

He Kohinga Whakaaro

Māori Social Survey Discussion Document



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1 Introduction

This paper outlines Statistics New Zealand's proposal to develop a Māori Social Survey that focuses on addressing a number of key social and cultural information needs. These needs have been identified over the past six months as a result of a two-staged process. Stage one has been a series of high-level, informal discussions with a number of key stakeholders. Stage two has been an analysis of a wide range of written and oral sources relevant to Māori information needs. The outcome of this process has been the identification of some high-level research questions that provide the draft rationale and focus for the proposed Māori Social Survey, which is intended to go into the field in May 2011.

The purpose of this discussion paper is to confirm that these information needs are correct, by seeking your feedback on the proposal to develop a Māori Social Survey. A draft model for collecting information is also outlined for your comment.

Consultation process and timing

Your submissions should be sent to Statistics NZ at Statistics House, The Boulevard, Harbour Quays, P O Box 2922, Wellington 6140, or emailed to Maori.Survey@stats.govt.nz by the end of September 2009, in order to be fully considered. Statistics NZ will decide the final content of the survey.

Consultation phase	Start	Finish
Survey information needs	Jan 2009	May 2009
High-level consultation, research and analysis.	Jan 2009	July 2009
General consultation with information users.	Mid Aug 2009	Mid Oct 2009
Analysis and prioritisation of content by Statistics NZ.	Mid Oct 2009	Feb 2010
Information about 'where to from here?'	Feb 2009	Mar 2010

2 Key information needs

The Programme of Official Social Statistics (POSS) was established as part of a broader strategy to improve the official social statistics collected by government agencies. The POSS aims to improve social policy analysis by supporting the development of a coherent and coordinated system of national social statistics. The other aims of the POSS include:

- consolidating existing social surveys into a managed programme
- introducing new social surveys to fill information gaps (eg the Māori Social Survey)
- exploiting other sources of data such as administrative databases
- improving analytical capability, dissemination of information, and access to data.

The POSS committee recommended that Statistics NZ explore the need for the development of a number of surveys. One of these was the Māori Social Survey.

Statistics NZ manages a number of social surveys, including the Household Labour Force Survey, the Household Economic Survey, the General Social Survey (GSS), and the Time Use Survey. Each of these surveys has been developed in response to a clearly articulated set of information needs. These needs concern research questions that are important to policy development. Surveys are typically established when research needs are identified, and prioritised by policy makers because, for example, there is no reasonable alternative to gathering the required data.

Over the past six months, Statistics NZ has begun a two-step process to identify the need and content for a Māori Social Survey. The first step has been a number of high-level, informal discussions with key stakeholders.¹ These are people or groups who have an interest in improving the statistical information collected about Māori social needs. Separately, we have examined some of the key literature on Māori social needs as well as our existing official data collections relating to Māori. As a result of this, two broad research themes have emerged. The first relates to the need for better data and information about the vitality of Māori culture, as well as the strength that Māori gain from their culture and how this supports their well-being. The second research theme

¹ The acknowledgments section identifies a number of key stakeholders who were spoken to, or whose work has influenced the development of this project.

concerns the need for more comprehensive data on the outcome differences between groups within the Māori population.

Theme 1 – Māori culture and well-being

What is the state of Māori culture?

There is an increasing demand for data that will assist both Māori community development and post-settlement iwi development. Iwi are developing strategies to further develop the human, social, and cultural capital of their members. As a consequence, there is a demand for more information to support iwi development plans in a range of areas, including cultural affiliation and engagement. Moreover, there is a broader demand by Māori for data about the level of engagement in Māori cultural activities. This type of information is useful for schools, wānanga and other developers of Māori cultural programmes. Information in demand includes how many Māori have visited a marae in the past 12 months, and how many of those marae were ancestral versus urban marae? How many Māori watch Māori TV or listen to Māori radio? How many Māori have given a whaikorero, or karanga, and what are the characteristics of this group? Such data is useful because it not only shows the vitality of Māori culture, and its development, but it can also signal areas where further financial and human capital investment is required.

What is the state of te reo Māori?

There is an ongoing need for information about Māori language development within the community and progress in terms of its impact. A national Māori language survey has been conducted twice to date – in 2001 and 2006. There is a demand for updated information regarding the usage of te reo Māori among Māori, and Māori language revitalisation more generally.

What is the link between Māori culture and well-being?

There is a strong view in the Māori community that Māori culture is critical to the well-being of Māori. This view is a key part of the rationale for specific initiatives or programmes targeted at improving Māori health, education and social outcomes where Māori cultural values, knowledge and practices are integral to the design and delivery of services. Yet in spite of the wide range of qualitative research that supports this view, there is little quantitative evidence about the link between Māori cultural identity and well-being. Measuring this link in a quantitative manner would benefit both policy makers and the Māori community.

Measuring collective well-being

There is a demand within the Māori community for better information about collective Māori well-being. Whānau are an important unit of Māori society, as are hapū and iwi.

Māori are interested in a wide range of measures of collective well-being, including whānau and hapū well-being.

Usefulness of existing data collections

There are at least four key sources of official statistical information that provide policy makers with useful information about Māori culture, and Māori cultural identity.

The Census provides very good demographic information about Māori and iwi membership. However, the information is still quite generic and provides only broad identity information (eg iwi and ethnicity membership) and some 'cultural' data (eg language ability and religious affiliation).

The Māori Language Survey provides very useful demographic information about the state of the Māori language in New Zealand, speakers of Māori language, and the attitudes and views of speakers towards the Māori language. However, the last survey was conducted in 2006 and at the time of publication, there was no funding allocated for another survey.

The General Social Survey (GSS) is also a relevant data set that collects useful information about Māori. A multi-dimensional social survey that is currently in the field, the GSS collects social, economic and cultural information related to well-being. Māori are included in the sample. However, the cultural information that is collected is generic. It is not about Māori-specific culture and identity. Moreover, the Māori sample size is quite small. Indications are that, based on the data collected to date and the involvement of Māori, Statistics NZ will only be able to output very high-level, aggregate social and other measures for Māori from the GSS.

Statistics NZ is also able to provide some information about collective well-being. This includes aggregated data relating to Māori individuals and households where at least one Māori dwells. The Census provides socio-demographic information that can be used to report on iwi well-being. It also provides information on Māori regionally, as male, females and within age groups. However, these are the only ways the collective well-being of Māori can be measured and reported. A very useful tool that provides iwi data is the *Tu Mai Iwi* tool, which brings together labour market, iwi, and demographic, educational and economic data. This was produced by the Department of Labour.

The Cultural Experiences Survey (CES) is also relevant here. Conducted in the first quarter of 2002, it asked people whether they had experienced a range of activities during a set reference period – 12 months for goods and services experienced relatively infrequently, and four weeks for activities experienced on a more regular basis. People were asked how often they experienced these activities, whether they had encountered any barriers to doing so, how interested they were in New Zealand content, and whether they had experienced the activities by any other means, such as radio, television or the

Internet. Some of the questions here were about Māori cultural engagement, including: marae visits, visits to wāhi taonga, attendance at kapa haka, and watching Māori TV.

At least one other data collection is also relevant. Te Hoe Nuku Roa is Massey University's Māori household longitudinal study. Developed by Dr. Mason Durie, it aims to correlate cultural, economic and social factors as they affect Māori to gain a better understanding of the diverse realities in contemporary Māori society. A core component of the study is a measure of Māori cultural identity. This measure examines a number of areas recognised as being important to being Māori, including level of marae participation, the use of Māori language, access to Māori resources (such as land) and involvement with whānau. The study commenced in 1994 and is in its third wave.

Theme 2 – Social outcome differences within the Māori population

There is a demand from researchers and policy makers for information that helps analysis of the diversity of outcomes within the Māori population. There is some research that indicates that social, economic and cultural realities among Māori are more divergent than common. This raises serious issues about the utility of Māori versus non-Māori comparisons, or the use of total averages of outcomes for Māori, Māori men, or Māori women. A key problem with many surveys is the need for appropriate sample sizes of the Māori population that will enable analysts to disaggregate Māori data with confidence across a range of variables. This is difficult because of the costs involved. Yet this is probably the data required to fully understand what drives disadvantage 'within' the Māori population. The different types of output that may provide a better understanding of the diversity of Māori social, cultural and economic outcomes include Māori ethnicity versus Māori descent, and rural versus urban Māori.

Usefulness of existing data collections

A wide range of official data collections across the public sector collect and output information about the Māori population. A key issue with much of the data is that the output analyses Māori experiences at a high, aggregate level. Much less output is focused on intra-Māori analysis across a wide range of variables. It is very difficult and expensive to develop large scale surveys focused on Māori. Yet in order to generate output that explains the diversity of Māori social, cultural and economic outcomes, including by age, gender, Māori ethnicity, Māori descent, rural, and urban Māori, this is what is required.

3 Overview of the Māori Social Survey

This section makes some recommendations about the structure, objectives, research questions and populations of interest and content for the Māori Social Survey. A number of principles have been used to guide these recommendations including:

- statistical robustness
- grounding in theory and standard practice
- consistency with measures used in other local statistical surveys, and, where possible, is consistent with international practice.

Overview summary

Statistics NZ recommends the development of a survey that will collect information from Māori that will address the information needs that have been identified by our scoping work to date. Based on these needs, we recommend the survey has the following objectives:

Theme 1: Māori culture and well-being	Theme 2: Analysis of social outcomes within the Māori population
<ul style="list-style-type: none"> • To understand the health of Māori culture within the target population. • To understand the health of the Māori language within the target population. • To understand the connection between Māori culture and well-being within the target population. 	<ul style="list-style-type: none"> • To enable analysis of the interrelationship of outcomes across domains, including providing timely data on a range of both Māori-specific and general social, cultural and economic domains, at the same time, for the same individuals, and where possible, for groups. • To measure differences in social outcomes within the Māori population, using both self-assessed and objective measures.

With regards to these broad policy themes, we have also considered the more specific types of information we think a Māori Social Survey should provide. We recommend that in order for the Māori Social Survey to address the broad research themes, it should produce estimates for the following draft social outcomes:

Theme 1: Māori culture and well-being outcomes	Theme 2: General social outcomes and well-being
<ul style="list-style-type: none"> • Overall connectedness to kin-groups like whānau, hapū and iwi. • Overall connectedness to non-kin Māori groups like Kapa Haka or urban marae. • Māori cultural experiences in the past 12 months. • Te reo Māori proficiency and usage. • Overall sense of well-being gained from Māori cultural experiences and connectedness. 	<ul style="list-style-type: none"> • Overall life satisfaction. • Current labour force status. • Total personal income in last 12 months. • Highest qualification. • Housing problems. • Experience of safety and security incident(s) in the last 12 months. • Satisfaction with amount of leisure time.

We propose the survey should focus primarily on the following key population groups:

- sex (male, female)
- age (15–24 years, 25–34 years, 35–44 years, 45–54 years, 55–64 years, 65+ years)
- Māori descent and ethnicity
- family type (couples without children, couples with child (ren), one parent with child (ren)).

We are also interested in the following population groups:

- region (Auckland, Wellington, Northland group comprising Northland, Bay of Plenty, Gisborne, rest of North Island, Canterbury, rest of South Island)
- social marital status (partnered, non-partnered)
- household income (five bands)
- tenure of household (owned, rented)
- household composition (one family, more than one family, multi-person, one person).

With regards to the timing of the survey, we recommend it should be post-censal, ie the survey will be in the field following the 2011 Census. The timing is important for a couple of reasons. First, the Census provides the details of respondents to be selected, reducing the normal, not insignificant costs that are associated with survey sampling and selection. Next, the Census provides the best possible sample frame for any Māori survey – the entire resident Māori population. We further propose that the survey should have the following key features:

- the main population of interest would be adults 15 years and over of Māori descent
- participants will have the option of being interviewed bilingually
- interviews will be *kanohi-ki-te-kanohi* (face-to-face) and computer-assisted
- interviews will be up to an average of 45 minutes (in English) and approximately 80 minutes (in Māori) for each respondent
- only private dwellings will be included
- the sample size will be approximately 5,000 respondents.

4 Survey structure and content

Development of the structure and content of the Māori Social Survey

The development of quantitative social surveys is not a new practice. Based on international and domestic experience, there is a broad body of knowledge and development logic that surveys to produce valid, reliable and useful data for policy makers, researchers and communities. This is why in thinking about how to design the Māori Social Survey, we have considered surveys that have a similar social and cultural policy focus. These surveys include:

- the General Social Survey (GSS), with its proven measures of social well-being
- the Māori Language Survey (MLS)
- the Cultural Experiences Survey (CES), which provide proven and useful measures of cultural connectedness or engagement.

The usefulness of the GSS as a model for measuring well-being and social and cultural outcomes

We consider that the design, structure and even aspects of the content of the GSS are relevant to the Māori Social Survey. This is because of how it is designed to achieve its objectives. The GSS aims to do two key things that are relevant to the Māori Social Survey:

- to measure well-being amongst a certain population, ie New Zealand resident population 15 years and over
- to measure social outcome differences within that target population.

To measure well-being, the GSS uses an internationally validated approach: it asks a broad, subjective question about an individual's feeling of life satisfaction. Moreover, the GSS collects broad and important information about an individual's standard of living, including: economic standard of living, labour force status, housing, safety and security, knowledge and skills, health, physical environment, and leisure and recreation, social connectedness, culture and identity, human rights, and physical environment. The GSS is currently in the field and is collecting this data from 8,000 people aged 15 years and over.

Utilising the structure and content of the GSS

Statistics NZ considers that the GSS is a very useful 'base' model for the Māori Social Survey. The GSS 'well-being' question, which is a subjective question about life satisfaction, should be useful for Māori. We also think that a number of the aspects of life studied in the GSS are also important to Māori, including the collection of data about individuals' economic standard of living, paid work, housing, safety and security, knowledge and skills, health, physical environment, and leisure and recreation. This is why we recommend that the topics and the related questions be reused for the Māori Social Survey.

Utilising the structure and some of the content of the MLS and CES

However, we also acknowledge there are key differences for Māori, particularly with regard to culture. For example, the definition of identity used in the GSS is narrow. It refers to national identity. Moreover, the section on human rights is important, but it does not ask about Treaty of Waitangi rights. As a consequence, in recognition of cultural differences that are important and particular to Māori, we recommend that a discrete set of the GSS domains and topics be modified. We are of the view that there are key elements of at least two other statistical surveys that could prove useful, namely the MLS and the CES. We recommend modifying the social connectedness, culture and identity, human rights, and physical environment domains of the GSS. We also recommend reusing questions from the MLS and CES to inform the development of the cultural aspects of this survey such as te reo Māori and the level of engagement in Māori cultural activities.

Draft Māori Social Survey topics

The following topics are for discussion. The intention is to collect broad information across a number of social domains rather than more detailed information. If the topics listed below receive adequate support from users during consultation they will, where possible, be included in the Māori Social Survey. It is also possible that topics not listed will be included if there is widespread support for including them.

It is likely that some form of prioritisation will be required if it is apparent that the questionnaire will take longer than 45 minutes per respondent, on average, to administer. The Māori Social Survey is post-censal. It is expected that as much useful and relevant information as possible is taken from the Census. As part of the consultation process, users will be asked to prioritise topics within each domain. Content that requires significant development may be held over.

Well-being – subjective life satisfaction

The Māori Social Survey will follow the GSS and ask respondents to assess their contentment or satisfaction with their life. This is the usual method of measuring social well-being – through a subjective question in which respondents judge and report their life satisfaction.

Demographics

It is typical in all Statistics NZ surveys to collect some core data from respondents that will allow the identification of key groups of interest within the Māori population. Key social groups of policy interest can be defined in a variety of ways, including by age, sex, and family status. Groups of policy interest for which analysis may be possible include youth, older persons, and people on low incomes. Whānau structure is also an important area of policy interest given the increased interest in the Māori community for whānau-centred policy. Recommended topics include:

- age
- sex
- ethnicity/descent
- social marital status
- whānau
- iwi
- hapū.

Economic standard of living

This domain includes information on income, which is relevant to well-being. Economic factors have implications which relate to all areas of social concern. Recommended topics include:

- personal income and sources
- household income.

Paid work

Paid work is an important dimension of well-being that we are interested in for this survey. Recommended topics include:

- labour market status
- main occupation
- usual hours worked
- number of jobs
- job satisfaction.

Health

Good health is highly valued and is widely considered to be a prerequisite to the full enjoyment of other aspects of life. A range of factors affect health outcomes, including demographic, social, economic and environmental determinants. Health status measures and risk factors are of interest, particularly when analysed in conjunction with other items collected, such as socio-economic status. Recommended topics include:

- self-assessed general, physical, and mental health.

Safety and security

A key well-being domain concerns how safe and secure individuals feel in terms of where they live and their local environment. Not feeling either safe or secure can be detrimental to physical and mental health and to family life. We consider that it is important to collect information on this matter. Recommended topics include perceptions and experience of safety and security.

Housing

Affordable housing is an important factor that affects well-being. Low quality housing and overcrowding can be detrimental to physical and mental health and to family life.

Recommended topics include:

- tenure of household (renting or home owner)
- satisfaction with housing
- housing issues.

Knowledge and skills

Possession of knowledge and skills can be integral to a person's sense of self-worth.

Knowledge and skills relate directly to employment decisions and career choice.

Educational attainment is particularly relevant to socioeconomic status and affects not only a person's economic standard of living, but also their ability to make choices about other aspects of their lives. Recommended topics include:

- perception of importance of education
- barriers to gaining more skills and knowledge
- involvement in Māori language and/or cultural education.

Leisure and recreation

Participation in leisure and recreation can contribute to an individual's social well-being in a variety of ways. Leisure time gives a person 'time out' from work and other commitments, and plays an important part in improving both mental and physical health. It can provide new stimulus, and has wide social benefits, creating opportunities for new friendships and networks to be formed. Information collected about leisure and recreation, combined with other data in the Māori Social Survey will provide further information on work-life balance, social connectedness and overall social well-being.

Recommended topics include:

- satisfaction with amount of leisure time
- key forms of leisure.

Physical environment

The physical environment includes both the 'built' environment and the natural environment where people live. A healthy environment and the desire to maintain this environment is important for people's physical and emotional well-being. Current information gaps that have been identified include perceptions and attitudes about the

environment, and decisions and behaviours that affect the environment. The GSS will allow links between environmental data and other outcomes to be explored.

Recommended topics include:

- local access to public services and facilities (eg school, public transport, shops, library, health centre, park, open space, recreation facilities)
- satisfaction with public services and facilities
- perception of connection to whenua, moana and maunga
- engagement in practices to care for whenua, moana and/or maunga.

Te reo Māori (Māori language)

The Māori language is a treasure or taonga. The use of te reo Māori is both indicative of the engagement of Māori in their own language, and the vitality of Te Ao Māori.

Te reo Māori usage was in decline for most of the past century, however, recent efforts to revive the language and encourage its widespread use through the education system and the media have seen positive improvements in the number of speakers.

Language revitalisation theory is clear that lesser-used languages need public support in order to survive, but in particular, they need private support and commitment. In other words, in order to get over the tipping point, Māori need to use the language in more places like the home and community and with more people. The Māori Social Survey will expand the data on Māori language revitalisation by collecting more information on Māori language domains and their spread – when, where and with whom Māori are speaking te reo Māori – outside of formal learning occasions and institutions.

Recommended topics include:

- self-assessed ability in te reo Māori
- satisfaction with own skills and knowledge
- reasons for dissatisfaction with skills and knowledge
- barriers to gaining more te reo skills
- perception of importance of te reo.

Tikanga (Māori culture)

Tikanga encompasses the customs, practices, language and beliefs that define a particular social group. Identifying with a particular cultural group provides a sense of inclusion, and facilitates access to social networks with shared values and aspirations. A

sense of belonging is important for a person's sense of self-worth and how they relate to others, and thus contributes to overall well-being.

There is a strong Māori view that knowledge of, and use of Māori cultural practices, is important for a Māori person's sense of identity, and connectedness to other Māori, and important Māori institutions like marae. From this perspective, it is argued that it is important to Māori well-being.

If the Māori language is a treasure or taonga, it is likely that Māori culture is a taonga as well. The Māori culture underpins Te Ao Māori or the Māori world. The strength of the culture is indicative of the strength of Te Ao Māori.

This domain will support an inquiry into the vitality and importance of Māori culture to Māori, and capture attitudes towards the culture, the cultural values and practices present in the community and overall perceptions of the relevance of culture to well-being. Recommended topics include:

- kin-related Māori cultural experiences over the past 12 months including: marae visits, hui-a-iwi/marae/hapū , whānau reunions
- non-kin related Māori cultural experiences over the past 12 months including: urban marae visits, membership of Māori committees, membership of Waka Ama club, Kapa Haka, attendance at Māori events
- frequency of watching Māori TV over the past month
- frequency of listening to Māori radio over the past month
- barriers to accessing more experiences
- perception of the importance of Māori culture.

Whānaungatanga (Māori social connectedness)

Whānaungatanga is an integral part of the well-being of Māori, as relationships with whānau members provides support, happiness, contentment and a sense of belonging.

We are interested in the sense and type of belonging of people who are either Māori ethnically or who descend from a Māori. Positive contact with whānau or family can provide the support a person may require in times of stress, facilitate their support of others, and enhance a person's sense of self-worth.

There is also a lack of information about the ways in which Māori individuals and whānau are connected to wider social networks like hapū and iwi, and the contribution of this type of social participation to well-being and positive social outcomes. Incorporating questions about contact both with whānau, hapū, iwi and more widely across the community will help fill this information gap.

We propose that the Māori Social Survey facilitate investigation into any measurable association between high levels of whānaungatanga or Māori social connectedness on education, health, employment, and other social outcomes.

There is a need for more detailed information about how Māori living in New Zealand identify themselves, the interconnection between different cultural groups, and their strength of 'belonging' as Māori and iwi members. Recommended topics include:

- contact with whānau and friends
- barriers to more contact
- voluntary work, including marae and kauta work
- support across households
- availability of whānau and others help in times of need
- active participation in Māori groups
- connectedness to hapū, iwi and marae.

Treaty of Waitangi and human rights

In the GSS, human rights are considered and reported on. Human rights are about how we live together and enact our responsibilities to each other. Human rights underlie our expectations about life, education, health, work, our personal security, equal opportunity and fair treatment, and our systems of government. Human rights measures in social surveys indicate the social vulnerability or otherwise of certain groups, including racial minorities.

Māori also have specific rights as a consequence of the signing of the Treaty of Waitangi. There are currently no established measures for this domain, thus the topics for consideration listed below must be viewed as experimental. We are open to considering measuring Māori individual attitudes regarding the progress with resolving Treaty of Waitangi grievances, and any related matter. Recommended topics include:

- self-assessed knowledge of the Treaty
- perception of importance of the Treaty
- perception of Māori and Crown relations
- discrimination in general
- tolerance of diversity
- voting participation
- general trust in others.

5 Output

It is currently intended that the first release of information from the Māori Social Survey will be in 2012. Results from the survey will be available in the form of an initial release containing basic results issued by Statistics NZ.

One of the key objectives of the Māori Social Survey is to enable the analysis of the interrelationship of outcomes across domains, including the exploration of well-being within the Māori population, and how Māori well-being may or may not relate to cultural identity. This gives the survey a different focus from other Statistics NZ surveys, where the output is generally related to one or two domains. We are also very interested in providing the data that we collect to researchers interested in Māori development.

We intend to develop a Confidentialised Unit Record File (CURF) as well as special data services (eg special tabulations) at a later date to be available to researchers. We believe this will be very useful to researchers in the field of Māori development. Statistics NZ does not intend or seek to develop a model of Māori-specific well-being. We do not see this as our role, or place. However, we will collect data that may enable researchers to do this at a later date.

Researchers using the CURF will have their own plans for analysis, however advice is sought as to how Statistics NZ can best meet broader needs in presenting connections uncovered by the Māori Social Survey. We are interested in ensuring that this data is used by those interested in Māori social policy development and are open to ideas on how this might be achieved.

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