

KĀINGA strategic action plan – appendix B

DISCUSSION DOCUMENT

On Target – identifying the role of this plan, and locating it within the system

the action plan targets critical areas to promote whānau wellbeing through a Te Āo Māori lens: **enabling manakitanga, reflecting whanaungatanga, and experiencing rangatiratanga**

Our target

The Kāinga strategic action plan scoping report and other data recognise a unique Auckland picture of housing for Māori. The scarcity of Māori land, evidence of the consistent decline in home ownership among Māori, consistent data showing Māori over-representation among Auckland's homeless, and the isolation that emerges across Auckland's often dislocated suburban landscape are significant factors. The lack of a cohesive community and whanau focused approach to housing issues is also self-evident. We need to put *kāinga* at the centre of our collective approach.

This plan recognizes the value of papakāinga development and support for that activity, but we recognize this is not a high yield area in Auckland.

We also recognise KiwiBuild and the Auckland Housing Programme represent significant new government investment in Auckland, creating opportunities for change especially in supply and simple availability of housing.

We identify a big gap for whānau to cross between state, social and highly supported housing, to either accessing KiwiBuild housing or entering the open market for rental or ownership. We see this gap as a critical area for promoting whānau wellbeing, security, health, and a range of experiences of wellbeing viewed and experience through a lens of Te Āo Māori: e.g. enabling *manakitanga*, promoting and reflecting *whanaungatanga*, and experiencing *rangatiratanga*.

This gap is not simply about home ownership or economic 'prosperity'. These western paradigms are intractable factors for all whānau. No whānau can change their ability to own a house or their objective level or subjective sense of economic prosperity, overnight.

We recognise and value the key areas where the government contribution is currently strategically anchored in terms of housing, services and driving change. Those are:

- The delivery of state housing and the range of services including state housing providing last resort housing and services; and
- KiwiBuild, which represents a critical change in the approach of the government.

Ownership is not the end goal for all Māori whānau and it is the social functionality, the values proposition, and the whānau experience that must be primary and prioritised.

For these reasons the action plan targets and elevates options that could have an impact in that gap. These are roughly defined between:

1. empowering services & systems for whānau housing experiences, not disempowering;
2. community based, community housing, shared equity, progressive housing and home ownership opportunities.

For example, in order to access KiwiBuild homes delivered by Homes, Land, Community (HLC) a whānau must demonstrate their financial readiness including holding a sufficient deposit showing sufficient income to service the mortgage for the purchase of a \$550,000 house, and

demonstrating the financial acumen to draw together the resources and documents required, simply to enter the ballot.

In this frame it is clear that access to KiwiBuild, like access to open market housing, is a question of financial means, an intractable characteristic. This plan targets characteristics and outcomes that are more susceptible to meaningful change: whānau experiences and wellbeing.

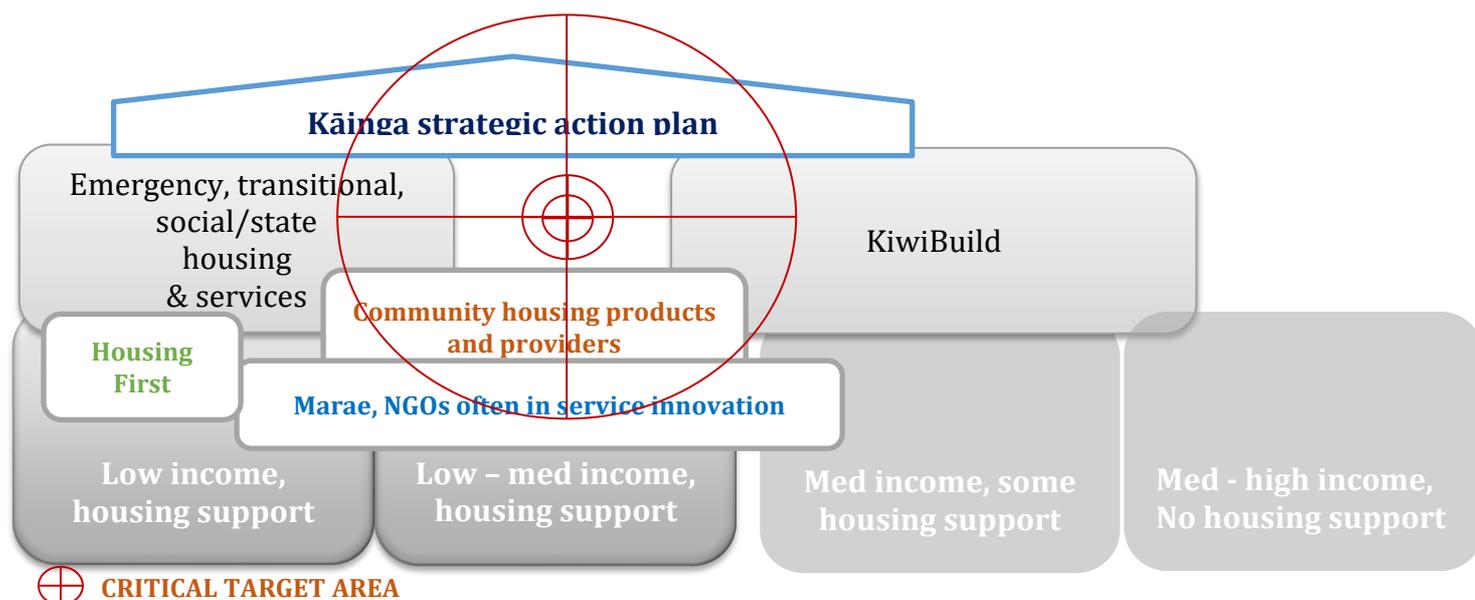
| We have found in discussion and research and on reflection, that housing access *must not* and housing experience *should not* be dependent on financial means |

This generally gives rise to the need for state housing, but in this case it is a reminder that:

- Our state housing must be **sufficient in supply and adequate in quality** to provide for real wellbeing for tenants, including Māori;
- That real whānau wellbeing includes respect, recognition and provision for the cultural elements of wellbeing. New Zealand is a diverse country, and this means that respecting and recognising all these cultures often comes down to the manner of service provision, not the nature of the built environment
 - But as the Crown’s Te Tiriti partner and New Zealand’s indigenous peoples, and as New Zealand’s largest cultural base, **we consider the needs of Māori in housing infrastructure and services can be met in specific culturally respectful ways, and not to do so breaches the rights of Māori.**
- We should employ the widest possible range of housing options *and* opportunities to create a context and an environment in which whānau in need of such services, have genuine options, and genuine opportunities.
 - We consider this approach can lead to the development of rangatiratanga within whānau through choices and meaningful ways to address and prepare for the future, and we consider experiences of rangatiratanga in **housing can be a catalyst of change.**

Figure 1. **Housing issues categorized around income and prospective need**

This figure suggests a distribution of housing system factors, and illustrates the gap – the critical target area - in which the Kāinga project scoping report (July 2018) proposed to locate this action plan.



| we consider experiences of rangatiratanga in housing can be a catalyst for change, and we consider there is no limit to the power of those experiences |

There are important questions to consider in this space, such as

- what do we as a country want for our state housing tenants, in 5, 10 and 20 years?
- how do we as a country want to support low income whānau and individuals in regard to housing, in our cities, where there is sustained demand for their skills and contributions?
- how does, can or could the state housing system, systemically empower tenants/whānau?
- while that empowerment might be an outcome in its own right, is it or could it be linked to moving toward other forms of tenure?
- UDAs are mentioned as an ‘unknown’ above, in regard to delivering outcomes for Māori, but:

| what other structures and systems could be established alongside the UDA to ensure Te Tiriti and human rights obligations arising between Māori and the Crown are enshrined and delivered against? |

Context

During the development of the Kāinga strategic action plan, certain characteristics of the housing system as it operates in Auckland have been identified, considered, and responded to. These characteristics have ultimately shaped some aspects of the strategic action plan.

Some *causal* characteristics contributing to housing hardship, vulnerability or just compromised access (through, e.g., a tightening of the affordable rental market) include:

- Income growth in Auckland has not kept pace with house prices for over 2 decades, leading to entrenched financial constraints on many whānau
- Income growth in Auckland has not kept pace with rental prices for over 2 decades, leading to entrenched financial constraints and hardship for many whānau including vulnerable and whānau severely at risk of being without adequate housing
- Māori land is scarce in Auckland, limiting capacity for whānau to return to ancestral lands or rely on it as a resource
- The open market can be seen as either thriving or failing, depending on ownership. For the government, the exponential growth in the value of land holdings can now be called on to drive development, and the redevelopment of state housing
- In this way, the open market for housing is emphasizing, contributing and creating social and economic disparity at a systems level, and economic hardship at a whānau level where house prices are translated into high and/or increasing rents
- Unitary Plan options around integrated affordable housing through the regulatory regime – creating onus on developers to provide proportions of affordable housing similar to the SHA regime - were discarded
- State housing deferred maintenance has led to the dilapidation of public housing
- There remains a lack of clarity about the current state housing supply deficit, and whether there is sufficient insight and planning into future demand, to drive a programme keeping pace with demand
- Reaching a balance of adequate state housing quality supply and demand – in which context whānau access housing quickly and efficiently when required and their human right is upheld - remains a distant and uncertain goal

There are also responsive and mitigating characteristics, including:

- An increase in the participation and contribution of ngā iwi and hapū in housing in Auckland
- An increase in the participation and contribution of marae, NGOs and other Māori organisations in housing in Auckland
- KiwiBuild progress - 50,000 affordable homes in Auckland in 10 years - with additional benefits; increased overall supply and a supply efficiency step change
- The contribution of the community housing sector to Māori whānau housing outcomes
- The progression of the Auckland Housing Programme, which will deliver open market, KiwiBuild, and social housing stock across Auckland
- Auckland Council's Consenting Made Easy programme
- The Unitary Plan enables a new level of intensity for development
- Auckland Council CCO Panuku has contributed to a mixed tenure, collaborative housing development in a strategic location in Manukau, including iwi participation
- New quality state housing stock will come on line over the next 10 years, and assuming there is quality master-planning, and urban and spatial planning, should provide grounding for thriving communities and improved whānau experiences in our state housing stock
- Housing New Zealand offers some packages and products to support tenant home ownership aspirations.
 - Under the previous government Auckland was expressly excluded, presumably reflecting the scale of the housing crisis.
 - Under the current government this exclusion appears to have been removed, but as the core proposition is a market value transaction, Auckland's house prices create an inescapable exclusionary factor.

UNKNOWN QUANTITIES

Finally, there are also some significant 'unknowns', including:

- How will the Auckland Housing Programme deliver outcomes for Māori, and how will its structure reflect Te Tiriti obligations?
- How will the imminent Urban Development Authority deliver outcomes for Māori, and how will its structure reflect Te Tiriti obligations?
- What other structures and processes could be established to support and ensure outcomes for Māori?
- How will the Auckland Housing Programme avoid the pitfalls of large scale development especially of social housing stock, and ensure social outcomes for all future residents of developments will be positive?
- How can the community housing sector be supported expand to meet the vast need of low income whānau in Auckland, who are unable to access KiwiBuild homes?

| the needs of Māori in housing infrastructure and related services can be met in specific culturally respectful ways, and not to do so breaches the rights of Māori |

Outstanding matters

During the final phase of this project as we move through consultation and preparing a final version of the action plan during October, we are working through a couple of additional matters and the response or content that could be included in the action plan.

The Residential Tenancy Act is currently being consulted on and we are looking to provide some input to that process and could include relevant actions in the action plan.

| Community building is an important but not well understood part of current planning in Auckland & the AHP. We hope to see this clearly elevated in the action plan |

Not our target

Auckland Housing Programme

This project considers the Auckland Housing Programme (AHP) is an important and necessary programme of work to support the Auckland Housing System to function better and provide improved housing outcomes for all Aucklanders.

We believe a better functioning Auckland Housing System will be achieved through:

- Māori participation in governance, direction setting, and decision making
- the scale of development and the public land value to be released by the Crown
- the increase in state housing stock and replacement of old poor quality stock with new quality stock (from what we have heard we are satisfied that the quality of new state stock will be fit for purpose)
- the injection of relative affordable housing onto the market, although we consider there also is a need for the community housing sector to benefit from the AHP along with others

The degree of achievement of an improved overall system will require on-going review.

While some actions are addressed toward the governance of the AHP and to interrogating how Māori will benefit from it, we consider the development itself is a necessity.

KiwiBuild

As noted, this action plan seeks to compliment KiwiBuild and does not contain recommendations for change or further work in the relative affordable housing area.

Skills, education, rangatahi opportunities and construction skills and labour

This project has proactively defined its scope around promoting *kāinga* outcomes for whānau. While recognising the relevance of other aligned areas, the action plan does not purport to address issues relating to education and skills (except in calling specifically for the development of a professional curriculum and qualification in housing for Māori), rangatahi skills and opportunities more generally, or the availability of skills and labour in the construction industry.

We consider with the AHP underway it is now in the government's interest as much anyone's to address issues in these areas, and the government has the primary tools to do so.

Housing supply and the supply of construction materials

Finally, this action plan seeks to compliment and sit alongside the significant issue of supply, and the range of activities currently underway to address that. We are conscious though that the monopolization of materials supply in New Zealand remains a significant identified barrier to affordable construction, which must be addressed.

| With the AHP underway it is now in the government's interest as much as anyone's to address the problem of construction material supply, and it is clear the government alone has the tools to do so |