the Network funding (approximately \$14 million). Te Tai Tokerau received more funding than the other regions to improve housing quality, increase housing supply and increase housing capability. Waikato-Waiariki received more funding than other regions for emergency housing.

Māori Housing Network investment by location July 2015 to June 2017

| Location | Supply | Quality | Emergency | Capability | Total |
|------------------|---------------------|---------------------|--------------------|--------------------|---------------------|
| Te Tai Tokerau | \$6,924,127 | \$4,905,037 | \$1,140,000 | \$1,020,738 | \$13,989,902 |
| Tāmaki Makaurau | \$225,000 | \$925,000 | - | \$290,234 | \$1,440,234 |
| Waikato-Waiariki | \$2,138,983 | \$3,683,065 | \$1,741,720 | \$822,844 | \$8,386,612 |
| Ikaroa-Rāwhiti | \$5,168,241 | \$947,009 | \$731,522 | \$703,283 | \$7,550,055 |
| Te Tai Hauāuru | \$3,415,009 | \$2,872,740 | \$289,500 | \$672,087 | \$7,249,336 |
| Te Waipounamu | \$1,547,879 | \$289,781 | \$80,000 | \$66,000 | \$1,983,660 |
| National | - | - | - | \$70,000 | \$70,000 |
| Total | \$19,419,239 | \$13,622,632 | \$3,982,742 | \$3,645,186 | \$40,669,799 |

Te Puni Kōkiri is aware of severe housing deprivation in Tāmaki Makaurau for Māori whānau. During the establishment of the Network, Te Puni Kōkiri assessed the best way to support whānau housing needs in Tāmaki Makaurau. Te Puni Kōkiri is part of a cross-government approach which includes significant investment from a range of agencies including Housing New Zealand and the Ministry of Social Development (MSD). From October 2015 to June 2017, the Network invested \$1.4 million in Tāmaki Makaurau, including assisting an Iwi Authority with a business case to consider a Crown Land housing development, and supporting progress with Te Paea Marae on their emergency housing proposal.

Over time, the Network aims to work with more whānau and communities throughout the country.

² NZDep includes income, employment and housing related variables (Atkinson, Salmond & Crampton, 2014).

Co-investment from other organisations

Co-investment is only required for papakāinga development grants. Twelve projects have had formal co-investment totalling \$7.8 million. Co-investment included rōpū cash contribution, rōpū debt finance contribution, rōpū sweat equity, and other co-investment.

Whānau and organisations may receive funding from other grants (such as insulation subsidies). However, this information is not recorded or monitored by Te Puni Kōkiri. Stakeholders identified substantial informal co-investment from whānau, rōpū and community groups. As this feedback was anecdotal, we cannot assess the monetary value of this co-investment.

What has the Māori Housing Network achieved?

The following section describes the Māori Housing Network achievement across the funds' four strategic focus areas over the period October 2015 to June 2017. The sections are ordered by size of investment.

What did grants to increase housing supply achieve?

Key messages

- The Network provides papakāinga development and infrastructure support grants to increase housing supply.
- From October 2015 to June 2017, 42 recipients received grants for papakāinga development and infrastructure support to the value of \$19.4 million.
- This investment contributed to funding 63 affordable housing units and infrastructure support for 182 homes. This exceeded the Investment Plan target to contribute to funding 54 homes. At June 2017, 11 houses were complete, with around 50 on track for completion by June 2018.
- Grants contributed to whānau wellbeing:
 - Whānau have stronger connections to whakapapa, whānau, and whenua
 - Whānau have restored pride and self-confidence
 - Whānau learned new knowledge and skills through the process of papakāinga development (for example, project management, landscaping and tikanga)
 - Whānau are living in warmer, safer, and drier homes.
 - The process of papakāinga development opened up opportunities e.g. further land development and economic sustainability.

Papakāinga development and infrastructure support

The Network grants increase housing supply through:

- papakāinga development grants that contribute to building affordable rental homes on Māori land.
- infrastructure support (e.g., power, water, sewerage system, roading, gas and telecommunications) for affordable rental homes and homes for owner-occupiers on Māori land.

The grant value for papakāinga development and infrastructure support is determined on a case-by-case basis. For affordable rental housing development, the benchmark grant is \$190,000-\$260,000 (including GST) per three bedroom house. The benchmark infrastructure support grant is \$57,500-\$80,500 (including GST) per house. For owner-occupied housing, the benchmark infrastructure support grant is \$70,000 for one house and \$130,000 for two houses on the same block (including GST).

The Network funded 42 papakāinga and infrastructure grants

From October 2015 to June 2017, the Network funded 42 papakāinga development and infrastructure support projects to the value of \$19.4 million. Te Tai Tokerau and Ikaroa-Rāwhiti regions received the most funding.

Housing supply projects October 2015 to June 2017

| Location | Number | Cost | Funding as % of total |
|------------------|-----------|---------------------|-----------------------|
| Te Tai Tokerau | 5 | \$6,924,127 | 36% |
| Tāmaki Makaurau | 1 | \$225,000 | 1% |
| Waikato-Waiariki | 16 | \$2,138,983 | 11% |
| Ikaroa-Rāwhiti | 8 | \$5,168,241 | 27% |
| Te Tai Hauāuru | 11 | \$3,415,009 | 18% |
| Te Waipounamu | 1 | \$1,547,879 | 8% |
| Total | 42 | \$19,419,239 | 100% |

Papakāinga and infrastructure grants contributed to housing supply

This investment contributed to the cost of building 63 affordable housing units and infrastructure support for 182 homes for whānau. In June 2017, 11 of these houses were complete. However, Te Puni Kōkiri expects another 50 houses to be completed by June 2018, reflecting the lead-in time necessary between funding approval and building completion. Grants are in line with the Investment Plan targets to increase housing supply by contributing to costs for 54 homes by the end of June 2017.³

Papakāinga requires considerable time to develop and build. For many whanau, the process can take over two years. Whānau may begin with feasibility studies and capability building. Whānau develops a plan, manage and save finances, and work closely together to achieve

³ Infrastructure and papakāinga funding is distributed throughout the project timeframe and may cross over multiple financial years.

their goal. Whānau may also be working with the Māori Land Court and other stakeholders. Whānau and Te Puni Kōkiri reported these processes are essential, albeit time-consuming.

Most whānau and rōpū surveyed who received papakāinga development and infrastructure support grants agreed that the Network had:

- increased the number of whānau living in safer, warmer, drier and healthier homes (94 percent agreed or strongly agreed)
- improved the infrastructure for building new homes (81 percent agreed or strongly agreed)
- supported whānau to move into secure housing (90 percent agreed or strongly agreed).

Some whānau commented that without the support of the grant they would have had to investigate other options for start-up capital for their housing development. They would also have had to negotiate planning restrictions on their own, which would have been challenging.

Other whānau commented that without the grant, they would have abandoned their papakāinga dream. Instead, they would have had to save for longer to purchase less affordable housing on general titles away from whānau.

‘[Without the Network] we would be without a home.’ (Ikaroa-Rāwhiti)

‘The whānau members who live on the whenua would be **unable** to make the kind of improvements needed **to ensure their safety and access** to their homes.’ (Te Waipounamu)⁴

Grants contributed to whānau wellbeing

Papakāinga development and infrastructure support grants contributed to whānau wellbeing.

Stronger connections to whakapapa, whānau, and whenua

Most whānau and rōpū agreed that the papakāinga development and infrastructure support grants contributed to better connections to whakapapa, whānau and whenua (94 percent agreed or strongly agreed).

Since moving to papakāinga, whānau experienced restored and strengthened connections with generations of family members. Whānau noted that as a result of working together to develop papakāinga, they learned their whakapapa and became closer with whānau. Whānau are also more confident with tikanga, te reo Māori and pepeha.

⁴ NOTE: The authors of the report rather than the whānau member being interviewed have added the emphasis in the bolded text in quotes.

‘[Benefits were] **whānau kotahitanga**, te reo, whakapapa, whenua, pepeha, communications for our future mokopuna.’ (Ikaroa-Rāwhiti)

‘Bringing whānau together and learning whakapapa and te reo.’ (Ikaroa-Rāwhiti)

Restored pride and self-esteem

Whānau were proud of their achievements for developing papakāinga and were pleased to show their homes to visitors and have whānau stay.

Whānau considered that having quality housing on their papakāinga negated the stigma associated with papakāinga as a substandard housing option.

‘It has allowed the realisation of providing **marae-based housing** for those in need.’ (Te Waipounamu)

Kaumātua involved in papakāinga development said their spirits were lifted by these developments as it increased their pride in and contribution to their community.

Built capability and skills

Whānau were exposed to many challenges developing papakāinga, due to the complexities of developing on multiply-owned land which was often underutilised and had limited amenities. They learned important skills to overcome these challenges, such as project management, relationship management, landscaping, building, labouring and tikanga Māori.

‘We have increased networking, training, and education’ (Ikaroa-Rāwhiti)

Furthermore, whānau often needed to come up to speed quickly with positions and tasks that they were unfamiliar with. For example, one participant spoke of initially not having sufficient land for the housing development. With the support of whānau, she scoped and negotiated the purchase of two surrounding blocks of land from extended whānau.

Happier and healthier whānau

Most whānau acknowledged that developing papakāinga is contributing to healthier whānau. Whānau are living in warmer, safer and drier homes and have higher self-esteem. Kaumātua were also happier because they live close to their mokopuna. Over time, whānau are likely to see other benefits, for example, access to edible gardens (māra kai).

One whānau talked about the health benefits of having an ultra-violet water filtration system installed at their family home through an infrastructure grant. Before the system was installed whānau needed to purchase bottled water because water was unsafe to drink due to runoff from farms. Since the system was installed their water is safe to drink.

Whānau particularly noted that their tamariki were healthier, happier and more confident since moving to papakāinga. Some whānau felt that these changes flowed positively to their tamariki school attendance and achievement, and sporting endeavours.

Developing papakāinga opened possibilities

The process of developing papakāinga made whānau consider other possibilities and opportunities for developing their ancestral land. Some whānau have started discussions and are planning further development of their papakāinga, such as building two or three more houses. Whānau also observed younger family members realising the opportunities and becoming interested in developing their land.

Whānau viewed papakāinga development to be a platform for increasing intergenerational home ownership. These developments showed whānau that there is an affordable way to achieve quality and secure housing.

Some whānau commented that papakāinga development broadened their thinking about other opportunities and possibilities to enhance whānau wellbeing. For example, whānau are actively discussing economic development opportunities for their people to be self-sufficient.

‘We have begun to have conversations about the future maintenance of our whenua and housing. It is a **catalyst** that helps us to work together more and plan for the future of our whenua and support each other more in terms of our health and wellbeing.’ (Te Waipounamu)

Other impacts

Finally, some whānau mentioned that through the process of developing papakāinga there were opportunities to educate tradespeople and bank staff about tikanga Māori and the concept of multiply-owned Māori land. For example, one whānau negotiated the deletion of a clause in their contract that stated if the loan is not paid their land will be taken.

What did grants for improving housing quality achieve?

Key messages

- The Māori Housing Network funds urgent and essential housing repairs to improve the quality of homes for whānau.
- From October 2015 to June 2017, 60 grants for independent building condition assessments, housing repairs and project administration were awarded to the value of \$13.6 million.
- The investment resulted in 387 repair projects and 108 building condition assessments. This result exceeded the Investment Plan target of 285 homes repaired.
- Grants for housing repairs contributed to:
 - restored pride and self-confidence
 - stronger connections to whakapapa, whānau, and whenua
 - improved physical and mental health in whānau
 - improved tamariki participation in learning.

Support for housing repairs

The Network provided support to whānau to fund urgent and essential home repairs. The grant can be used for:

- independent building condition assessments
- critical repairs where there is an immediate and serious risk to health, life or safety
- essential repairs to bring the dwelling to a compliant standard of performance in line with the New Zealand Building Code 2004
- project administration.

Under 2017 guidelines, recipients must be a registered legal entity for community-based repairs (involving repairs to multiple homes in a community). Individual whānau may also receive grants for critical repairs. Eligible whānau must be living in substandard housing situations, be the owner/occupier of the dwelling, hold a current community services card, and there must be a vulnerable person(s) living in the house. Projects that include children, kaumātua or whānau with special health and social service needs, are given preference. Multi-person houses are prioritised over single-person houses.

Forty thousand dollars plus GST is the guideline maximum funds available for any individual house for a rōpū coordinated repair programme. Te Puni Kōkiri's contribution cannot exceed 50 percent of the estimated dwelling replacement costs, unless there are extenuating circumstances.

The Network funded 60 housing repair grants

From October 2015 to June 2017, the Network funded 60 repair grants to the value of \$13.6 million. Te Tai Tokerau and Waikato-Wairiki regions received the most funding.

Housing quality projects July 2015 to June 2017

| Location | Number | Cost | Funding as % of total |
|-----------------|-----------|---------------------|-----------------------|
| Te Tai Tokerau | 9 | \$4,905,037 | 36% |
| Tāmaki Makaurau | 1 | \$925,000 | 7% |
| Waikato-Wairiki | 19 | \$3,683,065 | 27% |
| Ikaroa-Rāwhiti | 4 | \$947,009 | 7% |
| Te Tai Hauāuru | 24 | \$2,872,740 | 21% |
| Te Waipounamu | 3 | \$289,781 | 2% |
| Total | 60 | \$13,622,632 | 100% |

Housing repairs grants improved housing quality

Housing repair grants contributed to 387 repair projects and 108 independent building condition assessments. The investment in housing repairs exceeded the Investment Plan target (285 homes repaired) by June 2017.

Almost all whānau and rōpū surveyed (94 percent) who received a grant for housing repairs agreed or strongly agreed the Network had increased the number of whānau living in safer, warmer, drier and healthier homes.⁵

Most whānau had been living in substandard housing for many years. Many houses were built in the 1940's and 1950's and had deteriorated. Other homes were built in the 1980's and 1990's with inferior cladding and inappropriate building materials and building practices and were prone to leaking and rot. Many of these houses are in very isolated rural areas with low accessibility and limited access to services. Tradespeople who repaired the houses commented that whānau had been living in some of the worst quality houses they had seen.

Whānau and Te Puni Kōkiri staff reported there are very limited or no funding alternatives for whānau to repair homes. They noted the Network meets a critical funding gap. Housing repair grants allowed whānau to continue to live in their own home. This contributed to limiting homelessness and loss of connections and support.

⁵ Six percent of people surveyed disagreed.

‘The grant made it possible for whānau to **stay in their homes** as long as possible, safely.’ (Te Tai Tokerau)

‘The grant has given people the ability to stay in our rōpū and **not have to move** elsewhere in search of safe and affordable housing for our whānau.’ (Te Waipounamu)

Whānau and rōpū reported that community repair grants had improved the quality of houses. Repairs included repairing roofs, fixing leaks, repairing and replacing windows and fixing holes in walls and floors.

Whānau and rōpū confirmed that without the grant they would have found it extremely difficult to raise funds to conduct the repair work. Some would have tried to save or fundraise for the repairs. However, this would have taken a lot longer to achieve and they may have needed to reduce the scale of the repairs. Their housing conditions and health could have worsened while waiting for the repairs.

‘It would have been **very difficult** [without the grant] to raise funding to undertake repairs to whānau homes. There are virtually no other options for completing this work.’ (Ikaroa-Rāwhiti)

‘It would take longer for whānau, hapu to become healthier and the organisational housing network would be **strained financially**.’

Grants contributed to whānau wellbeing

Grants for essential and urgent home repairs contributed to whānau wellbeing.

Restored pride and self-confidence

Whānau said the repairs to houses restored pride in their homes. Before the repairs, many whānau were whakamā (embarrassed) about the state of their homes. This meant that whānau were reluctant to invite people to visit or stay with them. Many kaumātua talked about how isolated they were because they were not mobile and did not want people to visit them. A few kaumātua spoke about how their mokopuna were embarrassed about the quality of their homes and consequently some did not come home at night.

‘Māori Housing has enabled another one or two generations to live in their turangawaewae. Whānau **self-esteem is uplifted**.’ (Te Tai Hauāuru)

Stronger connections to whakapapa, whānau and whenua

Most whānau and rōpū agreed or strongly agreed that repairs to houses led to stronger whānau connections to whakapapa, whānau and whenua (78 percent).

The restored pride and self-confidence discussed above supported whānau to exercise whanaungatanga, especially for kaumātua who previously had isolated themselves, but now enjoyed having visitors. Whakawhanaungatanga was described by recipients and whānau in varying ways, but for most this related to whānau and friends being together at home.

Whānau described how their connections to whenua were enhanced by the housing repairs. Although some lived in humble homes, the whenua had important whakapapa and historical links. The repairs enabled whānau to feel safe and comfortable about opening their homes to extended whānau. Many of their whānau lived overseas or in cities, and the whenua represented a tangible connection whānau had to their whakapapa and identity as Māori.

‘The grant **brought us together** as a whānau.’ (Te Waipounamu)

Improved physical and mental health

Whānau and rōpū agreed that the housing repairs had led to healthier whānau (94 percent).

Most whānau reported that their health immediately improved as a result of the housing repairs. For example, whānau reported:

- Fewer doctor visits (tamariki and adults)
- Less use of daily asthma medication
- Having a more positive attitude towards life
- Feeling more motivated about being active and starting exercise.

‘There was a huge need for the repairs. There was **a lot of illness** within the households that was directly attributed to the poor housing conditions.’
(Ikaroa-Rāwhiti)

‘It lifted a huge weight off our shoulders, free from the day to day **worry and stresses** we had trying to repair the home ourselves. (Ikaroa-Rāwhiti)

Improved participation in learning

Most whānau and rōpū agreed that the housing repairs had improved school attendance (61 percent).⁶ Whānau reported that tamariki were sick less often because their homes were warmer, drier and healthier.

The above view was supported by a teacher in a community that had three whānau receive home repairs. This teacher noted that tamariki were attending school more often and participating in learning more actively because they were living in warmer, drier and healthier homes.

⁶ Whānau were not sure about the extent of this, 33% said they did not know whether the repairs had improved school attendance.

What did grants for emergency housing projects achieve?

Key messages

- Grants for emergency housing support projects to provide short-term accommodation for whānau.
- From October 2015 to June 2017, the Māori Housing Network funded 15 emergency housing projects to the value of \$4 million. This exceeded the Investment Plan target of seven projects.⁷
- Emergency housing grants increased the supply and quality of emergency housing and provided wraparound services.
- Emergency housing grants:
 - improved physical and mental health
 - helped provide wraparound support to navigate social services
 - increased whānau confidence and positive outlook
 - helped whānau connect with whanaunga and learn their whakapapa
 - enabled whānau to make choices and plan for the future.

Emergency housing grants provide short-term accommodation

The purpose of grants for emergency housing projects is to contribute to funding small-scale, one-off costs to set up emergency housing primarily for Māori.

The Network works with Māori housing providers and MSD to provide funding for emergency housing projects. MSD is the lead agency for emergency housing. The Network prioritises whānau Māori and predominantly Māori communities, projects endorsed or referred by MSD, housing providers with wraparound support services, projects that help whānau with children and kaumātua, including whānau affected by family violence.

To be eligible, grant recipients must be a legal entity, have capacity to deliver emergency housing and be operationally viable without ongoing Te Puni Kōkiri financial assistance. The grants are not restricted to Māori land. The amount of funding available for each project is decided on a case-by-case basis, with no upper limit.

Grants for emergency housing projects are for one-off capital or project costs such as repairing or constructing buildings or buying land or properties. Grants may be used to build

⁷ Emergency housing was not monitored as a separate priority area until 2016. However, five emergency housing projects were funded in 2015.

capacity and capability of Māori providers to supply or manage emergency housing. Grants are not for ongoing operational costs, or to buy or upgrade Housing New Zealand homes.

The Network funded 15 emergency housing projects

From October 2015 to June 2017, the Network funded 15 emergency housing projects to the value of \$4 million. Of these projects, ten were funded in 2016/17 to the value of over \$2.9 million. This exceeded the Investment Plan target (seven projects).

Waikato-Waiariki received the most funding for emergency housing projects (44 percent). The largest grant was over \$1.3 million. The smallest grant was \$10,000.

Emergency housing projects July 2015 to June 2017

| Location | Number | Cost | Funding as % |
|------------------|-----------|--------------------|--------------|
| Te Tai Tokerau | 3 | \$1,140,000 | 29% |
| Tāmaki Makaurau | 0 | - | 0% |
| Waikato-Waiariki | 6 | \$1,741,720 | 44% |
| Ikaroa-Rāwhiti | 3 | \$731,522 | 18% |
| Te Tai Hauāuru | 2 | \$289,500 | 7% |
| Te Waipounamu | 1 | \$80,000 | 2% |
| Total | 15 | \$3,982,742 | 100% |

Emergency housing grants increased the supply and quality of emergency housing and provided wraparound services

As the Network has only funded 15 emergency housing projects, the qualitative and quantitative data on emergency housing is limited. For privacy reasons, we did not interview whānau living in emergency housing.

Whānau who benefited from emergency housing grants were reported to be living in unstable, unsuitable and unsafe conditions or were homeless. Some rōpū and housing providers commented that without the support of the Network, whānau would be in unsafe and unhealthy homes. Others reported that they would have searched for other government support to fund their project, but were not confident there were feasible alternatives.

Rōpū and housing providers reported positive impacts for whānau from emergency housing grants. Emergency housing provided a stable and safe environment with daily structure. The emergency housing also improved access to wraparound support for whānau (such as connecting whānau to other services or helping them to apply for jobs and long-term rental properties). Rōpū and housing providers reported this additional support was essential to achieve successful whānau outcomes.

Grants for emergency housing projects improved whānau wellbeing

The following impacts on whānau wellbeing are evident from the grants for emergency housing.

Improved physical and mental health

Access to emergency housing improved whānau physical and mental health. Rōpū and housing providers reported whānau are healthier and happier as they are now living in warm, dry, and secure housing.

To protect a range of emergency housing tenants, some housing providers do not allow drugs or alcohol on site. This is a challenge for whānau with addictions. However, it also led some whānau to seek support and assistance with addictions. Not all rōpū and housing providers interviewed agreed with this approach. Some preferred to address housing needs first and then respond to other needs.

Provided wraparound support to navigate social services

Rōpū and housing providers connected whānau to other agencies for long-term support (for example government agencies or medical services). Some whānau were helped to apply for driver's licenses or birth certificates. This helped whānau access essential services or benefits to which they were entitled.

Wraparound support services helped whānau to effectively navigate systems and access training and support. Whānau were connected to budgeting services and life skills programmes. One housing provider had a trade training unit on site, and whānau participated in their training.

Increased whānau confidence and positive outlook

Wraparound support strengthened whānau motivation and confidence. For example, whānau received help and were motivated to write curricula vitae, apply for rental properties, and look for work if they could.

Rōpū and housing providers noted a positive change in whānau behaviour from being “downtrodden” and having “no hope” to being re-energised, focussed and happy.

Helped whānau connect with whanaunga and learn their whakapapa

One housing provider reported connecting with whanaunga and learning about whakapapa was important for whānau in emergency housing. Some whānau accessed support to connect with their whanaunga and learn about their whakapapa. The housing provider connected whānau with whanaunga, kaupapa Māori organisations, and kaumātua who could assist them on their whakapapa journey.

Enabled whānau make choices and plan for the future

Emergency housing gave whānau time, security, and a safe place to make decisions about the future. Rōpū and housing providers reported whānau were stressed from living in unsafe environments and were unable to make decisions.

Wraparound support from rōpū and housing providers meant whānau could focus on long-term goals rather than meeting immediate needs.

Other outcomes

Rōpū and housing providers were not able to comment on whether emergency housing had improved tamariki school attendance. However, some thought that by keeping whānau together and meeting basic needs, school attendance would have improved.

What did grants for capability projects achieve?

Key messages

- Grants for capability building strengthen the Māori housing sector generally and increase whānau capability to maintain houses. Capability grants support the outcomes from other Māori Housing Network grants.
- From October 2015 to June 2017, the Network funded 43 capability building projects to the value of \$3.6 million. The number of capability projects exceeds the Investment Plan target for June 2017 of capability funding to around 33 rōpū.
- Capability building grants:
 - Helped whānau and rōpū become housing providers by increasing their knowledge and skills of project management, housing development, and budgeting.
 - Supported whānau to plan and prepare to build papakāinga.
 - Increased whānau skills and knowledge to maintain houses.

Capability grants are designed to build the Māori housing sector and increase whānau capability

Capability grants support Māori housing providers, rōpū, and whānau who want to become housing providers including through papakāinga development. This support involves funding papakāinga feasibility studies, workshops on papakāinga development, and information and resources for rōpū Māori seeking to increase housing sector leadership and knowledge.⁸

Capability grants also support whānau and rōpū to gain skills and knowledge on home ownership or home maintenance. This support is mainly through whānau focussed workshops. Workshops often link with local businesses and other support services.

Capability building grants often support other Network projects. For example, whānau may attend papakāinga development workshops prior to applying for a papakāinga development grant. Whānau who have repairs done on their home may also attend home maintenance workshops to ensure they are able to care for their houses long-term.

‘The grant **strengthened relationships** (new and old), and confirmed capability at local and community level.’ (Ikaroa-Rāwhiti)

⁸ From June 2017 Papakāinga feasibility studies were funded through the housing supply output.

The Network funded 43 grants to increase capability

From October 2015 to June 2017, the Network funded 43 capability building projects to the value of \$3.6 million. The number of capability building grants exceeded the Investment Plan target to provide funding to around 33 rōpū.

The 43 grants included:

- 24 project capability initiatives
- 86 workshops or initiatives to increase whānau knowledge about housing issues, including papakāinga development.
- 14 papakāinga feasibility studies

Te Tai Tokerau received the most funding for capability building (28 percent). Most grants were under \$100,000.

Capability building projects October 2015 to June 2017

| Location | Number | Cost | Funding as % of total |
|-----------------|-----------|--------------------|-----------------------|
| Te Tai Tokerau | 6 | \$1,020,738 | 28% |
| Tāmaki Makaurau | 4 | \$290,234 | 8% |
| Waikato-Wairiki | 12 | \$822,844 | 23% |
| Ikaroa-Rāwhiti | 9 | \$703,283 | 19% |
| Te Tai Hauāuru | 10 | \$672,087 | 18% |
| Te Waipounamu | 1 | \$66,000 | 2% |
| National | 1 | \$70,000 | 2% |
| Total | 43 | \$3,645,186 | 100% |

Without the Network funding, rōpū and whānau report they would have continued to seek support from other channels, although this would have been challenging.

Capability building projects increased whānau and rōpū knowledge and skills

Capability grants increased the knowledge and skills of the Māori housing sector, particularly for whānau and rōpū who are undertaking emergency housing projects or papakāinga development.

Whānau and rōpū knowledge of the housing sector and skills to navigate this sector increased. For example, whānau and rōpū learned how to work with multiple agencies (such as banks, district or local councils and Te Puni Kōkiri), plan and manage building projects,

and project budgeting skills. Whānau who received capability support were often energised and spurred on to apply for other grants, such as papakāinga development grants.

Whānau also learned practical skills and knowledge on how to do repairs at home on a budget. For example, whānau learned how to fix a leaky tap, change door handles, fix light switches, plaster small holes in the wall and do general maintenance and repair work.

Whānau reported the skills gained gave them confidence to deal with minor maintenance and repair issues themselves, before having to pay to bring in a tradesperson. This was important because many whānau interviewed lived in rural and isolated communities and the cost to bring in tradespeople is high.

We have gained more **insight and knowledge** on home maintenance and improvement and have a kete of people who can now be accessed in the future for work on our home. (Te Tai Hauāuru)

How successful was implementation?

The implementation was successful

Whānau and rōpū reported that Te Puni Kōkiri shared their housing project vision. This was particularly important for papakāinga development. Whānau reported that in most cases there were clear lines of communication, and successes and challenges were shared. This helped to reaffirm the project's vision.

Whānau and rōpū felt that Te Puni Kōkiri staff wanted them to achieve their housing goals and aspirations. Te Puni Kōkiri staff were persistent in their approach, particularly when whānau insisted that they did not need support because other whānau were worse off.

‘Support has never left us stranded. We always received **120 percent support**’ (Ikaroa-Rāwhiti)

Te Puni Kōkiri staff demonstrated respect and cultural awareness throughout the housing projects. Whānau and rōpū valued Te Puni Kōkiri staff meeting whānau kanohi ki te kanohi.

Whānau and rōpū appreciated accessing the Network's resources and connections. Often these connections resulted in project savings. For example, one whānau needed to relocate a house from Tauranga to Whakatane. The Network helped to find a building relocation company that was \$25,000 cheaper than the original company sourced.

Whānau and rōpū reported that the partnerships formed with community groups, businesses, contractors, and housing providers contributed to their housing projects' success. For example, builders were professional, friendly and non-judgemental and community organisations donated furnishings and other goods for emergency housing projects.

Potential areas for improvement

Grant assessment process

Most whānau and rōpū found the grant assessment process straightforward. However, some whānau and rōpū commented that grants took longer than expected to process. Whānau and rōpū recognised that delays occurred when Te Puni Kōkiri were not given all the relevant information to make their assessment.

Delays in processing grants and receiving approval contributed to whānau and rōpū stress, additional work and sometimes additional cost. Delays in processing infrastructure support grants directly impacted on whānau and rōpū plans for papakāinga development.

Te Puni Kōkiri have been actively looking at ways of improving the grant assessment process, for example, by publishing information⁹ to support whānau and rōpū.

Te Puni Kōkiri building knowledge and expertise

Some whānau and rōpū reported that changes were made by Te Puni Kōkiri staff to building assessments and budgets for housing repairs, which meant that in a few cases homes still did not meet standard building compliance requirements. In some cases, homes were then made compliant without additional funding. As a result, some grant recipients raised concerns about the level of building expertise in Te Puni Kōkiri to assess grants.

Grant application process

Most whānau and rōpū considered the information, advice and support provided by Te Puni Kōkiri staff helped them navigate their housing projects and achieve their housing aspirations and goals. However, a few whānau and rōpū struggled to interpret grant information and felt that they did not receive satisfactory support. In a few cases, whānau and rōpū created their own templates.

In late 2017, Te Puni Kōkiri developed templates for whānau to use.

Grant criteria and information

Some whānau and rōpū were unclear of the scope and criteria or the contestable nature of the grants. For example, some whānau and rōpū in Waikato-Waiariki thought the Network did not fund bathroom repairs, however, these are in scope of the grants. When an application is declined, whānau need to know the reasons for declining the proposal. In some cases, Te Puni Kōkiri works with whānau to improve and resubmit previously declined applications.

In response, in late 2017, Te Puni Kōkiri revised its Operational Guidelines to improve the clarity and quality of information available.

⁹ For example, in late 2017 Te Puni Kōkiri produced *A Guide to Papakāinga Housing*, an information booklet that provides a step-by-step process to assist whānau to plan for and complete papakāinga housing. This guide can be accessed at <https://www.tpk.govt.nz/en/a-matou-mohiotanga/housing/a-guide-to-papakāinga-housing>.

Appendices

Appendix 1: Evaluating the Māori Housing Network

We used a Kaupapa Māori evaluation approach to assess the early impact of the Māori Housing Network. Throughout the evaluation, we worked to build relationships with participants, based on mutual trust, respect, reciprocity and whanaungatanga.

We completed the evaluation between August and November 2017.

Evaluation questions

The evaluation questions were:

1. How much has the Māori Housing Network invested in Māori housing projects? How much have partners co-invested?
2. What has the investment been spent on by area of focus in the Māori Housing Network Annual Investment Plan?
3. How effectively has the investment been targeted to address housing needs and aspirations?
4. What have been the early impacts of the investments made?

Data collection

Qualitative interviews with whānau, rōpū, and other stakeholders

We interviewed kanohi ki te kanohi 111 people in Te Tai Tokerau, Waikato-Waiariki, and Ikaroa-Rāwhiti. Te Puni Kōkiri selected these regions for the evaluation because they have high housing deprivation and received 74 percent of Māori Housing Network investment to date. Interviewees were whānau and rōpū (77 people), housing providers (21 people), Te Puni Kōkiri regional staff (four people), and other stakeholders (two people). We also interviewed six Te Puni Kōkiri staff from Wellington. We interviewed people individually and in groups.

A survey of grant recipients

We developed a short written survey for grant recipients. A total of 56 people completed or partially completed the survey. Of these people, 32 had received a grant to increase housing

supply, 20 to improve housing quality, three to increase capability, and three for emergency housing.¹⁰

To gather feedback from as many stakeholders as possible we distributed the survey in the following ways:

- We emailed the survey to whānau/rōpū in Te Tai Hauāuru.
- We provided a survey link to Te Puni Kōkiri staff in Tāmaki Makaurau and Te Waipounamu to forward to their networks.
- We gave a paper copy to people who took part in an interview in Te Tai Tokerau, Waikato-Waiariki, and Ikaroa-Rāwhiti.

Due to the approach we used, we are unable to assess the number of people the survey was sent to, and are therefore unable to accurately assess the response rate. There were no responses from grant recipients in Tāmaki Makaurau.

Our analysis includes people who answered ‘don’t know’ but excludes blank responses. Percentages do not always equal 100 due to rounding.

Analysis of Māori Housing Network investment data

We analysed investment data from Te Puni Kōkiri. This data included the amount funded, and amount co-funded, location, primary focus area, and year approved. All requested information was made available to us.

Analysis of relevant documents and literature

We analysed relevant documents on the Māori Housing Network and Māori housing in Aotearoa. The reference list includes all documents we used to inform our analysis.

¹⁰ The total does not equal 56 as some people received more than one kind of grant.

Appendix 2: References

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