

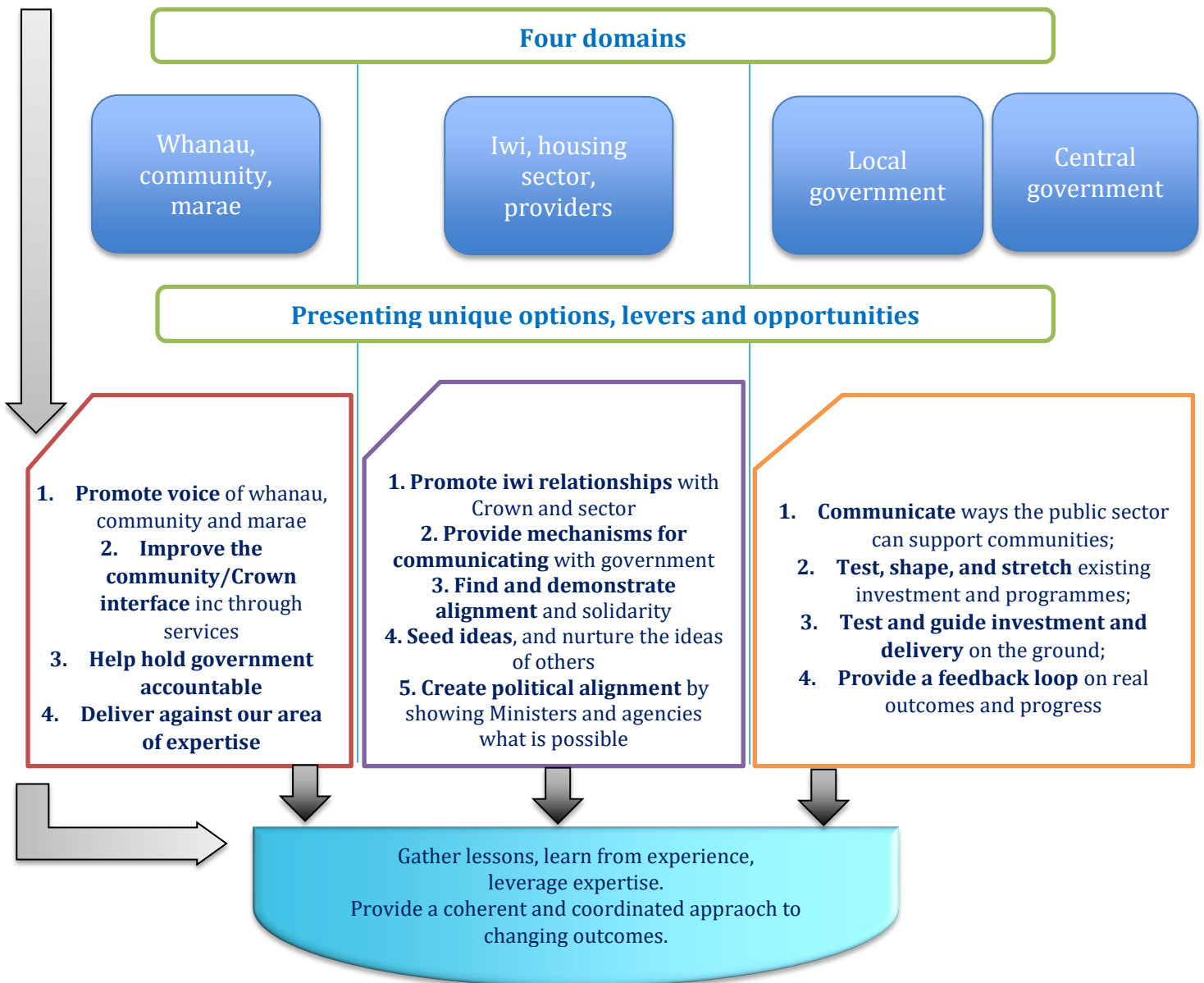
**KĀINGA** strategic action plan – appendix C

**DISCUSSION DOCUMENT**

**Intervention logic**

*A discussion document setting out the intervention logic underpinning the development Kāinga strategic action plan, a plan intending to improve housing outcomes for Māori in Auckland.*

Figure 1. **Intervention logic** illustration



This discussion document sets out the intervention logic for this project. This goes beyond a scoping and rationale exercise to asking the question:

***By undertaking this project, in the way we propose to undertake it, how do we expect or foresee the target outcomes being impacted on, changing, and ultimately being improved/improving.***

This is a highly aspirational project (recognising the complexity of both the social, housing and political systems it attempts to navigate), with complex aspirations (improved social outcomes) in a complex area of activity (service delivery and delivery against strategic planning).

There is also a wide range of stakeholders (iwi, community, local authorities and related entities, NGOs, marae and government). For this reason the intervention logic is multi-faceted, complex, and includes many inter-dependencies.

## Intervention logic

### Direction 1

#### **Issue: Strategy direction setting, Te Tiriti and iwi, transparency, and community engagement**

This project has identified that New Zealand lacks a range of significant agreements, guidance, documentation, and social mandating tools that together would create clearer picture of our housing system, and the role of government and local authority policy and activity.

We think in the absence of these documents, talk about housing is hidden, and community and whanau are not able to participate or contribute.

We believe there is a relationship of mutual reinforcement and support between Te Tiriti and the human right to adequate housing, and that without such documents and tools, both are compromised. Like many obligations and human rights they need explicit expression.

In addition, Te Tiriti implies a range of conditions for the modern Māori/Crown relationship. Not least of these is the principle of partnership which on the face of it has implications for how such a set of strategic documents should be approach from the outset.

#### *What we believe needs to be done*

We believe New Zealand needs to have a more transparent set of guiding documents which capture how we will ensure we meet Te Tiriti obligations, guarantee the human right to adequate housing, and support the functionality of the housing system.

A part of this response is to explicitly identify the ways in which the Māori / Crown relationship based in Te Tiriti is expressed and implemented in regard to national housing dialogue and Crown actions relating to housing.

Agreed documents enable people to review, critique, and comment on directions and activities, and ultimately enable us to participate in their development and evolution.

These documents include a national housing agenda, a national strategy, clear and transparent drop down strategies in government agencies and elsewhere, and a clear illustration of the housing system.

We think these documents will provide important reference points and identity markers for our New Zealand housing context, helping us understand and develop it.

- A New Zealand **HOUSING AGENDA**<sup>1</sup> to set out at a national level what we as a nation want from our housing system, and to some extent how we want it to achieve those ends. It can operate as a *housing system proxy/overview* until the actual housing system is better articulated.
- A **NATIONAL HOUSING STRATEGY** to clearly identify the government's future direction in delivery across its function, as well as government's expectations of other sectors and entities. This strategy must have Te Tiriti and its implications for housing and the human right to adequate housing a fundamental starting points.
- **Ministry, departmental, and agency HOUSING STRATEGIES (drop down strategies)** to provide direct links from the national strategy to funding streams and delivery mechanisms within government structures.
- An illustration of the **New Zealand HOUSING SYSTEM** which is true, accurate and agreed, and upon which we can act. Like the HOUSING AGENDA and the NATIONAL STRATEGY this must be a whole of system illustration, not just covering government touch-points. This document enables gap and strength analysis, and must constantly intersect with the National Strategy: the National Strategy must respond to the gaps and strengths in the housing system, while the Housing System will change over time to reflect progress or dynamic needs.

### How does our project promote this?

We will be calling for the development of all of these documents, and where possible we will support their development. This might include drafting and circulating strawman documents to offer a sense of how useful this kind of document could be.

The development of these document may be included as actions in the strategic action plan, depending on feedback and responses.

## Direction 2

### Issue: Service delivery and improving whanau experience

In New Zealand we spend a lot of money on social services (services) and social infrastructure (including housing).

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<sup>1</sup> Housing agenda: the housing agenda is developed as a proxy for the ultimate Housing System definition and diagramme, it is the bare bones of our collective aspirational 'system'. In another more buraeucratic sense the Housing Agenda is a document that sets out what we collective want our housing dialogue and discourse to be about. Currently it is dominated by development models and cost, but what we like to hear our politicians and officials, Mayor's and officers talking about.

At a strategic and planning level there is room for change.

Iwi sit at the heart of the Māori / Crown relationship and their role in housing issues must be explored and actioned, whether it be in planning, strategic development, development, delivery, or management. In this area (and others) a focus on partnership is not enough, especially where that term has been over-used and not carefully used in the public sector for some time. Te Tiriti is about outcomes as well as principles.

Operators in the area of housing outcomes for Māori have identified for a long time a lack of expertise in this area in government agencies.

The Māori Housing Network in Te Puni Kokiri is one example of expertise, but the network itself is under-resourced. Elsewhere where there are more resources, there is little or no Māori expertise.

**Put a different way, housing resources and Māori expertise are not in the same place, distancing Māori from resources in a way that may create a national pattern.**

We have also asked 'what is the strategy setting the direction for housing outcomes for Māori within MBIE, MSD and Housing New Zealand'. What we have found to date is that there is no internal guiding strategy, and no umbrella inter-agency strategic framework.

We encounter agencies which overtly recognise the importance of Te Tiriti and Māori / whanau outcomes, but who (as above) have no real mechanism for achieving them.

The next question then regards the new Ministry of Housing and Urban Development (MHUD), and what Māori expertise it will have. The Ministry represents a new opportunity to frame and reflect Māori aspirations and Te Tiriti obligations of government.

We also have issues in housing provision in the community. It is clear that in a heated market such as Auckland (which features rents rising along with house prices), there is no real way to move from a social housing and assisted rental into open market living. The KiwiBuild relative affordable housing model opens up opportunities for whanau earning collectively over \$100,000 pa, but remains unachievable for whanau earning below that threshold.

There is therefore a high need and great opportunity in the retained affordable market space which can be filled gradually including through capital funding to the sector.

This creates an opportunity for Māori Housing Providers which is Community Housing Regulatory Authority registered and able to receive Income Related Rent Subsidy, and ultimately the possibility of a Māori provider of regional scale.

Aligned opportunities include the potential for Auckland to use more council land for affordable housing, and for more collaborative projects like Waimahia, which are complex but result in the use of public, Māori and private resources to deliver whanau outcomes.

#### *What we believe needs to be done*

- Clarity around the response of the Crown to iwi and Māori housing outcomes and aspirations;
- Optimised investment in social services and social infrastructure: not just more, better;

- Outcomes that include empowered whanau, not just numbers off the waiting list or into a house;
- Support and development for professionals in housing outcomes for Māori, and recognition of the diversity of expertise required to operate in this area;
- Programmes tailored to support home ownership and housing empowerment in the Auckland context, leveraging the scale of the Auckland Housing Programme for KiwiBuild, Housing New Zealand **AND** the whanau that fall in between;
- Recognition of and on-going work to support marae, iwi and Māori entities to thrive in supporting housing outcomes for Māori.

We think there is room for our investment in social services and infrastructure to deliver greater benefits through service optimisation, innovation, and commitment to Māori, Kāinga, and whanau outcomes. There is an unanswered question at play:

*What do we as a nation want for today's social housing tenants, in 20 years?*

We think the answer is pretty clear: that they are experiencing more empowered housing outcomes as a whanau.

There needs to be clear strategic guidance. Strategies contain and direct policies and programmes, and enable those policies and programmes to build and grow overtime in accordance with an organising framework. The national strategy must have linked drop down strategies in government agencies.

There is a growing work force of professionals and operators in housing outcomes for Māori across the board, and this expertise needs to be reflected comprehensively in related government agencies. But it also needs to continue to grow as a community and resource. There is a wide open opportunity for a training curriculum in this area, which would help capture the living knowledge now, and produce more professionals. Importantly, such a programme could empower iwi nationwide to become more and more involved in housing outcomes.

There also needs to be clear steps to get there and current government offerings (with the exception of the Welcome Home Loan which reduces the deposit required from 20% to 10%) are not widely viable options in Auckland. The community housing sector are already filling a part of the gap in our housing system, supporting the government to meet its human rights and Te Tiriti obligations with retained affordable products. Whanau on low incomes need to have access to these products, which can empower them through choice and support.

But the goal of 'empowered whanau' is not only about home ownership. It is also about services and experiences, and the translation of aspirations into reality which *the right services and support delivered in the right way*, can achieve.

A number of marae in Auckland are leading the way in getting service delivery for whanau in the area of housing matters, right. They have already implemented innovations that need to be understood and potentially duplicated, but more innovation is required along with on-going willingness on behalf of the government and funders to invest in innovation, and test new solutions.

### **How does our project support this?**

The project has identified that responsiveness to Te Tiriti cannot currently be traced from Ministers and Parliament down into the operations of government agencies. The action plan seeks the establishment of KPIs (or similar) for the CEOs' of government agencies to ensure those CEO's can be held accountable for delivery of outcomes flowing from Te Tiriti, as well as our human rights obligations.

We are also interested in the idea that iwi and/or Māori could be involved in the process which measures CEO outputs against those KPIs (or similar). This would reflect Te Tiriti in the doing of Te Tiriti business in a new and innovative way, and protect against *tick box* accountability.

The action plan also calls for the development of agency-internal housing outcomes strategies. As above, these must be public – a part of our discussion on ‘the housing agenda’, and agencies must be able to be held to account against them.

We are calling for the injection of expertise in housing outcomes for Māori into government agencies, and support for the development of this expertise in the community and in other entities, such as iwi or marae through a curriculum and funding for delivery.

We will be calling for the development of all of these documents, and where possible we will support their development. This might include drafting and circulating strawman documents to offer a sense of how useful this kind of document could be.

During this project we have also spent some time reconsidering the *housing continuum*. The housing continuum model is a model that illustrates the segments of the housing market, usually from homelessness, to social housing, to affordable or assisted rental, to open market rental, and open market housing. This fundamentally western model represents a value system in which ownership is the goal and the direction of travel.

As such it is seen as disempowering and oppressive for whanau experiencing outcomes other than ownership, and there is therefore a risk in using it especially as or with whanau or with clients. We recognise that reaching a status or accessing open market housing is not the ultimate goal of many whanau, and we also recognise that doing so triggers investigation of many intractable features of whanau life – such as income, debt, and past housing experience.

We have therefore proposed for discussion a simple revision of the housing continuum which elevates empowered housing experiences as the primary outcome ‘safe, secure, and empowering for whanau’.

We believe progress toward this valuable and culturally aligned goal can be achieved through lived experience, whanau support, and services and support in the community. This model is tenure neutral and makes no financial assumptions or statements, and therefore moves away from the western and colonialising model.

## Other directions and issues?

**| One of the roles of this project is to bring political pressure to bear on government agencies – by showing Ministers what is possible |**