

Enduring census information requirements for and about Māori

Census Transformation

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1 Background

Census Transformation programme

In March 2012 the New Zealand Government agreed to a Census Transformation strategy that has two strands:

- a focus in the short-to-medium term on modernising the current census model and making it more efficient
- a longer-term focus on investigating alternative ways of producing small-area population and social and economic statistics. This includes the possibility of changing the census frequency to every 10 years, and exploring the feasibility of a census based on administrative data (Statistics New Zealand, 2012a).

The next census in 2018 will be significantly modernised, including an online completion target of 70 percent and re-use of administrative data to support collection and processing.

Continuing to meet critical information needs must underpin decisions on the future of census. Investigations into the long-term direction for census are focused on developing an understanding of future census information requirements, and the ability of administrative sources to meet those requirements.

[See Census transformation in New Zealand](#) for further information about the census transformation programme.

About this paper

This paper outlines enduring census information requirements for and about Māori. In particular we wish to distinguish which aspects of census information are absolutely essential to provide, regardless of the approach to obtaining census information.

We outline the Treaty of Waitangi obligations and legal obligations for Statistics New Zealand to provide census information for and about Māori, and present other key customer requirements.

We find that variables that define Māori populations (Māori ethnicity, Māori descent, and iwi) and information about te reo (Māori language) are all essential requirements for a census to provide. These variables establish what information for and about Māori must be provided by any future census model and they form part of the criteria against which potential future census models will be assessed. In addition, there is an established need from both Māori and the Crown for information across the broad topics of education, income, work, health, households and families, and housing.

The feasibility of obtaining these and other census information from administrative data sources is being investigated in other Census Transformation work.



2 Introduction

This introduction defines the aims of this paper, then describes the Treaty of Waitangi context, discusses the distinction between information for Māori and about Māori, and outlines the main features of the census.

Statistics NZ's *Strategic Plan 2010–2020* recognises the unique relationship accorded Māori as *tāngata whenua*, in keeping with the Treaty of Waitangi. Statistics NZ will consider the implications of Māori information needs on this basis and understands that this means being able to provide regional and iwi context as well as a national picture. The direction taken for future censuses will have a significant impact on the range and quality of official statistics for Māori because the census is the main source of detailed information below national level.

Aims and method

In this paper we identify information requirements for and about Māori that must be provided by future censuses, however the census is conducted. Beyond establishing these 'must haves', we identify other important census information requirements for and about Māori.

Obligations under the Treaty of Waitangi, and through legislation, provide strong evidence that information is essential. Other important uses by key customers, which include central government and Māori organisations, could also justify information needs as essential or of high importance. Our investigations (and this paper) are structured around these three specific areas. We aim to identify:

- Treaty of Waitangi obligations to provide census information for and about Māori
- legal obligations to provide census information for and about Māori
- additional key customer requirements of census information for and about Māori.

This work draws from past and current usage of census data and results of previous user consultation. This provided a preliminary understanding, which we tested and revised by undertaking further targeted consultation. We used the Māori statistics framework, *He Arotahi Tatauranga*, and acknowledge the input of Statistics NZ's Māori Advisory Unit, particularly in relation to the Treaty context.

External consultation was conducted through one-on-one meetings with targeted agencies: Te Puni Kōkiri (Ministry of Māori Development), Te Taura Whiri i te Reo Māori (Māori Language Commission), Te Māngai Paho (Māori Broadcasting Commission), the Ministry of Education, and the Ministry of Justice (Office of Treaty Settlements and Post Treaty Settlement Unit).

Treaty of Waitangi context

The Treaty of Waitangi (the Treaty) is New Zealand's founding document and forms part of the constitutional fabric of New Zealand. The history of New Zealand is inextricably linked with the changing relationship between the Crown and Māori. The Treaty has provided, and will continue to provide, the framework that defines the nature of the expectations of this relationship. The courts and the Waitangi Tribunal have played key roles in defining the meaning of the Treaty, using principles to express the mutual responsibilities of the Government and Māori (Constitutional Advisory Panel, 2012). Partnership is the key to New Zealand's framework (Ministry of Justice, 2011). After historical grievances are settled, the future of this partnership focuses on shifting the dependency of Māori on the Crown towards a more equal relationship and an increasing inter-dependency.

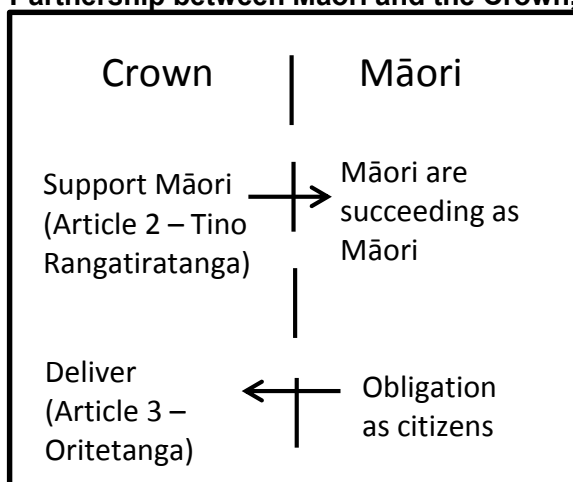
Implications of the Treaty relationship for delivering statistics

Within the Treaty framework, both Crown and Māori expectations need to be considered, particularly as the nation moves past the Treaty settlement period. The Crown responsibilities to Māori are for Māori to succeed as Māori (ie well-being and development on their own terms), and to have equity as citizens (see figure 1). These responsibilities are met through policy and resources. One such resource is information: information that is accessible and useful to both the Crown and Māori; information that can help benchmark and monitor progress towards Māori well-being and development.

Figure 1 illustrates the partnership between Māori and the Crown, where information is needed for both parties to fulfil all of their requirements as Treaty partners.

Figure 1

Partnership between Māori and the Crown, based on Treaty of Waitangi



Māori are now increasingly able to self-determine their development as Māori. Māori entities (eg runanga (tribal councils), and pan-Māori organisations) are defining development progress from a Māori perspective. The relevant measures of development progress tend to be 'for Māori' statistics. Although Māori will help provide some data to underpin their decision-making processes, they will have a growing expectation of the Crown making available priority information relevant to Māori self-determined development.

However, it is important to note that much as Māori wish to know that Māori development is occurring in line with Māori aspirations, equally the Crown wishes to know that investment in Treaty settlement is resulting in Māori development – as anticipated through the avenue of self-determination. The Ministry of Justice established a Post Settlements Commitment Unit in 2013, "which will work with other agencies, local government and iwi to look after the commitments made in settlements and to build on the opportunities settlements create." (Ministry of Justice, 2013)

The other way information will be needed in the future will be for Māori to see that their rights as citizens are being delivered. This includes information that supports good decision-making and effective policy-setting by the Crown, to help ensure that initiatives for Māori provide good value for money. This type of information tends to be 'about' Māori; it not only helps the Crown to make informed decisions, but also assists Māori to monitor the Crown's progress to deliver citizenship equity for Māori.

Information requirements for and about Māori

The difference between information requirements **for** Māori and information requirements **about** Māori is important. Both types are needed to provide a full picture of Māori well-being.

He Arotahi Tatauranga (Statistics NZ 2014), details that traditionally Māori have appeared in statistical publications as a separate ethnic group within the wider population. This has meant a focus on how Māori compare with other ethnic groups and the total population. For example, we have statistics on the Māori unemployment rate, the Māori crime rate, and the median income of Māori.

These can be called statistics **about** Māori in that they **define Māori by their similarity to, or difference from, the population in general**. These have validity as statistics and play an important role in understanding whether or not equitable outcomes between groups are being achieved.

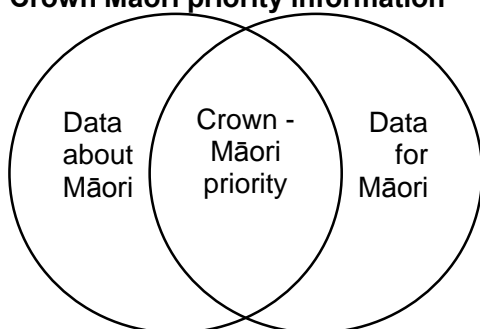
Statistics **for** Māori are statistics that **enable Māori well-being and development as Māori to be measured** (ie as the indigenous population). They focus on how Māori value the world, the activities that Māori do and what makes them unique. Typically, statistics for Māori would encompass breakdowns that are meaningful to Māori, such as iwi (tribe), hapū (sub-tribe), and whānau (family), and geographic breakdowns that include rohe (region).

An example of a statistic for Māori would be Māori language speakers by iwi, and rohe. Sometimes the difference between statistics about Māori and for Māori is the level of breakdown and the usefulness to Māori users (He Arotahi Tatauranga, 2014).

Figure 2 shows the types of conceptual information needed to meet the requirements in a Māori-Crown relationship. Both statistics for and about Māori are needed. They can be produced by either Māori or the Crown. It is a priority to have both types of information available in cases where Māori and the Crown need to exercise decision-making together so a fully informed decision is made, for example over a common resource or issue (such as the preservation of Māori language).

Figure 2

Crown Māori priority information



Census context

The census is one example of how information is provided by the Official Statistics System (OSS) for Māori information needs, but it is not the only one. The Census Transformation programme's focus is on meeting information needs that are best suited to using the census as a vehicle.

The New Zealand Census of Population and Dwellings (the census) is currently held every five years, as legislated by the [Statistics Act 1975](#). The primary role of the census

is to provide population and dwelling counts for New Zealand, for regions and territorial authorities, and for smaller geographic areas such as area units and meshblocks. The census is also the only comprehensive source of information about the social and economic characteristics of local communities and small population groups.

Advantages and constraints of the current census

The census is uniquely placed to provide total counts of the whole population, and more specifically counts of sub-populations such as Māori. It also provides social and economic information about people and dwellings (attributes), which can be produced for small geographic areas or small population groups like iwi. The census currently meets Māori information needs by providing population counts by ethnicity, Māori descent, and iwi affiliation; and other characteristics of the population such as speakers of te reo Māori, qualifications, or employment.

Māori are defined and counted in two ways in the census: through ethnicity and through Māori descent. Māori ethnicity and Māori descent are different concepts – ethnicity refers to cultural affiliation, while descent is about ancestry. Ethnicity is the ethnic group or groups that a person identifies with or feels they belong to (see appendix 2).

As well as the census having advantages, it imposes constraints as a self-administered survey of the entire population. These include the need to have questions that are readily answered by the general public. The census is not suitable for questions that apply only to very small and specific groups of the population (eg one applying to a small number of Māori) or questions which are complex. For example, the census would not be a suitable way to collect information about whānau support and/or well-being within a Māori community – while these are very important to Māori, they apply only to Māori and not to other small population groups. A survey such as Te Kupenga (the Māori Social Survey) caters better to these specific and more complex information needs.

Future of the census

The range and quality of current census information is an important benchmark when considering alternative approaches. However, this does not mean that future censuses will provide exactly the same information as the current five-yearly census. A census based on administrative data sources would face different constraints, and present different opportunities. Trade-offs will have to be weighed up when considering alternative means of obtaining census information that may have advantages such as more frequent data, or significantly lower costs. This means challenging users of census information to think about what information they need, how often they need it, and how accurate it needs to be.

As leader of the OSS, Statistics NZ is a key producer of statistics and plays a significant role in defining and influencing how Māori statistical needs and interests are measured and reported in the public domain and official statistics (Statistics New Zealand, in press a). Whatever a future census looks like, it must respond to the post-Treaty settlement environment where Māori are self-determining their own development, on their own terms. The census must uphold Statistics NZ's commitment to the Treaty of Waitangi by providing information needed by both Treaty partners – to work positively together, for mutual benefit, towards nation-building.

Sections 3 to 5 of this paper describe Statistics NZ's obligations under the Treaty, legal obligations, and other key uses of census information for and about Māori. Section 6 summarises the findings, and the paper concludes by considering some implications. Treaty obligations

Under the Crown's Treaty of Waitangi obligations, Statistics NZ must work in partnership and continue to develop the relationship with iwi and Māori. Statistics NZ needs to focus on an effective engagement when and where it matters, especially for census

transformation. Māori information provided by the census must be of enduring need to both Treaty partners – agreement on this relies on a strong agile partnership.

The Treaty underpins the obligations and other information requirements of census information for and about Māori. The relationship between Crown and Māori is moving to focus on working together for mutual benefit. Given the changing nature of the relationship, the transformation process for census will need to be agile enough to respond to enduring information needs for both Treaty partners.

Treaty obligations require us to measure both Māori ethnicity and Māori descent populations. This includes recognising the diversity within Māori populations. It also requires sound information to support international comparisons, and address ongoing and emerging questions of indigenous sovereignty (Statistics New Zealand, 2012b).

It is a priority to have information both for and about Māori available where Māori and the Crown need to exercise decision-making together, so a fully informed decision is made; for example, over a common resource or issue (such as preserving Māori language).



3 Legal obligations

The presence of a legislative requirement is a strong indication of an essential information need. This section refers to written obligations in legislation that have specific reference to the census. These are legal obligations under the Statistics Act 1975 and under the Electoral Act 1993.

Secondly, we look at other legislation that may involve implicit legal requirements for information for or about Māori, where that information may be best provided by the census. The Treaty provides the context for all these legal requirements.

Statistics Act 1975: age, sex, ethnic origin

The predominant piece of legislation relating to New Zealand's census is the Statistics Act 1975 Part 3. To meet legal obligations under the Act, we must include a number of topics in each census.

[See Section 24 Particulars to be collected at census:](#)

- Topics about the population: The name and address, sex, age, and ethnic origin of every occupant of the dwelling
- Topics about the dwelling: Particulars of the dwelling as to location, number of rooms, ownership, and number of occupants on census night.

Looking at the individual level information, the law requires 'ethnic origin', 'age', and 'sex' to be collected for everyone in the census, and therefore includes Māori. This has been interpreted as a legal requirement for the census to provide counts for the Māori ethnic group, which can be broken down by age, sex, and location.

The Act does not define the variable 'ethnic origin'; it is currently measured by Statistics NZ, and the census, using the [New Zealand Standard Classification of Ethnicity](#) (appendix 2).

Māori ethnicity may be cross-tabulated with other population characteristics to provide a wide range of statistics for policy formulation, programme-monitoring, planning, and research.

While there is a legal obligation for the census to collect the name and address of individuals, this information is not provided to the public (including Māori). Name is asked to help with collection and processing the information; individual addresses are coded to a geographic unit (meshblock) to allow output at a variety of geographic levels.

In contrast to the individual level ethnicity definition, there is no formal concept of a Māori dwelling in the census. We interpret this to mean there is no legal directive in the Act to provide dwelling information with a Māori dimension.

At present, the Act refers to a 'quinquennial' census and holding a census after 2013 'in every fifth year thereafter'. Information on the age and sex of the Māori ethnic group is provided every five years, under normal circumstances. (The 2011 Census was postponed to 2013 by the 2011 Christchurch earthquake, making a seven-year gap.)

The Statistics Act 1975 was passed in the same year the Waitangi Tribunal was established and before any concept of Treaty settlement, which has significantly altered the way information needs about and for Māori are understood. While the Act has proved to be a robust and enduring piece of legislation, preparations for reviewing the Act are underway. Internal discussions at Statistics NZ have highlighted the need for the Act's framework to fully consider a response to Māori that is consistent with Treaty obligations.

Electoral Act 1993: usual residence, Māori descent

[Section 3 Interpretation of the Electoral Act 1993](#) defines Māori and the Māori electoral population, to determine Māori representation in Parliament. Calculating the Māori electoral population includes "...the total number of ordinarily resident persons of New Zealand Māori descent as determined by the last periodical census...". The census therefore has an explicit obligation to collect information on both usual residence and Māori descent in order to fulfil this legal requirement.

The Act states that "Māori means a person of the Māori race of New Zealand and includes any descendant of such a person". This is consistent with the definition of Māori descent that Statistics NZ and the census use (appendix 2).

Census data on the Māori descent population and the usually resident population (both currently provided at meshblock level) is used for calculating the number of electorates and to set the population quota for each electorate. Although not an explicit legal requirement, data at meshblock level is crucial to this process – without it, the Representation Commission would be unable to set the boundaries, as they are defined at meshblock level. Because the census is the only source of information at meshblock level for the entire population, there is an obligation for the census to provide this data for electoral purposes.

The Electoral Act stipulates that, in dividing the Māori electoral populations equally between the Māori electorates, due consideration shall be given to "any projected variation in the Māori electoral populations of those districts during their life" (Section 45 (6)(e)). The same provision applies to general electorates. Statistics NZ provides the Representation Commission with the latest population projections, which project what the population would be in the future compared with the quota. These projections are based on the census, and use the variables 'Māori descent' and 'usual residence' from the census.

Local Electoral Act 2001: usual residence, Māori descent

The Local Electoral Act 2001 also utilises census information in the local electoral process. Reviews of local government representation mainly use the usually resident population, which is based on either the most recent census or a more recent population estimate provided by Statistics NZ. To carry out these reviews, populations are normally required at the meshblock level or by new groupings of meshblocks.

[Section 19X Certificate of Government Statistician](#) of the Local Electoral Act details that the Government Statistician should provide:

(a) a certificate of the ordinarily resident population as shown by the figures for the most recently published census (other than the figures for a census carried out in the year before a triennial general election of a territorial authority or regional council or the year in which such an election is to be held)

The ordinarily resident population as shown by the last census uses the census population counts by usual residence, and is available at meshblock level.

Or (b) a certificate of the ordinarily resident population as assessed by the Government Statistician at any later date assessed by the Government Statistician.

If the census information is out-of-date, local councils are provided with the latest population estimates. Population estimates are based on census data, which includes information on usual residence at area unit level.

Where a local authority has Māori wards or constituencies, the general electoral population and the Māori electoral population from the most recent revision of electorates (Schedule 1A 2 (1) and 7) determine how many members are elected from these. As noted above, the census Māori descent variable is used to calculate the Māori and general electorate populations.

Māori Language Act 1987: language spoken

Te reo Māori is a taonga (treasure) guaranteed under the Treaty. The language is an essential part of Māori identity and culture and extends to all New Zealanders. The survival of te reo is clearly of paramount importance to Māori, and this places a significant obligation on the Crown as Treaty partner to protect it (Ministry of Justice, 2011). “Unlike other minority languages in New Zealand, the Māori language is indigenous only to this country, and its survival as a living language is dependent on actions or omissions of people in New Zealand” (Peterson, 2000, p.3). The Māori Language Act 1987 reflects the importance placed by both the Crown and Māori on the preservation and promotion of te reo.

[Section 7 in the Māori Language Act 1987](#) sets out the functions of te Taura Whiri i te Reo Māori (the Māori Language Commission) which include “...to initiate, develop, co-ordinate, review, advise upon, and assist in the implementation of policies, procedures, measures, and practices designed to give effect to the declaration...of the Māori language as an official language of New Zealand”.

While there is no explicit legal obligation to provide information about te reo Māori, it could be reasonably implied that Te Taura Whiri requires information, collated at regular intervals, on the health of te reo Māori to fulfil this duty. This is an implicit need for information, rather than a legislative direction for the census to provide information. The census cannot provide the in-depth analysis of language use in the way sample surveys such as Te Kupenga can. However, the census is a prime source of information about spoken language because it includes the whole population (Māori and non-Māori), and can produce information at a detailed level (eg for all iwi, and for breakdowns by age).

Te Puni Kōkiri coordinates and monitors the Government’s Māori Language Strategy, along with organisations that include the Ministry of Education, Te Taura Whiri i te Reo Māori, Te Māngai Paho (the Māori Broadcasting Commission), and Māori Television. These organisations require information provided by the census and post-censal surveys to fulfil their roles and responsibilities. The census provides the only measure of te reo Māori that can be relied on for consistency and continuity. It is the benchmark and it covers the entire population down to low levels of geography.

Te reo Māori is cross-tabulated by Māori ethnicity and iwi to gauge language ability for Māori and across iwi. Te Taura Whiri looks at te reo Māori across all ethnicities, and by education, work, and the proximity of speakers – all at low levels of geography; they then assess what is needed to ensure the survival of te reo Māori in New Zealand. Te Taura Whiri and other organisations use this information to fund, evaluate, and promote te reo Māori throughout New Zealand.

Given the importance of te reo to Māori, and the Crown’s commitment as expressed through the Māori Language Act 1987, information about te reo Māori falls into the central ‘Crown-Māori priority’ of figure 2. Thus, te reo Māori as a spoken language is an essential ‘must have’ variable for future censuses.



4 Other census information requirements

We have identified legal requirements for the census to provide Māori ethnicity, Māori descent, age, sex, and location information. These variables are required to provide basic counts of the Māori population and they underpin New Zealand's electoral system. We place these legal requirements under the essential 'must have' category for future censuses. Providing Māori ethnicity and Māori descent information is particularly important for the information requirements for and about Māori, as these identifiers define the populations of interest.

Beyond these core population-related variables, te reo Māori is established under the Māori Language Act 1987 as an essential information need – it is one of New Zealand's official languages that require protection by the Crown and Māori, and is central to culture and national identity.

We now consider any further 'must have' variables, and what other uses demonstrate information of high importance. Statistics NZ has created a framework of statistics for and about Māori, *He Arotahi Tatauranga* (Statistics NZ, 2014). This framework has a broad conceptual basis – to measure well-being from the concept of Māori well-being that is achieved through a process of Māori development. It is a first step towards classifying information needs for Māori. The framework is not census specific, but we can map all census information needs for and about Māori identified in the current work onto *He Arotahi Tatauranga*. The framework was designed to be used primarily by Māori – to organise and use their information in a way that supports their development and well-being that is consistent with their aspirations as a people.

Information collected during previous consultations with users of census-related Māori statistics demonstrates the breadth of statistical needs both for and about Māori. There are key differences between the needs of these groups, which range from government spending and planning to enabling iwi to develop and prosper. Section 5 therefore addresses the broader social and economic needs from both the 'for Māori' and 'about Māori' perspectives.

The Treaty settlement process and post-Treaty settlement environment is important in this context.

Treaty settlements and the post-settlement environment

Treaty settlements are agreements between the Crown and a Māori claimant group to settle all that claimant group's historical claims against the Crown (Office of Treaty Settlements). Both the Māori claimant group and the Crown require information to inform the settlements. The Crown has preferred to negotiate with large natural groups. A large natural group is usually defined as an iwi (tribe), or a cluster of hapū (sub-tribe) with a significant population, and often a large distinctive claim area (Office of Treaty Settlements).

This has meant that iwi rather than hapū or whānau (family) have needed information about their group to settle grievances with the Crown. Information about iwi collected in the census has been very important for this process; for example, many iwi or those settling on behalf of iwi requested their 'iwi profiles' as evidence of their affiliates.

Since the 1980s, Māori-Pākehā political interactions have focused on the Treaty settlement process. Ngāi Tahu and Waikato-Tainui were among the first iwi to reach settlements. These iwi, along with other iwi and Māori authorities (tribal collective management), have become key players in their regional economies and the national Māori economy.

In the environment after settlement it is likely that information for iwi will become increasingly important, as Māori determine their own development as Māori.

In recent decades the emphasis in Māori life has shifted from seeking redress for historical wrongdoings towards autonomous leadership and participation in public life in ways that reflect Māori values and aspirations (Royal Society of New Zealand, 2014, p16).

New information needs for and about Māori will emerge as iwi and Māori authorities define development progress from a Māori perspective, providing their own information and expecting relevant information from the Crown. For example, the Wai 262 Waitangi Tribunal judgement points to areas of information need in the future as it draws attention to matters of mutual consideration (Ministry of Justice, 2011). Wai 262 is a Treaty of Waitangi claim brought against the New Zealand Crown in 1991 by individual members of six iwi. It is generally known as the “flora and fauna claim”, but its scope is significantly wider. The claim covers not just Māori culture, language, ceremonies, and artistic works, but also science, history, and traditional knowledge, and, in some cases, plant and animal species.

Census information requirements for Māori

Statistics for Māori are statistics that enable Māori well-being and development as the indigenous population (ie ‘as Māori’) to be measured. A range of iwi organisations, pan-Māori organisations, community organisations, and researchers use census information for Māori.

Iwi organisations

Iwi organisations’ information needs for Māori are similar to those of other population groups; for example, they require information about people in their iwi and rohe to inform their health, education, and work plans, and to develop policies around housing, families, and young and old people. They want to know whether their youth are participating in school, study, or training, as this affects the local workforce and Māori economic development. They want to understand barriers their people face accessing local services.

Iwi is a third key identifier for Māori, alongside ethnicity and descent. To understand the characteristics iwi are interested in, a basic population count must be collected for each iwi. While sample surveys can provide some information for the largest iwi, it is only the census that provides a range of information for all iwi. For the census, or other collections, to add any additional information about specific iwi, counts of iwi groups must be part of the information the census provides.

Although iwi organisations are interested in the individuals affiliated with their iwi across the country, they have more interest in the people in their rohe. Most information is needed at a local level, and therefore the location of iwi affiliates is essential for iwi organisations, so they can separate affiliates within the rohe from those living outside.

The census currently publishes iwi profiles as part of the suite of information released after the census. They cover topics that include: population, language, education, families and households, labour force, religion, and smoking behaviour.

During consultation, some iwi organisations told Statistics NZ that alongside census information they often gathered their own information or used that from other government departments and iwi. The general interest topics given were: health, education, housing, and labour force participation. Iwi use this information for service delivery, targeting gaps, early childhood education participation and student enrolment, managing social services, and identifying barriers that whānau face.

In the next 10 years, the kind of information needed to better understand Māori development and well-being (cultural, social, and economic) and to help Māori inform their own debates and decision-making will change (Statistics New Zealand, in press b). Some larger iwi organisations are already using census data and other government agencies data. Others may follow. There will also be a growing expectation that Māori and iwi provide information themselves.

Given the need for information at an iwi level, the key role that iwi play in the Treaty settlement process and the growing need for information about iwi after settlement, iwi groupings are an essential ‘must have’ variable for future censuses.

Pan-Māori organisations and community groups

We have less understanding about census information requirements for pan-Māori organisations and community groups (eg Māori Woman’s Welfare League). However, these organisations and iwi are likely to have different census information needs.

Further developing statistics for Māori

The census has been a main source for information about the characteristics of Māori and iwi. However, we need to reconsider this information and how it is provided in the context of Māori well-being and development. *He Arotahi Tatauranga* documents this thinking and highlights the areas of most interest to Māori. For the Māori economy, the census has been the main source of information about income and occupation. But “the rise of the Māori economy has engendered new ways of thinking about Māori economic activities and wealth creation” (Royal Society of New Zealand, 2014, p16). Other collections and measures are being developed to complement the census as a provider of Māori and iwi population characteristics.

Te Kupenga goes some way to providing more detail about Māori well-being and development, including information about hāpu and whānau, as part of Statistics NZ’s Treaty obligation. Te Kupenga collects information of specific interest and importance to Māori that relates to Māori well-being and development. This survey collects attributes of Māori and iwi that cannot be collected by the census. However, the census is key to running Te Kupenga efficiently as it provides the sampling frame, and the base Māori population counts used in the estimation. We need to consider the potential impact on Te Kupenga in discussing any changes to the census model.

Census information requirements about Māori

Statistics about Māori usually define Māori by their similarity or difference from the population in general. Statistics about Māori have many users, including: Māori themselves, central and local government and service providers, academics and researchers, non-profit organisations, community groups, businesses, and the public.

The census is highly valued for its breadth of information across a range of topics for subgroups of the population at low levels of geography. The census topics are relevant to most of New Zealand’s population, meaning that much of the social and economic information produced by the census is also important and relevant to Māori.

Government in particular requires reliable information to develop and estimate the cost of policies and programmes and to monitor and evaluate their effectiveness. These policies aim to enhance the outcomes of all New Zealanders, including the Treaty obligation to assure equity as citizens for Māori and the distribution of limited Crown resources. For policies and programmes to be effective in improving outcomes, they must be based on evidence – a large part of which must come from official statistics about Māori.

Table 2 (in appendix 1) gives an overview of users and uses of census information for several government organisations, based on feedback from our recent consultations. In

the Māori context, key variables of interest to government include: Māori ethnicity, Māori descent, iwi affiliation, language spoken, and usual residence.

Māori ethnicity appears to be used consistently across these organisations and they have broad interest in work, income, education, and household and family information. Information on smoking and household crowding is important for public health policies. Most information included in the table reflects central government's uses of information about Māori, which vary widely and depend on the priorities of each organisation.

As indicated earlier within the Treaty context section, this information provides evidence for Māori about how the Crown is assuring citizenship rights to Māori, or where there may be a need for further policy focus. As an example, Te Hiku Accord provides an opportunity for mana whenua (those with customary authority) to discuss with the relevant Crown agencies how well the government's health, social, and employment policies are achieving equity for Māori in their sector, as well as for their iwi. Statistics NZ is involved in this accord (Orange, 2014). Through initiatives like this accord, iwi are building relationships with government departments such as the Ministry of Health and the Ministry of Education. Iwi are combining data and knowledge from each agency to produce reports about their iwi. Iwi counts and basic demographics from the census provide the population reference point for all other sources.

[Tier 1 statistics](#) are another important consideration for key information needs about Māori. Tier 1 statistics are the most-important official statistics, essential to understanding how well New Zealand is performing. They are agreed across government as critical statistics for the country and are internationally comparable.

Some Tier 1 statistics relate to Māori information needs; for example, 'Māori language use' is a Tier 1 statistic. However, the topics that relate to Māori focus mainly on information 'about' Māori.

5 Summary and conclusion

Summary

Four variables are identified as essential census information requirements specific to Māori: Māori descent, Māori ethnicity, iwi, te reo Māori (the Māori language).

Māori ethnic group and **Māori descent** are the primary identifiers of belonging as Māori, and therefore essential for census to produce any Māori information at all. Both are legal requirements – under the Statistics Act 1975 (ethnicity) and Electoral Act 1993 (Māori descent).

Iwi is also a core identifier for Māori and fundamental to Treaty settlements, both to support the settlement process, and to monitor post-settlement outcomes.

Te reo Māori is clearly of paramount importance to Māori, and the Crown's commitment as a Treaty partner is reflected in the Māori Language Act 1987. Information is necessary to monitor the health of te reo and is used by both government and Māori bodies, such as iwi and the Te Taura Whiri i te Reo Māori. The census is the only source that permits analysis of spoken language for the entire population that allows detailed breakdowns (eg te reo speakers by iwi and age groups). It provides a baseline for all other collections.

Age, sex, and location are also essential for describing the structure of any population, and therefore for understanding Māori and iwi populations. It is an explicit legal requirement for the census to collect these variables under the Statistics Act 1975.

The population identifiers and basic demographics provided by the census serve as the population reference point for other data sources. The census also provides a sampling frame for surveys such as Te Kupenga that are targeted to Māori.

Both Māori and the Crown also have an established need for information across the broad topics of education, income, work, health, households and families, and housing. This reflects the need for Māori to have information on Māori development and well-being and the Māori economy, as well as government's need to develop and monitor policies, and to evaluate their effectiveness in education, employment, health, and housing.

There are a number of census variables within these topics, and not all are equally important. Drawing on the *He Arotahi Tatauranga* framework and the uses we identified during consultation with targeted Māori organisations, iwi, and government agencies, we have evidence for which variables are particularly important. This is not to deny the possible high importance of other variables, but we have not yet found key uses to support this.

Table 1 (appendix) summarises these findings for the topics and variables collected by the 2013 Census. For each topic, the census variables are split into three groups:

- legal obligations and other 'must have' Māori information needs
- variables identified as being of particular importance to Māori and the Crown
- variables not identified to date as having high importance.

For te reo and the other topics of high importance, census needs to continue to provide breakdowns for Māori populations: by ethnicity, descent, or iwi, and by geographic areas.

Further work

Further work is needed to explore quality aspects such as the level of geographic breakdowns, accuracy requirements, and how often information is needed, but these were not a focus of this paper.

The current census model provides the 'must have' information for and about Māori, acknowledging there may be some gaps and not all needs are met. However, a census model based on administrative data sources is challenged to provide this information. The census transformation programme is investigating the potential for administrative data to provide census information, including the essential variables identified here.

Conclusion

Statistics NZ recognises the unique relationship accorded Māori as *tāngata whenua*. Partnership between Māori and the Crown is a key principle in defining the meaning of the Treaty of Waitangi. Statistics NZ's role for the Crown is to provide information in the form of official statistics, which includes the census. The information for and about Māori that is included in the census should be of enduring need to both Treaty partners; agreement on this relies on a strong, agile partnership. Priority should be given to information where Māori and the Crown need to exercise decision-making together.

The most important outcome for this work has been to establish the enduring census information requirements for and about Māori, based on an understanding of partnership through the Treaty and legal obligations.

Our findings have implications for the 2018 Census and Statistics NZ more widely. For example, they connect to content development and collection methodologies for the 2018 Census. This investigation forms a base that could be developed as the organisation becomes more responsive to Māori information needs, well-being, and development. Related to this, are questions about how Statistics NZ will get a sense of 'emerging' census information requirements for and about Māori, and ensure the organisation is agile in considering these information needs.

We hope the discussion of the Treaty in relation to providing information for and about Māori will also be useful for other government agencies and organisations. They too will develop information resources to support ongoing Māori development and well-being.



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Appendix 1: Census information requirements about Māori

Table 1 summarises findings for the topics and variables collected by the 2013 Census. For te reo and other 'high importance' topics, census needs to continue to provide breakdowns for Māori populations: by ethnicity, descent, or iwi, and by geographic area.

Table 1
Summary of requirements to provide census information for and about Māori

Topic	2013 Census variables		
	Must have	Evidence of high importance	Limited or no evidence to date
Population structure	Age Sex		Marital status Number of children born alive
Geography	Usual residence		Dwelling address Usual residence five years ago Years at usual residence
Ethnicity and culture	Ethnicity Māori descent Iwi affiliation Language spoken (te reo Māori)		Religious affiliation Years since arrival in New Zealand Birthplace (country of birth)
Education and training		Highest qualification Study participation	Post-school qualification Highest secondary school qualification
Income		Total personal income	Sources of income
Work		Work and labour force status Status in employment Hours worked in employment Industry Workplace address Occupation	Sector of ownership Unpaid activities
Health		Cigarette smoking behaviour	Disability
Transport			Main means of travel to work Number of motor vehicles
Families and households		Household composition Family type	Extended family type

Topic	2013 Census variables		
	Must have	Evidence of high importance	Limited or no evidence to date
Housing and telecommunications		Number of bedrooms	Occupied dwelling type Weekly rent paid Sector of landlord Tenure of household Tenure holder (ownership) Number of rooms Access to telecommunications Fuel type used to heat dwelling

Table 2 lists what we were told about what customers (mainly government agencies) require of census information about Māori. Resources and consultations include: Census Information Needs, Data Uses and Outputs (CINDUO) stocktake, 2013 Census Data Users Consultation, 2013 Population Statistics Consultation.

Table 2

How census information is used by central and local government

Agency (alphabetical)	Māori information priorities	Key census variables
Ministry of Business, Innovation & Employment	<p>Use focuses on Tū Mai Iwi tool, which provides a customised profile of iwi labour market indicators and allows comparison between iwi, Māori, and the general population.</p> <p>The tool adds value to iwi decision-making in policy, business, and career planning.</p> <p>It helps with planning by identifying growth skills, and informing decision-making about investing in the workforce.</p>	<p>Iwi affiliation</p> <p>Māori ethnicity</p> <p>Highest qualifications</p> <p>Income-related variables</p> <p>Hours worked in employment per week</p> <p>Industry</p> <p>Workplace address</p> <p>Occupation</p>
Ministry of Education	<p>Uses focus on:</p> <ul style="list-style-type: none"> allocating funds and resources for current schools and tertiary provision, and new schools and tertiary provision based on forecasting school rolls and tertiary students language spoken used by Regional Operations to determine the need for language provision of Māori in schools 'education' topic variables used to measure how well policies are affecting education sector performance and Māori educational success (Ka Hikitia) investment decisions on new school lands using household information. 	<p>Māori ethnicity</p> <p>Iwi affiliation</p> <p>Language spoken</p> <p>Households</p> <p>Breakdowns</p> <p>Specific age groups, most important is age at transitions (eg school to tertiary).</p>
Ministry of Health	<p>Uses focus on:</p> <ul style="list-style-type: none"> allocating funding across district health boards (DHB) and primary health organisations (PHO). Calculating Māori ethnicity participation in health schemes targeting service delivery for Māori effectively by measuring rates of disease, hospital bed monitoring, discharge rates by DHB, PHO counts health planning (eg screening) and local service delivery; eg Bay of Plenty & Northland Māori health plans and initiatives statutory and other analytical/performance reporting, including National Health Board evaluation of DHB performance, hospital events analysis, discharge rates, cancer survival rates, and other reports. 	<p>Māori ethnicity</p> <p>Māori descent</p> <p>Breakdowns</p> <p>Single year of age/sex breakdowns for certain groups.</p> <p>DHB level for funding, ethnic projections further into future.</p>

Agency (alphabetical)	Māori information priorities	Key census variables
Ministry of Justice	<p>Uses focus on Treaty obligations.</p> <ul style="list-style-type: none"> • Office of Treaty Settlements – counts of iwi from census for Treaty settlement negotiations. • Waitangi Tribunal – Ko Aotearoa Tēnei: A Report into Claims Concerning New Zealand Law and Policy Affecting Māori Culture and Identity. <p>The Post-Treaty Settlement Unit set up recently within Ministry of Justice is developing thinking around information needs for and about Māori.</p>	<p>Iwi affiliation Language spoken</p>
Ministry of Social Development	<p>Uses focus on:</p> <ul style="list-style-type: none"> • forecasting uptake and fiscal impact of many forms of financial assistance and service provision • needs assessment of Māori ethnicity used to target service provision • evaluation and performance monitoring, reporting, briefings • work and income – ethnicity used to help decide appropriate locations for interagency collaborative initiatives; eg youth programmes • Family and Community Services – profiling populations for local decision-making on planning and resource allocation. 	<p>Māori ethnicity Income and work topic</p>
Te Māngai Pāho (Māori Broadcasting Funding Agency)	<p>Uses focus on:</p> <ul style="list-style-type: none"> • revitalising te reo Māori and Māori culture • funding for Māori language programmes, Māori culture programmes and music, for broadcast via television, radio, and other platforms. 	<p>Māori ethnicity Iwi affiliation Language spoken</p>
Te Puni Kōkiri (Ministry of Māori Development)	<p>Uses focus on:</p> <ul style="list-style-type: none"> • informing and targeting policy (across government) that affects Māori • service planning (across government) through Whānau Ora – an interagency approach to providing whānau-centered health and social services • interest in Māori-specific internal flows, diaspora, and inter-ethnicity marriages. 	<p>Māori ethnicity Māori descent Iwi affiliation Language spoken Household and family information (incl. across household) Breakdowns age/sex breakdowns at area unit (or meshblock), or grouped into iwi rohe ability to break iwi down by inside rohe and outside rohe</p>

Agency (alphabetical)	Māori information priorities	Key census variables
Te Taura Whiri i Te Reo Māori (Māori Language Commission)	<p>Uses focus on:</p> <ul style="list-style-type: none"> • monitoring the vitality of te reo Māori • distributing funding for te reo community initiatives at family and household level • supporting local initiatives <p>The cabinet paper signed off in May 2014 clarifies Te Taura Whiri's role and the information needed to monitor the health of te reo Māori.</p>	<p>Language spoken</p> <p>Māori ethnicity</p> <p>Iwi affiliation</p> <p>Household and family information</p> <p>Employment</p> <p>Income</p> <p>Breakdowns</p> <p>age/sex breakdowns at area unit (or meshblock)</p>
Other govt agencies, including: Office of Ethnic Affairs, Ministry of Women, and Ministry of Pacific Affairs	<p>Uses include:</p> <ul style="list-style-type: none"> • Ministry of Pacific Affairs uses Māori info as comparison with Pacific people • Ministry of Women uses lifetime income measure, economic returns to skills • Reports and research projects on Māori participation in industry training and the Modern Apprenticeship programme. 	Māori ethnicity
Policy-related academic research	<p>Public health policy examples:</p> <ul style="list-style-type: none"> • healthy life expectancy • household crowding and infectious disease • NZ Census Mortality Study; Cancer Register. <p>Health, social well-being and development, housing, households, and families are all examples. The areas of interest for Māori were established in He Arotahi Tatauranga (2014).</p>	<p>Health-related information needs:</p> <p>Māori ethnicity</p> <p>Smoking</p> <p>Number of bedrooms by household composition</p>
Māori Economic Development	Specific use to measure the 'human capital' element of business performance.	<p>Māori descent/iwi affiliation</p> <p>Workforce participation</p> <p>Qualifications</p> <p>Participation in study</p> <p>Occupation</p>

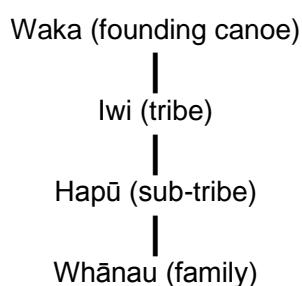
Appendix 2: Classifications and related standards

Statistics New Zealand [classifications and related standards](#) for ethnicity, Māori descent, iwi affiliation, and language (used in the census).

Ethnicity is the ethnic group or groups that people identify with or feel they belong to. Ethnicity is a measure of cultural affiliation, as opposed to race, ancestry, nationality, or citizenship. Ethnicity is self-perceived and people can belong to more than one ethnic group.

The census definition for **Māori descent** is: A person has Māori descent if they are of the Māori race of New Zealand; this includes any descendant of such a person.

The census definition for **iwi affiliation** is: The iwi (tribe) today is the focal economic and political unit of the traditional Māori descent and kinship based hierarchy of:



The census definition for **language** is: Languages spoken provides information on which languages, and how many, a person can speak or use. This includes New Zealand Sign Language.