



**MINISTRY OF HOUSING
AND URBAN DEVELOPMENT**

Government Publications relevant to Māori Housing Policies and Services since 1970

A Working Bibliography

PART ONE: EXPLANATORY NOTE



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PART ONE – Research Summary

Purpose

This bibliography provides a list of Government publications since April 1970 relating to the Wai 2750 Waitangi Tribunal kaupapa inquiry into housing policy and services (the Inquiry).

Introduction

In its memorandum of counsel dated 7 October 2019 the Crown submitted to the Waitangi Tribunal that it would like to assist in the development of a research programme in collaboration with claimants (Wai 2750, #3.1.165). The Crown saw the focus of the research being established in tandem with the scope and staging of the Inquiry, with a bibliography as a key component in the preliminary phase of establishing a research programme.

Following the Wai 2750 judicial conference held on 21 October 2019, the Presiding Officer noted in his *Memorandum-Directions* (Wai 2750, #2.5.14) the Crown's intention to prepare an annotated bibliography of reports prepared by various Crown departments and agencies.

The Crown proposed providing material in two stages:

- Stage 1: documents recording the Crown's current housing policies and housing services (relevant to the four broad themes identified by the Tribunal in its memorandum-directions of 27 August 2019 – Wai 2750, #2.5.10) and;
- Stage 2: official government publications relevant to the four broad themes identified by the Tribunal from 20 April 1970 to the present day.

The four themes identified in the memorandum-directions of the Presiding Officer of 27 August 2019 (Wai 2750, #2.5.10) are:

Preliminary Themes identified by the Tribunal

(as set out in memo-directions of 27 August 2019: Wai 2750, #2.5.10 at [6])

1. Housing policy, practice and regulation of the housing market:
Historical issues identified in statements of claim focus on the inadequate provision of housing for Māori including substandard living conditions and overcrowding. Other issues include the legacy of inadequate housing; the impact of urbanisation on the standard and availability of housing; and discriminatory rental practices. Contemporary issues concentrate on the lack of availability of affordable housing (including rental properties) and barriers to both renting and home ownership for Māori.
2. Social housing; the provision of 'public housing' by government (central and/or local): Many claims focus on the adequacy of the provision of social housing by the Crown both historically and today. Many claims mention the mid-twentieth century policy of pepper-potting. Contemporary claims record the high prevalence of homelessness among Māori, and the high representation of Māori on the social housing register and who access the emergency housing special needs grants.
3. Use and development of Māori land for housing:
Major issues are barriers to building housing on Māori land. Such barriers include: the individualisation of Māori land titles; the lack of infrastructure on Māori land; lack of finance to provide housing; zoning restrictions; and Crown housing policies.
4. Relationship between poor physical and mental health (and other socio-economic factors) and housing:
Many claims raise concerns about the negative health outcomes experienced by Māori as a result of inadequate housing. These claims are both historical and contemporary, including a relationship between poor housing and other socio-economic factors such as education and employment.

Quite soon after the Wai 2750 Inquiry was initiated (in July 2019), many claimants called for a prioritised inquiry into Māori homelessness. In response to that, on 3 April 2020 the Crown filed a Memorandum of Counsel providing an update on the Crown Annotated Bibliography advising that in anticipation of there being a prioritised inquiry into Māori homelessness (which remained subject to directions from the Tribunal) the Crown proposed to concentrate its research efforts toward identifying documents in its possession which concern homelessness.

Owing to an absence of input from claimants or directions from the Tribunal, a further updating memorandum of counsel was filed, in July 2020, advising that the Crown had reverted to collating materials within the original scope of stage two.

As significant work had already been undertaken on identifying documents concerning Māori homelessness, the decision was made to produce those documents in a separate part of this bibliography for ease of reference by all parties to the Inquiry. It was decided that having documents produced thematically throughout the Inquiry, as well as part of the full Government Publications Bibliography, will be of assistance to all involved in the Inquiry.

The methodology, approach and organisation of the Bibliography is explained further below.

The Crown does not hold out this bibliography to be a complete list of relevant sources and, despite reasonable endeavours, it may not be free from error.

Methodology and Approach

The Ministry of Housing and Urban Development has led the preparation of this Government Publications Bibliography. It is described as a working bibliography because it is likely that not all publications of relevance to the inquiry have been identified so far, and it is also likely that some of publications identified in this bibliography may not prove useful to the Inquiry. It is acknowledged that the bibliography is still preliminary and partial. The scope of the bibliography is further guided by the baseline assumption that the Inquiry is not a general investigation of the housing system but will be centred on the Māori experience of housing policies and services, within the date constraints identified at the outset. Searches have been undertaken for publications relevant to the Tribunal-identified four themes of the Inquiry in the following repositories:

- The National Library of New Zealand Catalogue – Te Rārangi o Te Puna Mātauranga o Aotearoa,
- the database of social science related government publications at <https://thehub.swa.govt.nz/> maintained by The Social Wellbeing Agency,
- WorldCat – an international database of library catalogues that have been uploaded,
- agency-specific searches, identifying publications available through all relevant government websites,
- significant post-graduate research projects undertaken at New Zealand Universities, and
- government publications which have been identified by claimants and submitted to the Tribunal in 2018.

The preliminary search specification for the online databases has been kept simple and broad, combining, where permitted, the search terms such as 'Maori' and 'housing' in the title and appropriate keyword fields, followed by searches using keywords indicated within the four themes identified by the Tribunal. The use of macrons was removed so as not to confuse the database systems search tools.

Combinations of the following were used (each search separated by a comma): Maori Housing policy, Maori Housing service, Maori Housing market, provision of housing, housing for Maori, Maori substandard living conditions, Maori overcrowding, Maori inadequate housing; rental, tenancy, rent, rental practices, Maori affordable housing, home ownership Maori, Maori Social housing, Maori public housing, pepper-potting, Maori homelessness, emergency housing, special needs housing, housing needs, housing deprivations, severe housing need, development of Maori land for housing, building housing Maori land, infrastructure Maori land, finance Maori housing, Maori zone, Maori zoning, Maori health housing, Maori inadequate housing, Maori poor housing, Maori affairs housing, Maori affairs design, Maori design specifications, Maori state housing, Maori women housing, Maori state advances, Maori public works housing, Maori housing commission, papakainga.

Also, the name of each current and former government agency listed at the end of this document, followed by 'Maori' and 'housing'.

Additional Detailed Search Criteria

Part 2 of this bibliography is an extract of the full bibliography (Part 3) where annotated (where available) references have been compiled, identified as relevant to Māori homelessness. For this more detailed search process, some additional searches were undertaken. Relevant Masters and PhD level theses deposited at New Zealand Universities on topics relating to Māori homelessness were identified and bibliographies in these theses were reviewed for government publications that had been referred to in the course of their research. A general literature review was also undertaken on the topic of Māori homelessness and reference lists of key publications were assessed in relation to government publications that had informed the work of these publications. The documents considered as part of this additional search process are included as a separate section in Part 2: General Bibliography on Māori Homelessness.

Additional search terms were also included that were relevant to different time periods in the last fifty years in relation to discussions on homelessness: housing deprivation, severe housing need, rough sleeping, and other terminology that could support the most inclusive list of government publications. With that said, it is still acknowledged that there may be additional publications of relevance that are yet to be identified after completing the initial search through databases.

Documents associated with current government agencies were compiled and sent to those agencies to review in order for them to provide additional references they deemed relevant to the Tribunal-identified themes of the Inquiry.

Organisation of Bibliography

This bibliography is presented in three parts:

1. Part One provides an overview of the research approach, the scope of included documents, and an explanation of approach and methodology.
2. Part Two will eventually include a series of thematic chapters where the relevant documents from the full bibliography will be collated, creating a detailed annotated list relating to specific themes of the Inquiry. Due to the large number of documents that form the full Government Publications Bibliography (Part 3), and the small proportion that had annotations available, annotations have been excluded from the full bibliography but rather will be included in this additional section to support researchers and claimants.
3. Part Three is the full Government Publications Bibliography, sorted chronologically, and starting at 1970. It was not possible to sort according to agency due to the number of co-authored publications, and the changes in the structure of various agencies. It is described as a “working bibliography” at this stage because it is expected additional documents will be identified, as the chapters that will form Part Two of this bibliography, are produced.

Accessing the Documents

The National Library catalogue entry for each reference in this bibliography provides details on where a publication can be accessed. Some documents are also available at regional libraries, and details for these can be found at WorldCat.org. Some documents are also available online at the relevant agency website, and a list of those web addresses is included at the end of this document. Web links have been included where a copy of the document has been found online, however these are only accurate at the time of submission.

Overview of Publications

As set out above, the Tribunal has identified four themes of the Inquiry. These themes touch on, to differing degrees, the work of many government agencies, both past and present. Attempts have been made to remain broad in the inclusion of documents that may be relevant to the Inquiry, remaining mindful that the scope and staging of the Inquiry is still to be established.

The identification and gathering of relevant publications will continue once the scope and staging of the Inquiry is known. As such, this bibliography remains a living document.

April 1970 was chosen as a starting date for the government publications to be included in this bibliography, as this was the date of the establishment of the Commission of Inquiry into Housing in New Zealand chaired by Robin Cooke (as he then was) (although the Commission did not report until April 1971). While the Report of the Commission of Inquiry is not included in this bibliography (as it is not a Government publication), where reports created by government agencies for the purpose of, or arising out of, the 1970 Commission of Inquiry have been found, these have been included (even though they are not covered by Crown Copyright) due to their potential relevance to this Inquiry.

One of the outcomes of the 1970 Commission of Inquiry was the establishment of the National Housing Commission. The National Housing Commission operated from 1975 to 1988 and produced a large number of research reports relevant to the themes of this Inquiry. It was also during this period that the New Zealand Planning Council was established, and a number of relevant publications have been identified which emanated from that organisation. 2003 – 2008 saw a strong period of research outputs through Kāinga Tipu – The Centre for Housing Research Aotearoa New Zealand. These programmes of research are regarded as government publications, but there are other programmes of Māori housing related research that fall outside the scope of this bibliography due to the independent nature of the commissioning of research.

2016 saw the establishment of the National Science Challenge - Better Homes and Cities: Ko ngā wā kāinga hei whakamāhorahora. The National Science Challenges are funded through the Ministry of Business, Innovation and Employment; however, the Challenge is hosted through BRANZ, an independent research organisation. Other important research is produced by Manaaki Whenua – Landcare Research, a Crown Research Institute, an independent company that is owned by the New Zealand Government. Publications by these groups are not covered by Crown Copyright, so have not been included in the Government Publications Bibliography but are available to the public on their respective websites:

National Science Challenge - Better Homes and Cities

<https://www.buildingbetter.nz/>

Manaaki Whenua – Landcare Research

<https://www.landcareresearch.co.nz/>

Information relating to the themes of the inquiry can also be found on Te Ara – The Encyclopedia of New Zealand, an online encyclopedia maintained by Manatū Taonga: the Ministry for Culture and Heritage. The articles and biographies available on Te Ara have not been included in this bibliography, but are available via the search function on the encyclopedia at:

Te Ara – The Encyclopedia of New Zealand

<https://teara.govt.nz/en>

All current government agencies relevant to the Inquiry maintain websites and the information published on these websites are regularly updated. Searches of these websites have been undertaken for publications of relevance to the themes of the Inquiry, but there may be additional information of use to claimants and the Tribunal to be found at these websites. A link to each agency's website has been included at the end of Part One of this document.

Previous Bibliographies on New Zealand Housing

There are a number of bibliographies relating to housing policy and services that have been previously produced by both the Crown and other organisations. Some of these are outside of the scope of this Government publications bibliography but may be useful for claimants and others preparing research for the Inquiry. Copies of these document are presently being acquired in order to make them available for the Inquiry.

Previous Bibliographies on New Zealand Housing

- New Zealand Library Association, Otago Branch. (1957). *Bibliography of building, designing and housing in New Zealand*. Dunedin, New Zealand: Otago Branch New Zealand Library Association.
- Davey, J. A., (1976). *Social aspects of housing: a bibliography: the influence of social factors on housing need in New Zealand*. Wellington, NZ: National Housing Commission
- Davey, J. A., (1979). *National Housing Commission research programme, 1976-1982: a digest and review*. Wellington, NZ: National Housing Commission
- Housing Corporation of New Zealand, (1979). *Urban renewal, urban rehabilitation: a selective list compiled from publications held in the Housing Corporation Library* (Rev. ed. ed.). Wellington, NZ: Housing Corporation Library
- Cooke, S. (1982). *Housing policy in New Zealand: an annotated bibliography and national housing statistics*. Palmerston North: Massey University Dept. of Social Anthropology and Maori Studies
- Cosslett, D. J., Geddes, A., & New Zealand. Ministry of Works and Development. (1983). *Bibliography of housing in Northland*. Whangarei, NZ: Ministry of Works and Development
- Goodwillie, R., Housing Corporation of New Zealand, P., & Research, U. (1986). *Annotated regional bibliography on issues relating to housing*. Wellington, NZ: Policy and Research Unit, Housing Corporation of New Zealand
- National Housing Commission. (1988). *Housing New Zealand: provision and policy at the crossroads: five-yearly report*. Wellington NZ: National Housing Commission
- Henry, M., & Regional Growth Forum (Auckland NZ). (2002). *Housing need in New Zealand: an annotated bibliography*. Auckland, NZ: Regional Growth Forum
- Landcare Research Manaaki Whenua. (2008). *He Rārangi Pukapuka Papakāinga - A Papakāinga Bibliography* <https://papakāinga.landcareresearch.co.nz/References>
- Menzies, D. (2018). *Maori and indigenous housing annotated bibliography*. Auckland, NZ: Building Better Homes, Towns and Cities: Kāinga Tahī, Kāinga Rua.
https://www.buildingbetter.nz/news/2018/SRA5_maori_housing_bibliography.html

Further Research

The collation of these bibliographical references has provided many insights for the Crown in relation to important periods of government research, policy development and programme implementation.

There are important housing related government policies and programmes that fall outside of the scope of this bibliography, in terms of the time period documents have been collated from. A number of these documents will be of importance for the Tribunal and the parties to understand the development, implementation, and effects on Māori communities. These include (but are not limited to):

- the Department of Māori Affairs housing programme that was established in the 1930s through the Maori Housing Act (1930) and the Maori Housing Amendment Act (1938),
- The work of the State Advances Corporation, especially in its early stages from the 1920s to the 1940s,
- The Ministry of Housing's house building programme, especially in relation to the Department of Māori Affairs housing programme from the 1940s onwards, and
- Reports and research relating to Māori housing following J. K. Hunn's report on the Department of Māori Affairs published in 1961 (commonly referred to as *The Hunn Report*).

Definitions

What is a Government Publication?

Government publications are covered by Crown Copyright. Crown copyright is legally defined under [section 26 of the Copyright Act 1994 and](#) covers material released or published by the Queen and her representatives, including the Governor General, a government department, an Office of Parliament, the Parliamentary Counsel Office, and some State-owned enterprises. The definition does not cover publications of local government, Crown entities, or a State enterprise named in Schedule 1 of the State-Owned Enterprises Act 1986.

There are some Government publications in which no copyright exists, outlined in Section 27 of the Copyright Act, such as:

- any Bill introduced into the House of Representatives:
- any Act as defined in section 29 of the Interpretation Act 1999:
- any regulations:
- any bylaw as defined in section 2 of the Bylaws Act 1910:

- the New Zealand Parliamentary Debates:
- reports of select committees laid before the House of Representatives:
- judgments of any court or tribunal:
- reports of Royal commissions, commissions of inquiry, ministerial inquiries, or statutory inquiries; or
- reports of any inquiry established under section 6 of the Inquiries Act 2013.

These types of publications are not included in this Government Publications Bibliography but are held by local libraries, and many of these documents are available online. As noted above, reports have been included which have been prepared by government agencies in relation to the 1970 Commission of Inquiry into Housing due to their relevance to the themes of the kaupapa inquiry.

Government publications are also within the scope of New Zealand Legal Deposit. Legal Deposit is outlined in Part 4 of the National Library of New Zealand (Te Puna Mātauranga o Aotearoa) Act 2003, and states that all publishers in New Zealand must deposit their publications with the National Librarian. This enables the National Library of New Zealand to collect, preserve, and make available the documentary heritage of New Zealand.

Definition of Government Publication for the purpose of Wai 2750

This bibliography identifies publications by government agencies (including publications commissioned by government agencies, or prepared by government agencies in collaboration with other organisations) recorded as being held by government agencies or by the National Library of New Zealand from 1970 to the present day that are relevant to the four Tribunal-identified themes of the Wai 2750 Housing Policy and Services Inquiry.

‘Publication’ means documents covered by Crown Copyright and the requirement of Legal Deposit. ‘Government agency’ means the 22 government agencies identified in the memorandum of Counsel for the Crown dated 2 December 2020 (Wai 2750, #3.1.168) plus the recently established Social Wellbeing Agency, as well as the 17 former agencies that administered legislation relevant to the themes of the Inquiry also identified in the same memorandum.

Current Agencies

1	Ministry for Housing and Urban Development https://www.hud.govt.nz/
2	Te Puni Kōkiri https://www.tpk.govt.nz/en
3	Te Arawhiti https://www.tearawhiti.govt.nz/
4	Department of Prime Minister and Cabinet https://dpmc.govt.nz/
5	State Services Commission https://www.publicservice.govt.nz/
6	Ministry of Justice https://www.justice.govt.nz/
7	Treasury https://treasury.govt.nz/
8	Kāinga Ora - Homes and Communities https://kaingaora.govt.nz/
9	Ministry of Business, Innovation and Employment https://www.mbie.govt.nz/
10	Ministry for Social Development https://www.msd.govt.nz/
11	Office for Disability Issues https://www.odi.govt.nz/
12	Oranga Tamariki https://www.orangatamariki.govt.nz/
13	Ministry of Health https://www.health.govt.nz/
14	Ministry of Education https://www.education.govt.nz/
15	Ministry for the Environment https://www.mfe.govt.nz/
16	Department of Corrections https://www.corrections.govt.nz/
17	Statistics NZ https://www.stats.govt.nz/
18	Department of Internal Affairs https://www.dia.govt.nz/
19	Land Information New Zealand https://www.linz.govt.nz/

20	Ministry for Women https://women.govt.nz/
21	Ministry of Defence https://www.defence.govt.nz/
22	The Reserve Bank https://www.rbnz.govt.nz/
23	Social Wellbeing Agency – Toi Hau Tāngata https://swa.govt.nz

Former Agencies

24	Community Housing Ltd
25	Department of Building and Housing (DBH)
26	Department of Maori Affairs
27	Department of Work and Income
28	Housing Corporation of New Zealand
29	Housing New Zealand Ltd.
30	Ministry of Housing
31	Ministry of Social Policy
32	Office of Treaty Settlements (OTS)
33	State Advances Corporation
34	Ministry for Economic Development (MED)
35	Department of Social Welfare (DSW)
36	Child, Youth and Family (CYF)
37	Ministry of Works
38	Ministry of Maori Affairs (Manatū Maori)
39	Iwi Transition Agency (Te Tira Ahu Iwi)
40	Ministry of Women's Affairs

Publications of relevance produced by other Crown agencies have also been included as they have been found during the collation of the Government Publications Bibliography.