

THE SHIFT AOTEAROA:

Building alignment across the Kāinga Strategic Action Plan, Summit '19, & The Shift

Discussion document, May - June 2019

Introduction:

A previous issues paper "[Shelter from the Storm](#)" briefly identified a series of links between The Shift and the Kāinga Strategic Action Plan. As a vehicle, or movement, for a fundamental change in how we think about and approach housing The Shift resonates through the Kāinga plan.

Māori have long called for government investment to focus on whānau, seeking to elevate a human wellbeing (Māori, whānau, iwi, kāinga) lens on investment, and confronting prevailing financial investment lenses. The Shift strikes the same chord, calling on governments to re-prioritise and value more highly the social function of housing.

Māori advocacy regarding Te Tiriti itself exemplifies this over decades, consistently highlighting and promoting the rights and well-beings of Māori as people, iwi, and whānau, and forcing the government to confront its own failure to deliver on the social promises of Te Tiriti.

We will cover this in our update at **The Shift Aotearoa** conference, but to set out some context this paper will focus on the ways that the **Kāinga plan** and the closely aligned **Auckland Māori Housing Summit** capture and modify The Shift and sit comfortably in the mix at the conference.

Building alignment across the Kāinga Strategic Action Plan, Summit '19, & The Shift:

Introduction - The Board's position, a history of activism, and a legal grounding

The Independent Māori Statutory Board acts in accordance with the direction set out its empowering legislation – the Local Government (Auckland Council) Act (2010). In developing a Schedule of Issues of Significance to Māori in Tāmaki Makaurau as required by that legislation, housing quickly became a strategic priority.

Why did the amalgamation of Auckland local government result in the establishment of an independent board promoting Māori outcomes? There's no simple answer to this, and these were also political decisions and so driven not necessarily by logic but by policy. However, the seismic shift in Crown/Māori relations between the 1970s and 2010 offers numerous instances, themes, and examples, each illustrating parts of the whole story, which resulted in that outcome and many other outcomes.

The Board occupies a particular position within the public sector primarily as an advocate for Māori outcomes, and therefore is part of a legacy of Māori individuals and organisations seeking change and better outcomes for Māori from public sector activity. Te Tiriti is one lever or source of traction, but in the local government arena – where Te Tiriti relationships are less clear than with central government – a wider set of tools is necessary.

The legislation establishing the Board and the legal development of the principles of Te Tiriti form the legal backdrop to the Board's advocacy and directions contained in the Kāinga Strategic Action Plan.

The Kāinga plan and the summit kaupapa

The visceral context of the Kāinga plan is that there is now a plan where previously there was none, and likewise the context of the Auckland Māori Housing Summit is that there is now a summit where previously there was none. As part of the summit and the plan and other/prior advocacy, there is also an

Associate Minister of Housing where previously there was none, and a new ministry with a developing Māori unit and work programme, where previously there were neither.

The Auckland Māori Housing Summit 2018 – an example of those wider and additional tools – was the result of Māori advocates in housing agreeing that giving the Tāmaki Makaurau community an opportunity to speak up about housing issues, and engage with government on housing issues, would be meaningful.

An action plan was called for at the summit and the Kāinga Strategic Action Plan – another additional tool for Māori advocacy – has now been developed, launched and delivered back to the community. In turn community and advocates now have a new *additional* voice and a vehicle to speak more loudly, more clearly and more directly to government, council, and each other on housing matters.

The Kāinga plan is not the only voice or vehicle, but a new addition to a long-lived *kete*. As such the Kāinga plan is a small part of a longer and larger story about Māori protest, activism, advocacy and politics, and that context – a series of prior transformational shifts – are recognised.

The Shift was an input into setting out the Kāinga Strategic Action Plan

There were broad aspirations feeding into the plan and to take a strategic step the plan was required to include iwi aspirations, government and council levers, the community housing sector, and supporting marae and whānau.

To be strategic the plan needed to identify, frame and promote interlinking actions and moves across the political landscape, to enable and locate real change.

Te Tiriti offered a powerful starting point, one that complements the human rights framework relating to housing. The *shift* to recognition of Te Tiriti rights and outcomes is a necessary one, and one that provides some real traction to the global movement in Aotearoa.

But it is also clear that the concept of *kāinga* was already at the heart of an Aotearoa *shift*.

Throughout the 2018 summit and in many other contexts since including the 2019 event, leaders, Ministers, practitioners, and advocates were already actively shifting from ‘housing’ to ‘kāinga.’

Why? Because in some respects the global movement is echoing our experience, not leading it.

In numerous respects Māori are leaders in indigenous advocacy and social and political engagement and progress on the world stage, actively subverting and challenging the western democratic system constantly across decades and across issues. As indigenous peoples, iwi are undoubtedly among the most successful in gaining access to political power and the opportunity to influence state policy and investment.

The longstanding and fraught political interface between Māori and the state in New Zealand has uniquely attuned us – Māori and New Zealanders - to comprehend the need for policy, practice, politics, and power to deliver outcomes for people. That’s our context.

Against an historic context of activism, it must be noted that in developing the Kāinga plan the Board leveraged up a significant political moment in time opportunity, being the formation of the Labour-led coalition government and carrying into government Labour’s KiwiBuild election commitments.

In the mix at The Shift Aotearoa

It is no surprise that housing – or Quality Affordable Housing for Māori as it is referred to in the Board’s strategic priorities – would and has become a strategic priority.

There is a housing crisis and Māori are demonstrably and disproportionately impacted. In addition, the Board is primarily involved with political and policy advocacy, and the kaupapa of housing is deeply grounded in political and policy machinations.

Our context at the CHA conference is experiencing and watching a new depth of relationship between the community housing sector and Māori emerge, including Te Matapihi, the Independent Māori Statutory Board, and emergent iwi relationships nationwide.

For advocates among you these shifts should represent only two things: an opportunity and a challenge.

The summit and the plan provide a locating event and a voice, and a coherent set of actions to make change happen. But neither are limited to the Board or Te Matapihi or others.

As with Minister Mahuta's Associate Minister delegations, it is wrong to assume they belong to someone else, or are someone else's project or responsibility.

It is up to us as a community of advocates and stakeholders outside of government to bring the plan, the summit, the delegations to life through action, monitoring, testing, such as providing the Associate Minister with opportunities to test and implement the new delegations.

Kāinga: themes and approaches anchoring The Shift in Aotearoa

SUPPORT AND HELP TO BUILD THE SHIFT AOTEAROA

The community housing sector deliver housing outcomes for Māori whānau. The Kāinga plan identifies this and actively seeks opportunities and avenues to scale it as a means to house more whānau in the safe, secure, informed and empowered context the sector creates. The shifts calls on us to recognise the real opportunities to improve outcomes without prejudice and to some extent without a cultural lens.

Ironically, to recognise the importance of *kainga* involves recognising that in some cases appropriate housing might be placed ahead of assertions about culture, while ideally they would stand side by side.

SHIFTING ACCOUNTABILITY - A co / shared / mutually / governed role with responsibility for housing outcomes for Māori in Tāmaki Makuarau (Auckland Māori Housing Commissioner)

The Kāinga plan calls for the establishment of an Auckland Māori Housing Commissioner. Understanding Mana Whenua interest and potentially building support for this approach is critical.

The [scoping report](#) prepared for the Independent Māori Statutory Board in June 2018 following the 2018 summit, identified that there are real and meaningful characteristics in the Auckland housing space that supported the development of a stand-alone strategic action plan.

The same analysis supports the call for an Auckland Māori Housing Commissioner – an independent and expert voice on housing matters for Māori in Auckland. A go-to expert for government and iwi, for marae, and advocates, with the capacity to grow a team and build expertise.

The Kāinga plan is at constant risk: it is way too easy to fall into the trap of thinking it needs government approval or endorsement to make a mark. It doesn't. While actions in the plan are assigned in accordance with current roles and responsibilities, ideally activity should not be carried out in siloes, but collectively, and transparently.

This action calls for a shift in accountability. It calls for a role with input and influence at the highest level of government and council decision making around housing in Auckland, but which is recognised and valued by Māori.

SHIFTING THE DIAL on a regional Māori housing provider of scale

The idea of a regional Māori housing provider of scale in Auckland has been around a long time. Housing circumstances have only worsened during that time so the need has never been greater than it is now.

This regional provider could emerge from existing provider or be a new entity. Ideally it would have some Mana Whenua underpinnings while recognising the regional nature of the entity proposed would make this one of the biggest opportunities on the table today due to the share scale of

development in the 10 year pipeline, with Panuku, Min. HUD, HUDA, HLC, and HNZ obvious collaborators.

This move would shift scale in housing options for Māori, but more importantly would really support a shift in breaking down the relationships of dependence between low income Māori whānau and the state in the form of Housing New Zealand.

The Auckland Housing Programme – delivering KiwiBuild and Crown land redevelopment across Auckland is privileging the Crown's housing provider in a manner that could give rise to future Treaty grievances.

Shifting the dial on this action seeks greater investment in non-state community side and whānau centred service delivery in housing.

We need to understand the appetite others have for this idea, how it could attract Mana Whenua interest and support, and more important **why it would happen**.

So why would it happen? Under current government and council settings there are few incentives to build a new community housing providers. Without the right range of real incentives the level of aspiration, desire, commitment and graft required to establish a provider – especially one of scale – goes through the roof and would challenge even the most committed individual, whānau, or iwi.

So the Kāinga plan recognises the need to get the right incentives in place, and for the moment we are keeping them simple. It's a 3 step **SHIFT**:

1. PIPELINE: A pipeline of opportunities through inclusionary zoning
2. PLUG IT IN: Access to finance through the government's interest rate and a government guarantee provision
3. SWITCH IT ON: Access to capital

SHIFTING recognised expertise in housing for Māori

Expertise in housing for Māori needs to shift up and out. It needs to build UP, expand and diversify and this needs to be done in an astute, planned and Professional way.

It also needs to go OUT – out of government and councils and into iwi, communities and whānau.

We need a curriculum and a delivery mechanism that builds expertise in a recognised way. In 5 years, with the right planning and investment, a wide range of Māori entities in Auckland could have trained staff who share an expertise and language in housing matters such as papakāinga and development finance, across the sector (complementing, not replacing existing expertise). Public sector entities would also participate, ensuring a shared understanding of issues, expectations, and aspirations.

This is a shift to a critical mass of operators placing whānau at the centre of their housing universe.

SHIFTING Auckland Council levers into alignment

A Unitary Plan change to inclusionary zoning would re-establish the defunct pipeline of affordable housing supply last seen albeit in a diminutive form under the SHA regime. A Unitary Plan change to inclusionary zoning would shift the onus and the cost of affordable housing supply from the state to developers.

While this may seem risky – with a mere suggestion that it would slow development – it did not slow development under the SHA regime. The affordable housing pipeline appeared in the form of developers engaging community housing providers to deliver affordable housing for them. This was a natural order and an effective moment in time in our housing story.

In addition, it must be remembered that at this time and likely for the next 6 to 8 years at least, the 'Crown + Agents' is the biggest developer. Under that circumstance there is very low risk of Unitary Plan changes slowing development substantially in the sector.

Panuku do not consider there is a mandate to sell land under market value or transfer it at anything but a market rate. Doing so would open up affordable housing options (which would need to be

contracted for) by reducing development costs. This is a matter of policy and leadership, and there is room for a shift, for example to a social return model of understanding and calculating market value.

SHIFTING THE DIAL on **HUDA** and **AKL Housing Programme**

The Kāinga plan is a stake in the ground, setting expectations around policy and deliverables in government and council. As such, it creates conditions for those things to be measured, monitored, reviewed and discussed.

The summit provides an opportunity to do so kanohi ki te kanohi with officers and officials, as does this the CHA conference THE SHIFT AOTEAROA. Outside of these set piece opportunities, we are advocates, sharing information, holding our counter-parts to account, seeking the next opportunity to input.

The democratisation of information is a critical part of advocacy, political campaigns, and building movement. We need to be privy to the same information, and ensure public sector information is available and circulating.

In a critical legislative and policy area like Urban Development Authority legislation, we need to know where things are at in order to be in a position to make a play.

SHIFTING THE DIAL on **STRATEGY**

The Kāinga plan calls for a national housing strategy, and for genuine system mapping and thinking on which to build the strategy.

As noted directly above, the information flow is critical. The new Ministry has a system stewardship role and there is a great deal of work and thinking that has occurred already and continues to occur within the Ministry, that informs that role. But we need to do that work together, as CHA has actively sought to do recently through initial systems mapping session, and hopes to build on in the future.

In a similar vein though, the call for a national housing strategy does not need to be a call on the government to design one and then tell us about it.

If we believe a national strategy is our national interest, then we are in a position to lead off on that work and set it in motion. We at least are then in a position to define our own role(s) as we see fit.

SHIFTING advocacy

The Board's role and the Board's aspiration is to advocate for and achieve improved outcomes for Māori, in this case in housing. The Board, however, is neither a builder, nor a developer, nor a service provider, and the contribution of the Board is limited to advocacy and its statutory role.

This in turn provides a lens through which to understand the drivers for the summit kaupapa and the Kāinga plan: have they supported Māori advocacy; have they supported Māori to participate in debate and movement in this area; are they valued for what they are; and do they in their current form promote an improvement to Māori outcomes?

This is not intended to provoke an evaluation, but to illustrate the background story. These are two avenues for Māori advocacy and outcomes that didn't exist previously, and we consider that we have provided a means to answer the question we set out with in late 2017, and leveraged that answer for future benefit for Māori. That question was:

How will the new government, and KiwiBuild, deliver outcomes for Māori in Tāmaki Makaurau?

The Board is now considering whether a 3rd summit in 2020 will be useful and valuable to our stakeholders, and what our priorities in progressing and pushing forward the Kāinga plan should be.