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Research Report

ASB Community Trust

A Review of the New Zealand Housing Sector

Prepared by Gravitas Research and Strategy Ltd

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Table of Contents

APPENDICES

Appendix One: Central Government Housing Activity

Appendix Two: Social Housing Organisations

Appendix Three: International Models

Appendix Four: Bibliography

Executive Summary

1.   Introduction

This research was undertaken on behalf of the ASB Community Trust to provide a broad overview of the housing sector with particular focus on the needs which are evident.

The research has a focus on the Auckland and Northland regions being the area the ASB Community Trust primarily serves.

The report is based on findings from a review of available published information and key informant interviews with those involved in the sector.

2.   Housing in Context

Housing is widely acknowledged as a fundamental component of quality of life. It is a core factor in the health and wellbeing of families and the development of strong communities in New Zealand. It is widely documented that sub-standard housing and instability of tenure impact negatively on the mental and physical health of individuals and ultimately undermine healthy communities.

While the government, through Housing New Zealand Corporation (HNZC) endeavours to prevent such negative outcomes through provision of state or public housing and funding of housing programmes, there remain gaps and shortfalls which leave New Zealanders living in inadequate or inappropriate housing, seeking temporary shelter in boarding houses, hostels and emergency accommodation and, at the extreme, sleeping rough on the streets.

The complexity of developing and implementing housing solutions in New Zealand derives from the diversity of housing need and the dynamic nature of the housing market. The susceptibility of certain demographics to housing difficulties (including low-income earners, Māori and Pacific peoples, young people and those with mental health issues) means solutions must be tailored to meet varied and specific needs beyond simple shelter, and often require implementation at a localised level.

3.   NZ Housing Sector

The Private Housing Sector

Private housing makes up just over 90 percent of the entire New Zealand housing sector.

New Zealanders have traditionally subscribed to the 'Kiwi dream' of owning their own home. This ideal is reflected in the high rate of owner-occupied homes, with ownership rates at similar

levels to a number of comparable nations and reported as 66.9 percent of all private dwellings in the 2006 census; though this shows a decline from 72.4 percent in 2001.

Declining home ownership rates have been offset by an increase in the private rental market. Private rentals account for a quarter of all dwellings nationally (just over 350,000 dwellings). Private rental stock is described by key informants in this research as variable, with lower priced rentals often described as of a poor standard in terms of maintenance, ease and cost effectiveness of heating and incidence of dampness.

The Social Housing Sector

Social housing makes up 5 percent of the total New Zealand housing sector and is provided through three main bodies – central government, local government and community based organisations. Its purpose is to address market failure by meeting the housing requirements of those New Zealanders who are unable to participate in the private housing market, due to both lack of means and unaffordability.

The major provider in the social housing sector is HNZC, a crown agent. In its traditional capacity as a provider of affordable rental accommodation to low-income New Zealanders, HNZC currently manages more than 66,000 rental properties nation-wide. However, with a waiting list peaking at 10,109 in November 2008, including 4,230 applicants currently considered to have 'significant' to 'severe' housing need,[1] it is apparent the state housing stock cannot be entirely responsive to the needs of an expanding population. A recent report by the Child Poverty Action Group suggests that 5000 new state homes are required each year[2] – a figure at odds with HNZC's 2008 housing portfolio target of 1,287 new homes (a target which wasn't achieved).

HNZC also offers assistance through the Housing Innovation Fund (HIF). Since its launch in 2003, up until June 2007, HIF had directly contributed $49.7 million to various projects.

Local government directly provide less than one percent of the national housing stock (approximately 20% of the total social housing stock). The majority (95%) of council provided housing is dedicated to accommodating the elderly.

Neither Auckland City nor Rodney Councils currently provide any local government owned housing. However, a recent agreement between Auckland City Council and the New Zealand

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[1] Housing New Zealand Corporation, "Waiting List" available at http://www.hnzc.co.nz/hnzc/web/rent-buy-or-own/rent-from-housing-new-zealand/waiting-list.htm
[2] Child Poverty Action Group, " Housing: Room for Improvement", available at http://www.cpag.org.nz/child-poverty/Housing.html

Housing Foundation will see the city council contribute $3.8 million towards the construction of 30 new homes across the region over the next 3 years.

4.   Key Housing Issues

The key housing issues have been identified as affordability, habitability, overcrowding, homelessness and emergency housing.

Affordable Housing

Housing is generally accepted to be affordable if "households can access suitable and adequate housing by spending a maximum of 30% of their gross income".[3] Housing affordability has decreased steadily over the last five years across the nation; due to house prices rising faster than incomes. Although the recent economic downturn has resulted in a decrease in house prices, there has also been a tightening in access to credit which has made it more difficult to obtain a mortgage and raised minimum deposit levels significantly.

Habitability

New Zealand has an ageing housing stock, with many existing homes built pre-1978. These houses predominantly have poor insulation and can be draughty and damp with consequent adverse health impacts. A pressing need is the retrofitting and modernisation of such homes, especially those owned and/or occupied by low-income families. HNZC, in collaboration with various partners, has several current intervention initiatives which focus on this issue.

Overcrowding

Household overcrowding is an issue especially relevant to the South Auckland region. Of a reported nationwide 2,500 dwelling deficit, half relates to the Manukau City area.[4] Overcrowded accommodation is often detrimental to the health and well being of occupants. Those living in overcrowded rental accommodation also risk eviction for breaches of their tenancy agreement which in turn puts pressure on the emergency housing system.

Homelessness

Those categorised as 'primary homeless' have limited or no access to permanent shelter and live in public places. Otherwise known as rough sleepers, at last count there were 91 individuals sleeping rough in the central Auckland area (within a 3km radius of the Sky Tower). Notably, on the night this count was conducted, there were a reported 267 bed vacancies in boarding houses across the area[5]. This apparent incongruity is widely attributed to the complex needs

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[3] Regional Growth Forum, "Auckland Regional Affordable Housing Strategy", March 2003, p.4.
[4] The Salvation Army Social Policy and Parliamentary Unit, "Housing Update 2008: A Report on New Zealand Housing Markets", October 2008, p.2.
[5] Auckland Rough Sleeper Initiative, "Auckland Homeless Count – Report 2008".

characterising homeless individuals, who are often experiencing mental health issues and/or drug and alcohol addictions. Individuals facing such complex issues often find it difficult to settle into the boarding house environment and require expert and long-term treatments that go beyond the provision of shelter and basic services boarding houses can supply.

Currently, there appears to be no organisation that offers women only accommodation for the homeless in Auckland and Northland. The male dominated environment of boarding houses and hostels can be intimidating for women, many of whom have become homeless due to domestic violence or child abuse. While the scale of this issue is unclear, key informants suggest that it is a significant problem. These environments are also said to be unsuitable for homeless youth. International research indicates that those who experience homelessness in their youth have a high likelihood of being homeless in later life and that homelessness can create new problems for youth such as substance abuse.

Emergency Housing

Those in, or seeking, emergency housing are categorised as 'secondary homeless' – that is, having access to temporary shelter only. The extent to which emergency accommodation is required is difficult to quantify. However, key informants suggest that existing emergency accommodation lacks the capacity to meet current demand. Supporting this suggestion, a feasibility study on emergency housing conducted in Whangarei in 2005 predicted a shortfall of 55 beds per night by 2008[6].

5.   Māori and Pacific Island Peoples

The Māori and Pacific Island populations of New Zealand face specific housing issues and are over represented in many key areas of concern within the housing sector.

Household crowding is one of the most pertinent issues affecting Māori and Pacific Island communities. The 2006 census showed that 43 percent of Pacific and 23 percent of Māori households lived in overcrowded conditions. While the influence of cultural norms is a relevant factor behind these figures, informal immigration, housing affordability and low incomes compound and exacerbate problems. Furthermore, it is children and young people who are most affected by overcrowding, with more than half of Pacifica and over one quarter of Māori children living in such homes. These living conditions have adverse health effects (including reported high incidences of meningococcal disease and respiratory illness) and are shown to be detrimental to children's social and educational advancement.

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[6] Whangerei emergency Housing Charitable Trust, "Trust Funding Application", available at http://www.wdc.govt.nz/agendas_online/CFL_13122006/Whangarei%20Emergency%20Housing%20Charitable%20Trust.html

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Consequently, there is also evidence that Pacifica peoples are over represented among those families consistently seeking emergency housing support. The mandatory stand down period for new immigrants to become eligible for State Housing support is two years, during which time many newly migrated families seek shelter in the homes of friends and extended family, with the overflow forced to seek temporary shelter in emergency housing. There is an apparent mis-match between housing and immigration policy in this respect.

Māori are HNZC's second largest occupant group, with 73,757 Māori HNZC occupants[7]. Together, Māori and Pacific peoples account for over one third of HNZC customers. With these ethnic groups making up 21 percent of the national population and population numbers growing at a rate faster than that of the New Zealand population as a whole, developing and tailoring housing solutions for Māori and Pacific Island communities is a key area of need.

6.   Regional Focus: Northland

As one of the most rural and poorest areas in the country, the Northland region faces unique and significant housing issues.

Rural isolation and sub-standard housing are major concerns in an area in which 50 percent of the population live outside urban centres and a high proportion of inhabitants are identified as low income earners and beneficiaries. The region is identified as being in critical need of improved housing standards, predominantly due to the aging housing stock, the high incidence of social deprivation (especially among the large Māori population), and the lack of access to basic services experienced by many living in isolated areas.

Currently, the HNZC waiting list for the Northland region stands at close to 500 homes[8]. Coupled with the shortfall in emergency housing and accommodation in the region, and despite the efforts of various trusts and community groups, Northland does not appear to have the capacity to meet high and persistent housing demand.

7.   Challenges and Needs

Throughout this research, key informants indicated that the challenges presented by the New Zealand housing sector are best met through the collaboration of government, community, private and philanthropic development programmes and funding structures.

Key informants note that there exists an opportunity within the community housing sector to support the group described as the 'housed but vulnerable'. This group is best served by

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[7] Housing New Zealand Corporation, "Maori Housing Trends", August 2008.
[8] As of 31st January 2009, sourced from the Housing New Zealand Corporation website, www.hnzc.co.nz

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housing projects that focus on community empowerment, working with communities to provide skills and knowledge that will be useful beyond the life of a specific project. Such projects would provide affordable housing and home ownership opportunities, which encourage sustainability and security of tenure.

Several areas of need have been identified by key informants, including demand for increased housing stock and more emergency accommodation for the secondary homeless. More extensive research into the range and scale of issues affecting the New Zealand housing sector is also suggested. Such research should aim to identify the various housing solutions and financial programmes that will meet the diverse needs of those New Zealanders most in need.

Housing sector issues can be summarised as:

- An aged housing stock in need of upgrading
- A growing and ageing population
- Increasing affordability problems and a growing intermediate market
- Private rental stock of mixed quality and with poor security of tenure
- Substantial waiting lists for public housing
- Likely increasing demand for rental accommodation
- Insufficient, or unsuitable emergency and temporary housing
- Over representation of Māori and Pacific populations in inadequate housing and in housing need statistics

These issues are compounded by:

- The scale of investment and lead times necessary for housing development
- An underdeveloped third sector in New Zealand
- An uncertain economic environment
- Lack of research and statistics demonstrating the extent of certain needs

Key Informant Perspectives on Meeting Need

During interviews with key informants, a number of key themes were identified on how best to meet housing need.

- The lack of safe, secure and affordable housing underpins the other issues facing the housing sector.
- The dynamic nature of the housing sector means that demand is constantly changing, therefore solutions must be flexible in order to adapt to changes.
- Housing need is both urgent and long term. There is a need to address the most critical housing issues in the short-term. However, there is a call for more research to identify priorities and as a foundation for longer term planning and identification of sustainable solutions.
- Projects that engage with the community in order to provide local housing solutions are most likely to succeed in the long term.

- Pilot programmes are seen as an effective means of achieving wider support and funding and to identify successful models and organisations.
- Fostering partnerships with public and private sector organisations are seen as an effective measure to develop funding opportunities.
- There is a need for those most vulnerably-housed to have access to wrap-around support services in order to improve and sustain their housing situation i.e. support services beyond the provision of suitable shelter.

8. International Models

Whilst there appears to be no consensus as to what constitutes a best practice model when developing programs to address housing issues, secondary research identified successful projects and initiatives from overseas that may be of use in developing a New Zealand response to housing issues. These have been included in *Appendix Three: International Models.*

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1. Research Objectives

This research will ultimately contribute to the understanding of the New Zealand housing sector and the nature of any unmet needs existing within the sector.

The research addresses the above objective by examining the housing sector with particular emphasis on the following:

- the existing provision of housing in New Zealand by central government, local authorities and community-based organisations;
- specific consideration and review of needs and position of Māori and Pacific peoples identified in the literature.

The research also provides:

- an overview of the various issues within the housing sector;
- an overview of local, regional and national sources of funding for housing, paying particular attention to any gaps in funding provision where needs are not being met, now and in the future.

This review draws on national and local level information and focuses on the Auckland and Northland regions.

2. Research Methodology

The research process was designed to be collaborative so the final outputs meet the Trust's expectations, in terms of the emphasis and focus of the research and strategy development.

The following summarises our approach to this work.

- A literature review of existing knowledge was undertaken in order to formulate an overview of the housing sector, its key issues and identify any areas that required further investigation. As part of this process, a list of suitable key informants was drawn up for consideration by the ASB Community Trust.

- A workshop between Gravitas and the ASB Community Trust took place to identify key areas of focus for the research, to develop key research questions and build up a list of key informants to be consulted.

- Key informants from local and central government and community based organisations were interviewed in order to gather in-depth information on housing sector issues, the housing sector in general, service provision by key agencies and the need that exists in the sector.

- Preliminary documents were produced for review by the ASB Community Trust. Feedback from these identified further key informants to be spoken with for reporting to be finalised.

3. The New Zealand Housing Sector

Figure 1: The New Zealand Housing Sector
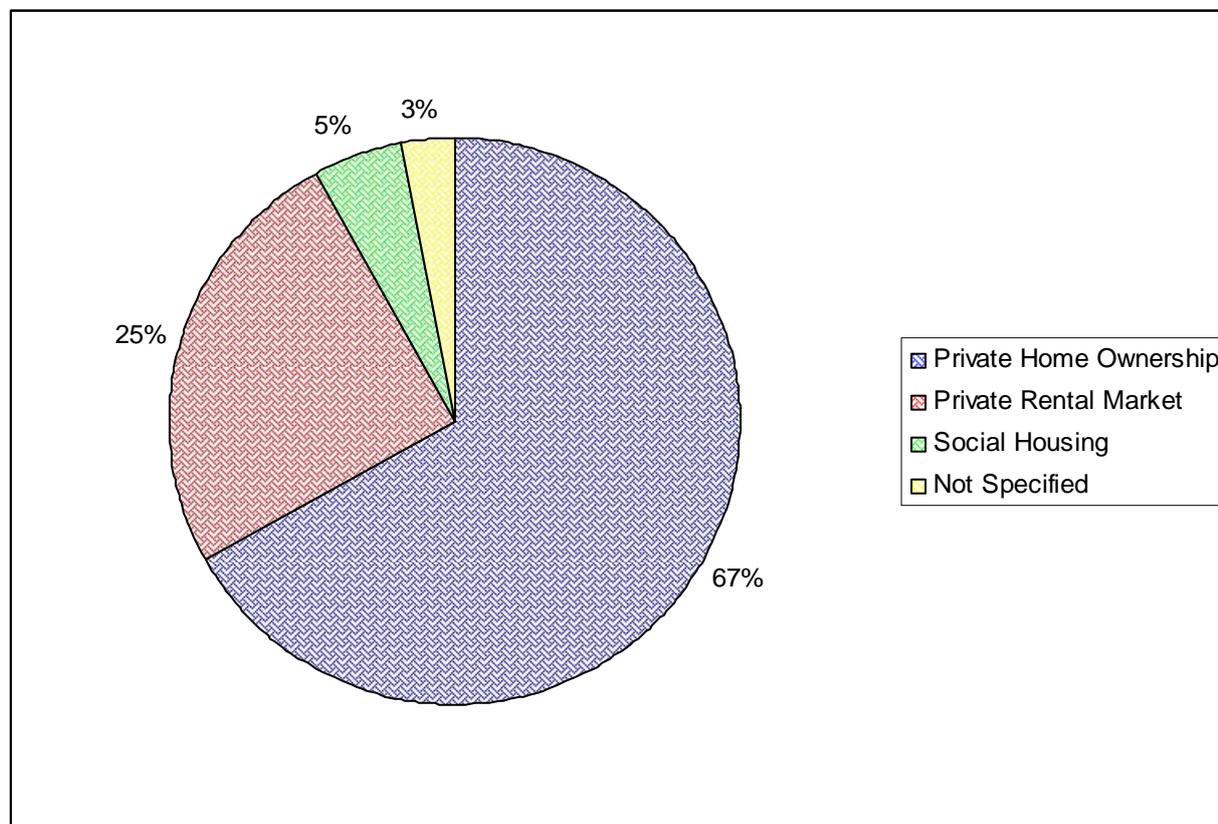
Data based on Statistics New Zealand Census 2006 Household and Dwelling Survey Results

3.1. Overview

The Statistics New Zealand Census of 2006 reports that there were 1,471,746 private occupied dwellings across the nation. This is a 24 percent increase compared with 1,185,396 private dwellings recorded in the 1991 Census (the population of New Zealand residents increased 20 percent over the same period).[9] At the end of the first quarter 2007, the Reserve Bank estimated that the overall value of private sector dwellings was $587 billion and that 90 percent of an average household's net worth is represented by housing assets.[10]

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[9] Statistics New Zealand, www.stats.govt.nz
[10] Department of Building and Housing, dbh.govt.nz

New Zealand's population is expected to increase. Statistics New Zealand figures anticipate that the population of the Auckland region will grow from 1,371,000 (Census 2006) to 1,597,600 by 2016. Northland region is also expected to increase its population; from 152,700 (2006) to a projected 163,600 by 2016.[11] To meet demand it is anticipated that an additional 20,000 dwellings per year will be needed.[12] However, the number of building consents for new dwellings has been on a downward trend since June 2007 and has culminated in a 16 year low in new building consents in October 2008.[13]

The bulk of the projected future housing need will be met by the private sector, but there is a requirement for a substantial increase in social housing for those with severe or moderate housing needs.[14] This will require significant new investment from the social housing sector; to provide an additional 30,000 homes over a ten-year period would represent an investment value of $9 billion.[15]

The social housing sector comprises approximately 5 percent of New Zealand's housing stock and private rental and private home ownership constitutes 92 percent of housing. Although the social housing sector is comparatively small, it serves those people with the greatest housing needs. Figure 2 (below) provides an overview of the sub-sectors that make up the housing sector.

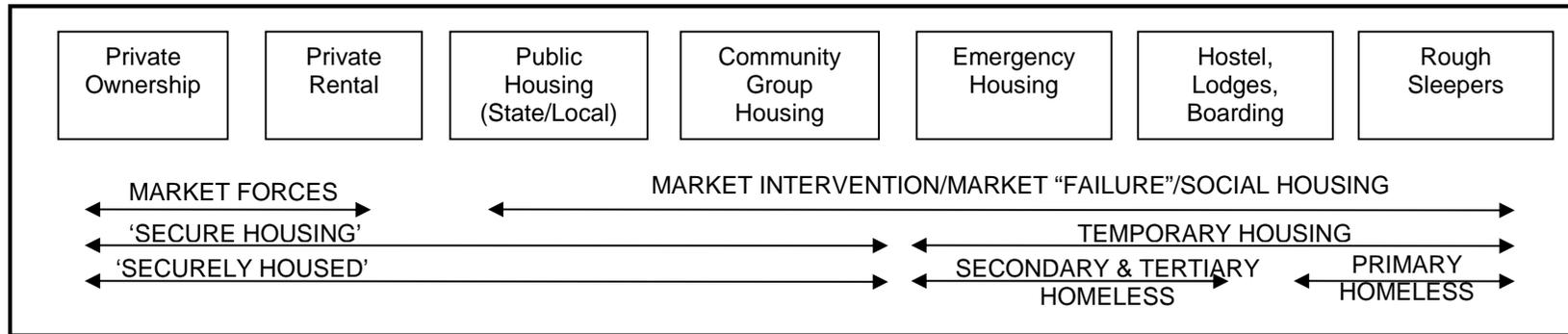[11] Statistics New Zealand, stats.govt.nz
[12] Nelson Tasman Housing Trust, "Occasional Papers in Housing, No.3: Housing Needs of the Future", September 2007, p.1.
[13] TV3 News, 3news.co.nz, "October new dwelling unit consents at 16-year low" 28 November 2008.
[14] Nelson Tasman Housing Trust, p.3.
[15] Ibid., p.3.

Figure 2: Overview of the New Zealand Housing Sector

3.2. Housing in Context

3.2.1. Wider Social Impacts of Housing

Housing is a fundamental component of quality of life. Without access to appropriate shelter, people are unable to meet their basic needs and therefore cannot participate adequately in society.[16] Good quality, affordable housing is a vital component in the health and well being of families, as well as in developing strong communities in New Zealand.[17] Studies show that children in stable housing are more likely to gain educational qualifications[18]. Providing families with greater residential stability, in affordable, quality housing can reduce stress and stress-related health issues.

Poor quality housing is associated with negative physical and mental health outcomes for occupants. The benefits of affordable, quality housing to the wider community are not easily measured but evidence from key informants suggest that there can be a significant positive effect to community stability and social cohesion.

3.2.2. Diversity of Housing and Housing Need

Housing need varies between New Zealand communities, both cultural and geographic. In Auckland, especially, variations can be substantial given both the diversity of the population and housing stock. Furthermore:

- Rural housing can be sub-standard and can lack adequate access to basic infrastructure (power, water, sewerage),
- Some areas have little or no provision of state housing.

3.2.3. Dynamic Nature of the Housing market

The broader market for housing is a complex mechanism that can experience radical and sudden change.

Change can occur rapidly, as the sector reacts to stimulus from overseas, within New Zealand, throughout a region and also in specific suburbs, as well as changing demand from population growth and internal and external migration patterns. The recent economic downturn highlights the volatility of the housing market; house prices have declined rapidly[19] and are currently not expected to return to their pre-downturn values for between 5-30 years (economic analysts have widely varying projections). This decline in home values has not led to a direct increase in housing affordability as yet, as access to credit has been significantly reduced by the banking sector[20] and the wider population is beginning to be adversely affected by economic recession (job losses, pay cuts, low confidence, etc.).[21]

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[16] Quality of Life, "Quality of Life in Twelve of New Zealand's Cities 2007", p.99.
[17] Ibid., p.99.
[18] Child Poverty Action Group, "A Study of Transience in South Auckland Primary Schools", 2003.
[19] interest.co.nz, "Home Loan Affordability - Median House Prices"
[20] nzherald.co.nz, "Home Truths: Buying a home in New Zealand", January 31 2009.
[21] nzherald.co.nz, "NZ halfway through downturn, say economists", December 24 2008.

3.2.4. Broad Range of Issues for Housing in New Zealand

The social housing sector currently faces some key issues that are projected to get worse as New Zealand's population increases. The decreasing availability of affordable, quality housing is a fundamental challenge and links to other issues such as homelessness, emergency housing and housing habitability. Māori are disproportionately over-represented through all aspects of social housing need.

3.3. The Private Housing Sector

The private housing sector is not the focus of this review. However, an overview is included to provide context.

Historically, New Zealanders have regarded home ownership as the most desired outcome for their housing solution. The "Kiwi Dream" of home ownership has meant that New Zealanders aspire to own their own home.[22] The ownership model has traditionally made economic sense due to value growth patterns, lack of capital gains tax, easy availability of finance, social precedence and the low availability of alternatives (e.g. quality rentals, secure rental tenure). New Zealanders have traditionally prioritised home ownership; capital gain, wealth accumulation and provision for retirement are the most commonly given reasons for acquiring property.[23]

3.3.1. Private Home Ownership

Access/Availability

Whilst home ownership in New Zealand remains high by international standards[24], the rate of home ownership has fallen over recent years and there has been a corresponding increase in private renting. The proportion of private dwellings that are owner-occupied peaked at 73.7 percent in New Zealand in 1986 according to Census figures and fell to 72.4 percent of all private dwellings during the 1991 Census. The most recent Census, held in 2006, indicates that home-ownership rates have fallen more substantially, to 66.9 percent of all private dwellings.[25]

The decline in home ownership has resulted in a redistribution of equity sourced from housing across income groups, age groups and income types. Whilst home ownership rates have fallen across all age groups except for the very old, the age required to have a 50 percent probability of living in an owner-occupied dwelling has risen from 25-years-old at the 1991 Census to 32-years-old at the 2006 Census. Lower income families and single-income families are also increasingly less likely to live in an owner-occupied dwelling in 2006 than they were in 1991.[26]

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[22] The Salvation Army Social Policy and Parliamentary Unit, "Rebuilding the Kiwi Dream: A Proposal for Affordable Housing in New Zealand", June 2007, pp.20-23.
[23] De Bruin, Anne and Flint-Hartle, Susan, "Residential Property Investment Decisions in New Zealand: Economic and Social Factors", January 2000, p.14.
[24] Housing New Zealand Corporation, www.hnzc.co.nz
[25] Centre for Housing Research Aotearoa New Zealand, "Research Bulletin: The Falling Rate of Home Ownership in New Zealand", February 2008, p.1.
[26] Ibid., pp.2-3.

Quality

For information on housing quality, see Section 4.6: Focus On: Housing Habitability.

Security (Tenure)

Owner-occupiers are generally regarded as having good security of tenure compared to the rest of the housing sector.

In the 2008 'credit crunch', New Zealand lending banks had lower levels of exposure to sub-prime or poor quality housing debt than many international counterparts. However, recent comment in the media has indicated an increase in mortgagee sales related to the collapse of finance companies as receivers call in loans to cut their losses. Mortgagee sales rose from approximately 200 per week in April 2008 to 469 per week in October 2008[27].

Affordability

Figure 3: Regional Mortgage Affordability Comparison
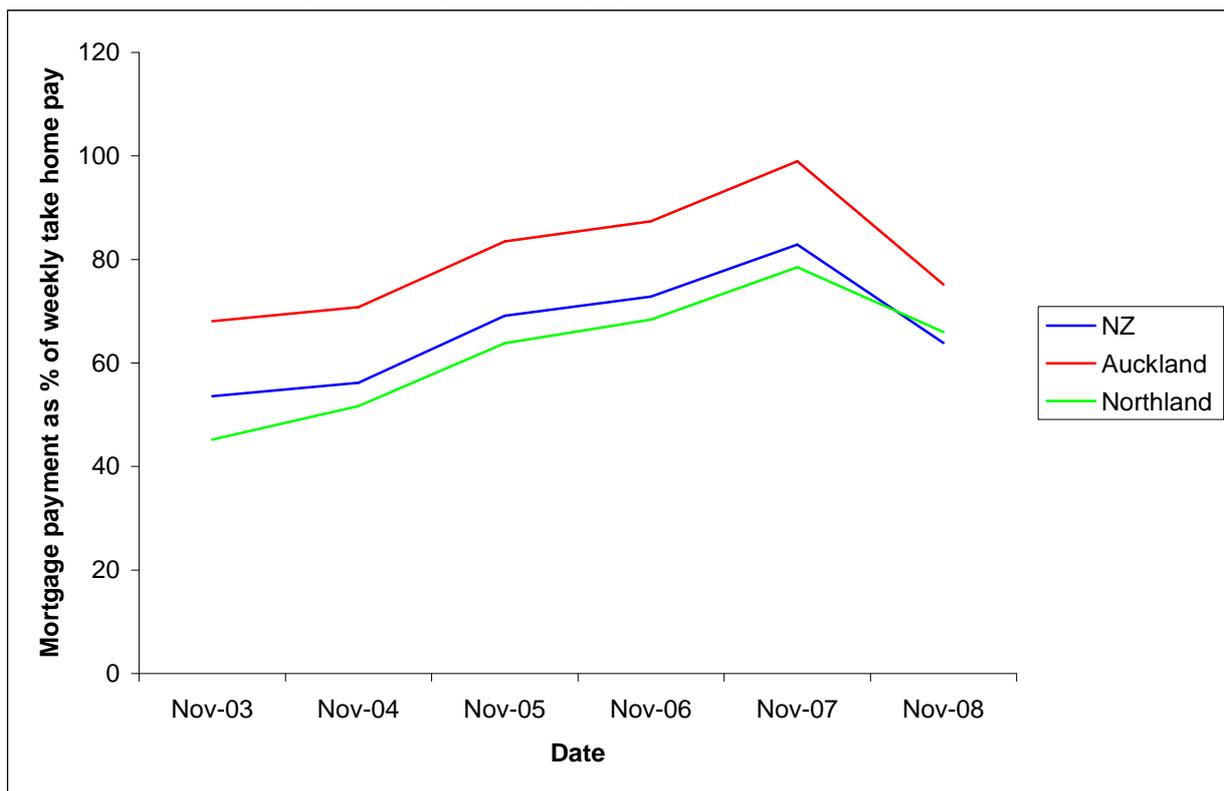
Data sourced from www.interest.co.nz

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[27] Interest.co.nz "Mortgagee listings dip, but rental listings surging", 2 December 2008.

Housing is generally accepted to be affordable if "households can access suitable and adequate housing by spending a maximum of 30% of their gross income".[28] Housing affordability in New Zealand has decreased steadily over the five years to November 2007, due to house prices rising faster than incomes, (although the recent economic downturn has resulted in a decrease in home prices).

The home loan affordability index is a tool used to measure changes in housing affordability by the website interest.co.nz, the index measures the proportion a weekly mortgage payment is of weekly take-home pay (for a median priced house). An index measure is generated for each region, and nationally.[29]

In the Auckland region, in October 2007, it took 97.2% of one median income to pay the mortgage on a median priced house. This has improved to 82.4% of one median income to pay the mortgage on a median priced house in October of 2008. Five years ago however, the affordability index was at 67.8%. It reached its peak in December 2007 with 101.5% of a median income to pay the mortgage on a median priced home.[30]

The Northland region has experienced a similar trend in the affordability of homes. In October 2007 it took 78.6% of a median income to pay the mortgage on a median priced house, this compares to 74.1% in October 2008. The affordability index just five years ago indicated that it took 46.4% of a median income to pay the mortgage on a median priced house. Homes were the least affordable in Northland in April 2008 when it took 92.1% of a median income to pay the mortgage on a median priced home.[31]

The affordability index does not account for a prospective home owner's ability to save a deposit to obtain a mortgage. On 27th November 2008, the ANZ and National Banks announced that they would double their minimum mortgage deposit requirement from 10 percent to 20 percent[32]. This means that in the Auckland region, at the time of writing, a prospective purchaser is required to raise a deposit of $86,600 to purchase a median-priced house ($433,000). In Northland, the minimum deposit is now $67,200 on a median priced house (valued at $336,000).

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[28] Regional Growth Forum, "Auckland Regional Affordable Housing Strategy", March 2003, p.4.
[29] Interest.co.nz, "Home Loan Affordability for typical buyers".
[30] Interest.co.nz, "Home Loan Affordability in Auckland", 19 November 2008.
[31] Interest.co.nz, "Home Loan Affordability in Northland", 19 November 2008.
[32] NZherald.co.nz, "Bank move makes it harder to buy a home", 27 November 2008.

3.3.2. Private Home Rental

The private rental market provides approximately a quarter of the dwellings in New Zealand. The private rental sector grew over 35 percent (100,000 households) between 1991 and 2001[33]. This market too is susceptible to market dynamics, with landlords entering and leaving the market depending on market conditions. This movement can create a lag between supply and demand that can result in gaps in the supply of rental properties available.

There is a diverse range of demographic groups participating in the New Zealand private rental housing sector, however young people, low-income families and students are over-represented as their ability to access home ownership is limited

The benefits of a stable home link clearly with favourable health, education and community outcomes. In the poorest areas of Auckland and Northland several key informants told us about the increasing effects of transience on families due to frequently moving dwellings because of affordability and tenure issues.

Access/Availability

Key Informants have suggested that the number of people who will be renting is likely to increase due to the declining affordability of home purchase and the consistently long waiting list to obtain a state house (since Housing New Zealand Corporation's (HNZC) establishment in 2001, the number of applicants on their waiting list has remained above 8,000[34]). This may result in supply shortages of affordable, secure housing, as demand for private rental homes may exceed supply.

Quality

It is reported by a number of key informants that the quality of rental homes, especially those that cater to lower income groups, is not often of an acceptable standard. These quality issues often include lack of insulation and dampness as outlined in the previous section.

Key informants spoke to us about the issue of part time or "passive" landlords, typically investors that own small numbers of rental properties. It was described to us that this type of landlord is seeking capital growth, may try to time the market and wants minimal focus on effort in terms of property management. They can be quite absent and reluctant to invest to repair/maintain or improve their properties beyond a minimum standard.

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[33] Statistics New Zealand, stats.govt.nz.
[34] Housing New Zealand Corporation, www.hnzc.co.nz.

Security (Tenure)

A number of informants in this research highlighted security of tenure in the private rental market as a key issue in the New Zealand housing sector and this is linked to the influence of speculative investor landlords and to lack of tenant protection afforded by the Residential Tenancy Act (1986), detailed below.

The Residential Tenancy Act (RTA) 1986

The RTA is the law that covers the relationship between the landlord and their tenant. It also provides a framework for dispute resolution and mediation of issues that may arise.

Under the RTA a landlord has the authority to evict a tenant by giving them 90 days notice to vacate their property. Under certain conditions (for example: if the landlord has an agreement to sell the property as a vacant possession) the landlord is only required to give 42 days notice to their tenant. The 90 day notice to leave the premises can be issued without reason and the tenant has no right of appeal. Landlords also have the right to issue a 10 day notice to their tenants if the tenant is in breach of their tenancy agreement.

Key informants have told us that the ability of landlords to evict tenants within 90 days make it difficult for some families to establish themselves within a wider community and to experience the benefits that can result from this.

There appears to be no consensus on how best to deal with issues of secure tenure in the private rental market although some key informants discussed considering a system for tenants renting from institutional landlords; greater tenancy rights could be awarded to those paying their rent on time and maintaining their properties to a high standard.

Encouragement of more 'professional' landlords is also advocated.

Affordability

Figure 4: Weekly Rent Paid by Households for Households in Rented Private Occupied Dwellings, 1996, 2001, 2006
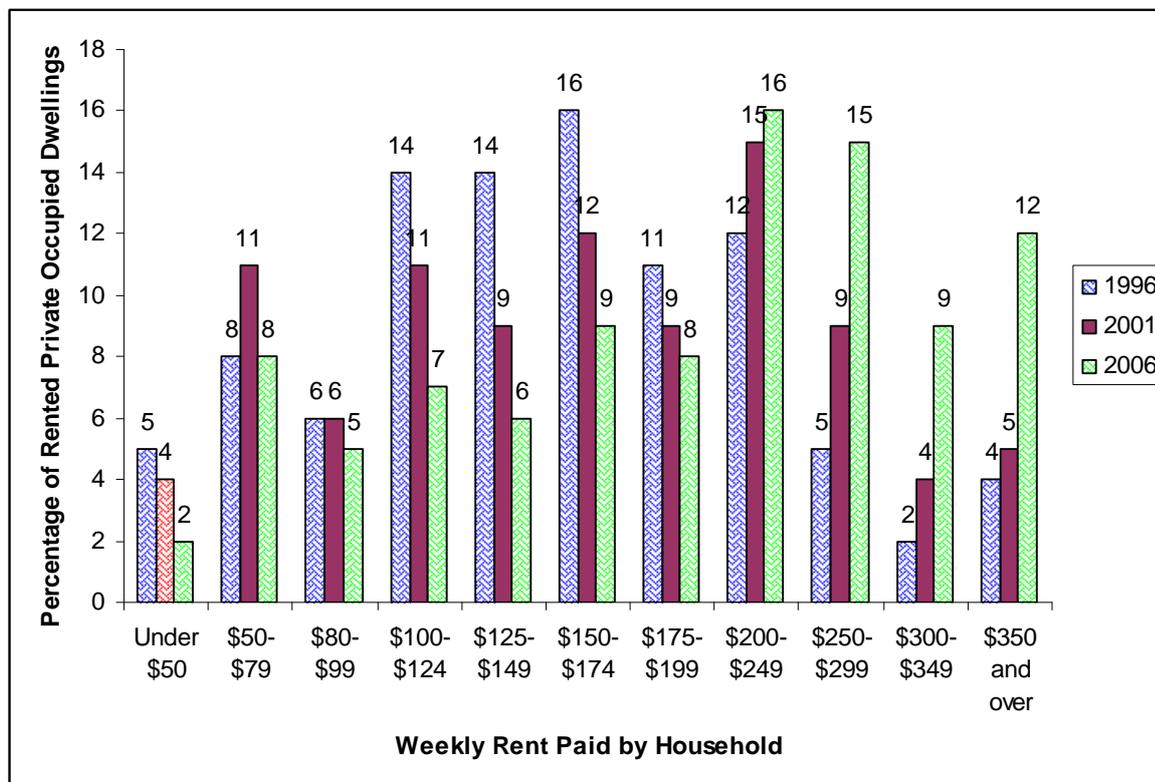
Data sourced from Statistics New Zealand. Note: Totals may not add up to 100% as some data was not available.

Over the last twenty years median rents have generally grown at a faster rate than incomes.[35] Housing costs for renters have increased 166 percent from 1987 to 2004 whilst their income has increased 59 percent.[36] A survey of low-income families, undertaken in 1999, found that 44 percent paid at least 40 percent of their net income on housing and 25 percent paid at least half.[37] Families who pay a high proportion of their income to sustain their tenancy are at risk of compromised ability to pay for other essentials such as food, education and medical care.

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[35] Centre for Housing Research Aotearoa New Zealand, "Housing Costs and Affordability", June 2004, p.33.
[36] Centre for Housing Research, Aotearoa New Zealand, "Changes in the Structure of the New Zealand Housing Market", May 2004, p.6.
[37] Waldegrave, Charles, Robert Stephens and Peter King, "The Monetary Constraints and Consumer Behaviour in New Zealand Low Income Households" 1999 sourced from Auckland Regional Public Health Service, "Housing and Health in Auckland", 2005, p11.

The "Rental Trap"

The term "rental trap" describes a situation where high affordability ratios coupled with the ability and time taken to save a sizeable deposit means that home ownership may be no longer attainable for many New Zealanders, or takes significantly longer for some households to achieve. Several key informants spoke to us about households they deal with, who have no choice but to remain in rental accommodation for a long period of time, or indeed will remain in rented accommodation permanently due to their inability to purchase a home. It is believed that the proportion of the market renting will continue to increase.

3.3.3. Emerging need in the Intermediate Market

Key informants have advised us that a clear sign of the declining housing market is an emergence of need amongst people classified as the intermediate market. The intermediate housing market (IHM) is defined as "working households unable to purchase a dwelling at the lower quartile house price under standard bank lending criteria".[38] The proportion of IHM households in the private rental market has risen substantially from 26 percent in 2001 to 58 percent in 2006.[39] Research identifies Auckland as having the highest number of IHM households (68,000, representing 36 percent of the total market).[40]

The effect of this growing trend is to place more pressure upon the private rental market and may lead to growth in marginalisation of the lowest-income households in a more competitive market, increased pressure on Government housing and social support expenditure.

Key informants have told us that they are experiencing increasing numbers of IHM households seeking support, especially in the community housing sector and organisations that provide budgeting advice and food banks.

> "As home ownership has become less affordable, peoples' housing choices have become constrained and renting long-term and assisted pathways to home ownership will become more important for a growing number of people. There will be an increasing need for more long-term stable tenancies and better quality rental properties to ensure that a wider group receive the social and health benefits associated with stable, quality housing. This could be achieved through encouraging more institutional investors and the development of a large not-for-profit sector in New Zealand to provide more affordable options for owner-occupied and rental housing. Not-for-profits and large investors may be more effective and efficient at providing rental properties in a timely way to meet demand. They may also be better at providing accommodation that renters are more likely to want and have the

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[38] Centre for Housing Research Aotearoa New Zealand, "Research Bulletin: The Intermediate Housing Market in New Zealand", December 2008, p.1.
[39] Ibid., p.2.
[40] Ibid., p2.

capacity to provide pathways to home-ownership. They may be more likely than individual investors to take a longer-term view on their investments resulting in more longer-term stable tenancies. The development of a large not-for-profit sector could include working more closely with existing providers and iwi to scale up the provision of affordable housing, or creating new dedicated entities like the UK's housing associations."[41]

To summarise the above extract, community based housing is thought to offer a practical solution for providing affordable, secure and safe housing for the IHM in the long term.[42] Development of this sector is believed to be important in preventing the likely continued growth of the IHM over the next seven years.[43]

3.4. The Social Housing Sector

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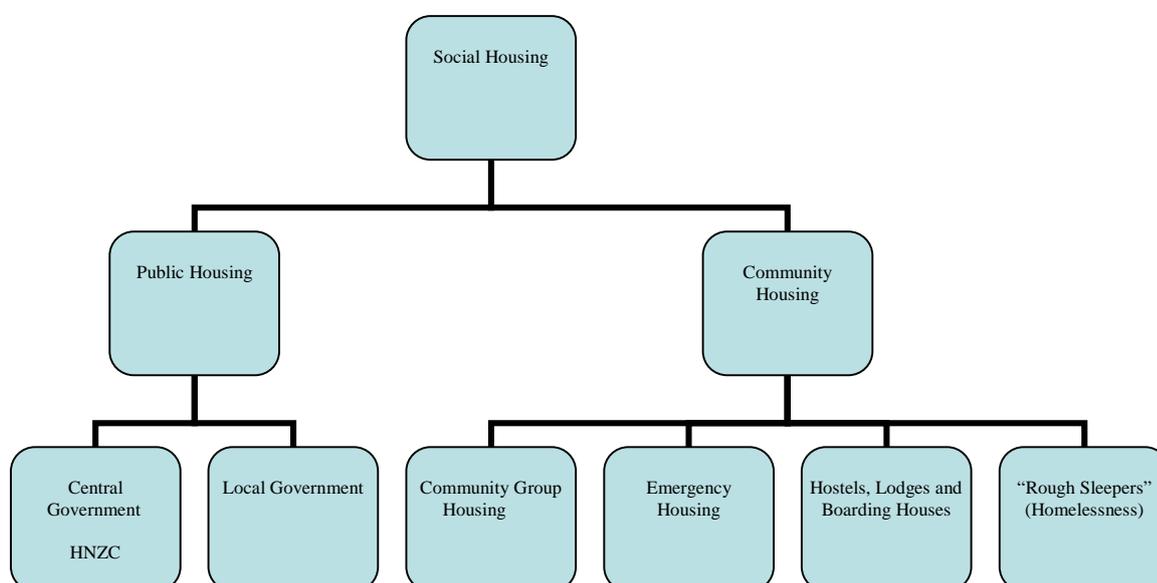
[41] Department of the Prime Minister and Cabinet, "Final Report of the House Prices Unit: House Price Increases and Housing in New Zealand, Policy Directions", March 2008, www.dpmc.govt.nz/dpmc/publications/hpr-report/hpr-13.html

[42] Maryan Street, "Address to Australasian Housing Institute's Affordable Rental Housing Forum", July 2008, www.beehive.govt.nz.

[43] Centre for Housing Research Aotearoa New Zealand, "Research Bulletin: The Intermediate Housing Market in New Zealand", December 2008, p.3.

3.4.1. What is Social Housing?

Social housing is a general term that refers mainly to rental housing which may be owned and managed by the state, local government, by not-for-profit organisations, or by some combination of the three, usually with the aim of providing affordable housing to those unable to participate in the private housing market. Social housing exists to meet a social need rather than to fulfill an economic purpose and is allocated according to the objectives of the owners, or supporters, of the housing.[44]

The National Community Housing Forum in Australia defines the aims of community housing (Community Housing Aotearoa use the same framework in their best practice guide[45]), this is a useful way of understanding housing provision by this sector:

- Affordability: To ensure that housing costs do not create hardship for tenants.
- Choice: To provide people in need of housing with a choice of housing options.
- Responsiveness: To respond to the needs of individual tenants and their changing circumstances by ensuring that housing is appropriate to tenants' needs and is managed flexibly.
- Security: To ensure that tenants are secure in their housing, are housed for as long as they wish to be and meet the conditions of their tenancy agreement.
- Sustainability: To contribute to successful tenancies and the development of sustainable communities, by being supportive of tenants' wider social needs and building their independence.
- Fairness: To ensure equitable access to community housing regardless of people's cultural identity, gender, disability, sexual orientation, age and household composition; and to treat tenants fairly in all matters relating to their tenancy.
- Respect: To ensure that all tenants' rights are respected and to treat tenants with respect in all dealings.
- Participation: To actively seek the participation of tenants in decisions about their tenancy and the management of organisations.
- Partnerships: To work in partnership with governments and communities in developing housing and related services which meet tenant and community needs.
- Quality: To provide the best possible accommodation and housing services to tenants.
- Accountability: To be accountable to tenants, the community and government for the effectiveness of the service provided and for the use of public funds; and by doing so to enhance the credibility of community housing.[46]

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[44] The Salvation Army Social Policy and Parliamentary Unit, "Rebuilding the Kiwi Dream: A Proposal for Affordable Housing in New Zealand", June 2007, p.24.
[45] Community Housing Aotearoa, www.communityhousing.org.nz/
[46] National Community Housing Forum, http://nchf.org.au/housing.html

The largest provider of social housing in New Zealand is central government. The 2006 Census showed that social housing makes up 5% of the total housing market in New Zealand (a significantly lower figure than some European countries, such as the Netherlands where social housing makes up 35 percent of the total housing stock[47]). Māori, Pacific, low-income, one-parent, single and family households are over-represented in the occupancy of social housing.

3.4.2. Public Housing (Central and Local government)

Provision of State housing

HNZC was formed in 2001 out of its predecessor, the Housing Corporation (formed in 1974 under the Housing Corporation Act). Housing New Zealand's role has traditionally been to provide decent, affordable rental accommodation to low-income New Zealanders. As of 2008, HNZC manages more than 66,000 rental properties nation wide, and has aided more than 200,000 people into state rental accommodation. While this has been its major function throughout its history, Housing New Zealand also provides other services, including:

- home ownership loans and education for people on low to medium incomes;
- support for councils and community groups wanting to increase their involvement in providing social housing;
- research on New Zealand's housing market;
- locally-based programmes to strengthen communities; and
- partnerships with Māori, iwi, local government and community organisations to address housing issues in their areas.[48]

Waiting Lists

HNZC homes are allocated to people on the basis of need determined by a Social Allocation System, rather than the length of time on the waiting list. The list is divided into four groups, 'A', 'B', 'C' and 'D', where A applicants have the most urgent need for social housing. On 30 November 2008 the HNZC waiting list was as follows:

- 276 were A priority (severe housing need)
- 3,954 were B priority (significant housing need)
- 3,397 were C priority (moderate housing need)
- 2,482 were D priority (lower level housing need)
- Total: 10,109

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[47] London School of Economics and Political Science, "Social Housing in Europe", July 2007, p.5.
[48] Housing New Zealand Corporation, www.hnzc.co.nz

Since June 2007, the HNZC waiting list has remained steady. However, since HNZC was established in 2001 the numbers of applicants on their waiting list has remained above 8,000.[49]

According to the Child Poverty Action Group, 5000 new state homes are needed every year – a figure well beyond the 1000 new state houses that are currently built annually. Furthermore, it has become evident that much of the housing stock is aging and requires renovation. The 2007/2008 HNZC Annual Report states 16,500 HNZC homes have been retro-insulated in recent times, while 21,000 pre-1978 HNAC houses are yet to be retrofitted.

Due to the recent slow down in the housing market and the increased difficulty of securing new and leased properties, HNZC has fallen short of some of its targets in the 2007/2008 period. According to the 2007/2008 Annual Report, HNZC just failed to achieve its target of assisting 9,500 – 10,000 households into state homes, managing to assist 9,429 households. HNZC also fell just short of its housing portfolio target, increasing the state housing stock by 1,177 rather than the projected 1,287 homes.

3.4.3. New Zealand Housing Strategy (NZHS)

HNZC's New Zealand Housing Strategy sets up a vision and strategic direction for housing in New Zealand up to 2015. This vision is "All New Zealanders have access to affordable, sustainable, good quality housing appropriate to their needs".[50]

The NZHS will work with the community, industry and local government to reduce unmet housing need, reduce inequalities in housing, and improve the quality of New Zealand's housing stock to develop a housing sector that encourages appropriate provision of, and investment in housing.

The NZHS sets out to achieve these goals by increasing access to sustainable and affordable housing, encouraging more efficient and effective housing markets, increasing choice and diversity in housing markets, improving housing standards, increasing integration of housing with the community and other services and by increasing capacity in the housing sector.

3.4.4. Housing Innovation Fund (HIF)

As well as providing state housing, HNZC offers assistance to community based organisations and local territorial authorities through the Housing Innovation Fund (HIF). HIF was set up in 2003 with the aim to increase the availability of rental housing and home ownership opportunities for lower income households.

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[49] Ibid.
[50] Housing New Zealand Corporation, "Building the Future: The New Zealand Housing Strategy, May 2005, p.7.

HIF funding is directed at two specific areas of housing:

- *Third sector and Iwi funding*. This funding aims to encourage not-for-profit, non-governmental community groups, Iwi and Māori (i.e., housing trusts, cooperatives and associations) to increase their involvement in providing social housing. There is capital funding for demonstration projects, and support for developing proposals. In 2004, central government announced that six proposals to assist in housing projects had been accepted.

- *Local Government Housing (LGH) funding*. This funding aims to encourage local government authorities to retain and increase their existing rental housing, by helping them purchase new stock and/or improve existing stock. LGH funding also encourages local government to "think outside the square" in their approach to meeting social housing needs in their area.

HIF funding has been used in a variety of projects to build capacity or modify and upgrade buildings throughout the social housing sector. From the HIF fund's launch in 2003 until 30 June 2007, $73.9 million of projects have been realised with HIF directly contributing $49.7 million to these. HIF funding allowed an additional 354 housing units (729 beds) to be created in the housing sector as well as providing funding to upgrade or modify an additional 374 housing units.

The effectiveness of HIF funding has been assessed by HNZC itself, as well as by community groups. In general recipient groups are very supportive of what HIF is trying to achieve in the social housing sector, projects that have been successful in obtaining funding through HIF have so far been successful in meeting a social housing need. Some community based organisations have commented that the processes associated with obtaining HIF funding need to be streamlined and improved as the often lengthy consultation process that is required to obtain funding can impact the implementation of housing projects.

Comment was made by various key informants that the HIF fund only provides for capital funding in relation to a housing project, meaning that the developers of the project often have to look elsewhere to source the operational funding that is required to run and maintain the project. Additionally, the role of Housing New Zealand as a 'lender' in the HIF funding process can be seen to be in conflict with its role in 'partnership' with funded organisations.

3.4.5. History of State Housing in NZ

The first state houses were built in New Zealand in 1905. Subsequent governments have continued the trend of significant state involvement in the housing market. However, while all governments have accepted that the state needs to provide housing for the country's poorest inhabitants, the extent and direction of the state's involvement has fluctuated throughout the last century. National Governments have traditionally taken a more conservative approach to state housing, propounding a more market-driven housing sector, relying on private investment rather than government intervention. In contrast, Labour administrations have promoted state intervention in the belief that the market cannot deliver a decent standard of living for low-income New Zealanders.

Dramatic reforms occurred during the decade between 1991 and 2001. When the National Party came into power after the 1990 election, it sold more than 15% of the state housing stock and introduced full market rents. The Accommodation Supplement was also introduced at this time to subsidise rentals. However, this was quickly absorbed into property values; rents right across the market increased in response. For example, between 1993 and 1997 rents in South Auckland increased at four times the rate of inflation.[51]

When the Labour Government was re-elected in 1999, it reintroduced income-related rent, ensuring state tenants paid no more than 25% of their total income in rent. A moratorium was placed on sales of state houses. The Government increased spending on the expansion of the state housing stock; however, the rate at which new state houses are being built looks unlikely to diminish the 10,000 strong waiting list of families seeking state accommodation[52].

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[51] Auckland Regional Public Health Service, "Housing and Health in Auckland", 2005, p8.
[52] Housing New Zealand Corporation, www.hnzc.co.nz

Central Government Housing Activity

Housing New Zealand Corporation
Supply Side Strategies
- New Zealand Housing Strategy
- Housing Innovation Fund (HIF)

Demand Side Strategies
- **Welcome Home Loan**
    - Aims to help modest income earners who are currently outside standard lending criteria. It has been reported that the scheme is not suitable to address housing need in areas where house prices are high, such as Auckland where the median house price exceeds the maximum amount of money that can be borrowed from the scheme.
- **Shared Equity Home Loan Scheme**
    - A two year pilot scheme that offers home-buyers an interest-free loan that requires no repayments until the house is sold.
- **Papakainga Loan**
    - Lending available for building or buying houses on Maori land.
- **Rural Housing Programme**
    - Began in 2001 to reduce substandard housing in Northland and other high-need regions.
- **Healthy Housing Programme**
    - Began in 2001 with the aim to increase awareness of infectious diseases, improve access to health and social services and reduce the risk of housing-related health problems as well as reducing overcrowding.
- **Welcome Home First Steps Course**
    - Educating potential homeowners about the processes involved in purchasing a house.
- **Community Renewal Programme**
    - Addresses the social, economic and physical environment of selected areas with a high proportion of HNZC properties and high levels of social deprivation.

Other Government Policies
- **KiwiSaver**
    - A work-based saving initiative that provides opportunities to move into home ownership.
- **Affordable Housing: Enabling Territorial Authorities Bill 2008**
    - The Bill enables (but does not require) territorial authorities (local governments) to assess the level of affordable housing in their districts. Following its assessment, a territorial authority may develop and implement an affordable housing policy.
- **The Accommodation Supplement**
    - A benefit available through Work and Income New Zealand that assists with rental obligations for those people renting in the private sector or through a community-based organisation.

National Housing Policies
- **Housing Affordability**
    - Aims to ensure the Kiwi ideal of home ownership is within reach for ordinary New Zealanders.
- **HIF funding**
    - Will boost HIF funding to $20 million a year (announced 9 September 2008).

More information on these organisations is available in Appendix One: Central Government Housing Activity

3.4.6. Local Government (Territorial Authorities)

Local authorities in New Zealand directly provide less than one percent of the national housing stock and approximately 20% of the social housing sector stock. Almost all (97%) is long-term rental housing and most (95.3%) is for older people.[53]

However, through the Housing Innovation Fund, Central Government aims to develop effective housing partnerships with local councils.

Key informants that we spoke with indicated that some councils are increasingly seeing a role for themselves in the provision of housing and housing related issues. The role of council as the regulator of land supply across New Zealand means that they are very influential in determining housing supply. A key informant associated with councils expressed that decisions they make regarding land regulation has significant flow-through on to housing issues (for example: zoning a piece of land as light industrial or low-density housing can mean a lack of affordable homes being developed causing housing issues for those in need). Key informants suggest that more research is required in this area.

Another key informant working in local government told us effective action by council that addresses housing issues requires strong evidence-based advocacy with an understanding of the local housing market (including gaps in service), effective partnerships with HNZC, community housing organisations and the private sector including joint planning and strategy formulation and integrating housing strategies with strategies that address disadvantage and strengthening communities and engage those communities in finding solutions.

1. Auckland City Council

As of 2007, neither Auckland nor Rodney Councils provided any housing. A recent agreement between Auckland City Council and the New Zealand Housing Foundation will see ACC contribute $3.8 million towards the construction of 30 new homes across the region over the next 3 years.[54]

2. Manukau City Council

Manukau City Council currently owns and operates 518 housing units offering affordable rental accommodation for elderly residents (which makes up approximately 2 percent of housing for the elderly in Manukau). Beyond this provision for the elderly, council has a limited role in the provision of housing in Manukau.

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[53] Centre for Housing Research Aotearoa New Zealand, "Research Bulletin: Local Government and Affordable Housing", August 2007, p1.
[54] Auckland City Council, "Reduced housing programme agreed", February 2009, www.aucklandcity.govt.nz/council/projects/affordable/default.asp

The Council has recently commissioned a scoping report to identify potential housing issues across the city. This report identified overcrowding and the limited availability of long-term, affordable and secure rental accommodation for low to middle income families as the two most significant housing issues facing Manukau City. Additionally, housing options for the most vulnerable, concentrations of low income, areas with a high proportion of state houses, declining home ownership and a lack of housing choice that reflects the diverse nature of Manukau's population, are also issues causing concern.

Furthermore, we were told that a significant barrier to council's involvement in resolving housing issues is lack of consensus on whether rate-payers should bear the burden.

The Council is reported as being committed to working with central government, community organisations and philanthropic providers in order to resolve housing issues. This support would mainly be in an advocacy and supportive role rather than through the direct provision of funding. We were told there is a need to boost the capacity of the social housing sector in Manukau and support for pilot programmes that begins to address this could help to kick-start projects on a larger scale that could have a significant impact on housing need.

3.   Waitakere City Council

There is an increased awareness that housing is becoming a significant issue throughout Waitakere City. Key informants that we spoke with regarding housing in Waitakere have identified significant issues as:

- A lack of emergency housing across the city;
- Sub-standard quality of the housing stock (we were told by a key informant that up to 50 percent of the private housing stock in Waitakere City can be classed as sub-standard).

Waitakere Council is in the process of completing a city-wide housing needs assessment that will provide evidence regarding the state of the housing sector across the city. Key informants expressed to us that the major need for housing in Waitakere is to increase the standard of homes throughout the city as well as providing wrap-around support services for vulnerably housed people in order for them to move into sustainable, safe and secure housing. The need to prevent families from requiring emergency housing assistance was also raised by key informants and they believed that an effective way to manage this is to have housing support workers across the city that can mediate disputes between tenants and landlords and work to ensure families remain in their homes.

Housing Call to Action
As part of the approach to tackle housing issues in Waitakere, the Housing Call to Action programme was implemented. The Call to Action involves a monthly meeting of key stakeholders within the housing sector, including governmental agencies (for example: Work

and Income, Ministry of Social Development, HNZC etc.), local government and third sector providers (for example: Habitat for Humanity, Monte Cecilia Trust and the Friendship Centre Trust).

The Call to Action enables its members:
- To work together to address housing issues; and
- To provide a quick response to emerging issues.

The members of the Call to Action are working on a Waitakere-wide housing strategy in conjunction with council.

4.   Northland Region

Northland's three district councils own and manage about 370 homes. There is high demand for social housing in this region, HNZC has committed to partnering with Northland's councils to maintain and improve current housing stock.

3.5. Community Group Housing

Community Group Housing is social housing of the same type as that usually provided by central or local government but is instead owned and managed by community based, or not-for-profit organisations. It provides either rental homes or houses available to purchase and caters to specific groups of people, usually those on low-incomes or with a specific housing need. With long waiting lists (see Section 4.4.1: Waiting Lists) affecting the accessibility of government-owned state homes, there is more demand for community group housing. Key informants spoke of community housing solutions as a model to enable people to break out of dependency on the state welfare and housing system that often characterises those with severe housing need.

One of the key informant's from the community housing sector described the difference between community group housing and state housing as they saw it: they understood state housing to be the provision of bricks and mortar to provide a house, whereas community based housing provides a home as well as access to support services for residents that require more than just a roof over their head.

Demand is growing for community run rental housing that is affordable in terms of renting, is of good quality and provides security of tenure to tenants. However, historically New Zealand has not had a strongly developed community based housing sector. Several key informants involved in the provision of community group housing commented that there is potential for community based housing to attract philanthropic interest. However, significant backing from government seems essential to achieve the scale that will benefit the broader community and begin to meet current levels of housing need.

Key informants emphasised the importance of housing support workers and the role they play in delivering successful housing solutions. However, we were told that it is increasingly difficult to find funding for their existing housing support workers at a time when they would like to develop their service further.

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3.6. Emergency Housing

Definition

An emergency housing provider provides shelter and support services in the short to medium-term for individuals and families who would otherwise have no place to live, that is; they would be homeless.

Homelessness generally refers to people who lack adequate access to safe, secure and affordable housing. Definitions of homelessness usually include:

- rough sleepers, who have no shelter and live in public places;

- people who are living in sheltered accommodation, or crisis accommodation and may not be able to return home due to issues of domestic violence or similar;

- people who have no permanent shelter. Those who sleep on the floor or couch of a relative or friend (so called "sofa surfers"); and

- people who live in overcrowded housing or shared accommodation that is not secure or safe.

Types of homelessness[55]:

- Primary: rooflessness, absolute homelessness, rough sleeping
- Secondary: temporary, emergency accommodation
- Tertiary: medium to long-term residence in boarding houses
- Marginalised Groups: people excluded from the wider community in some way who may be stigmatised (drug users, mental health sufferers, sex workers, and isolated elderly).

However, the extent to which homelessness is an issue tends to vary and its definition is political and controversial, particularly in the United States where the definition of homelessness is much narrower[56]. There is no common definition of homelessness globally and even in Europe definitions of homelessness vary between countries. As a result, one of the major barriers to responding to homelessness is inadequacies in defining and enumerating the homeless.

It is acknowledged that people move between various state of homelessness; sleeping rough sometimes, in shelters sometimes, or temporarily in others homes and so on. Familiies living in overcrowded situations is acknowledged as a significant but quite hidden issue by some key informants in this research.[57].

Scale

Good data or qualified estimates of the number of people that require emergency housing does not appear to be available. Key informants indicated to us that there is insufficient capacity within the emergency housing sector to meet the demand that currently exists. They describe that families that are unable to secure emergency accommodation usually live with friends and family where possible, often in sub-standard accommodation such as garages and cars. In 2006, the Monte Cecilia Housing Trust provided over 4,000 nights of emergency accommodation in South Auckland and assisted 74 families to find long term sustainable housing.

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[55] Chamberlain, C. and MacKenzie, D. "Understanding contemporary homelessness: issues of definition and meaning", Australian Journal of Social Issues, 1992, 27, 4, 274-297.
[56] Wright-Howie, D., "Australia's strengths and challenges in responding to homelessness: an international comparison, discussion paper for the National Homelessness Conference", Adelaide, 2008.
[57] Department of Human Services, State Government of Victoria, Melbourne., "Emergency Accommodation Services" 2007,
http://www.dhs.vic.gov.au/office-for-children/cpmanual/Output%20files/Practice%20context/Output%20files/Execute/1075_emergency_accommodation_services.pdf

Issues

Overcrowding

Overcrowding of households is linked with the need for emergency housing; exacerbated by a 22% decrease nationwide in the house building rate in 2008. Over the same period, population growth in Auckland reached an estimated 1.5% per year.[58] Salvation Army analysis indicates that this has lead to a deficit of 2,500 dwellings from the level required to house the population in quality housing, half of which are in Manukau City.[59] Anecdotally, the decrease in available dwellings has led to an increasing number of low-income families living with other families under the same roof. Families may provide shelter for friends and relatives who have no suitable accommodation. Overcrowding in rented housing can lead to a 10 day notice being served by a landlord (both private and public), as it constitutes a breach of tenancy agreement. This puts increased pressure on provision of emergency housing.

Shortfall in the Provision of Emergency Accommodation

The number of people seeking short-term, emergency housing is reported as having increased in recent years. However, it is becoming more and more difficult to secure emergency housing for those who need it.[60] For example, some providers may have no availability. Some only provide services for women, or families, but not single males, and so on.

For emergency housing to work effectively, experts believe residents should ideally stay for no longer than three to six months, and then transition through to more permanent accommodation.

Some emergency housing providers say that the sector in difficulties as there is a lack of flow through to permanent accommodation. This is believed to be due to HNZC waiting lists and lack of suitable private rental options. This can mean that some families stay in emergency accommodation for extended periods of time.

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[58] Statistics New Zealand, "Subnational Population Estimates: at 30 June 2008"
[59] The Salvation Army Social Policy and Parliamentary Unit, "Housing Update 2008: A Report on New Zealand Housing Markets", October 2008, p.2.
60 Citizens Advice Bureaux 2004 New Zealand Association of Citizens Advice Bureaux submission on "Building the Future: Towards a New Zealand Housing Strategy"
http://www.cab.org.nz/issues/policy/Housing.htm

Activity in the Sector

- **Monte Cecilia Housing Trust**
  - o Monte Cecilia enables low-income families with severe housing need to access safe and secure emergency housing.
- **Whangerei Emergency Housing Trust**
  - o The Trust is a collaborative venture between local churches to support local homeless people and people with and emergency housing need in Whangarei.

More information on these organisations is available in Appendix Two: Social Housing Organisations.

3.7. Hostels, Lodges and Boarding Houses

Definition

Hostels, lodges and boarding houses provide short-term accommodation for the homeless, who would otherwise have no place to sleep. Accommodation is usually provided in dormitory style accommodation and may include the provision of meals, bathroom facilities and some support services.

The provision of hostels, lodges and boarding houses ties in closely with homelessness issues, therefore much of the information contained in the "Rough Sleepers" section pertains.

Scale

The Auckland Rough Sleeper Initiative count of boarding houses took place on 22nd June 2008 and identified 604 people sleeping in a boarding house within 3 kilometres of the Sky Tower. However, the survey also identified at least 267 bed vacancies within the boarding houses surveyed. A report in August 2008 indicated that the demand for emergency housing and boarding houses is strong in Whangarei as one service provider had to turn away an estimated 12 people each week.[61]

Issues

Suitability of Hostels

The major providers of accommodation for the homeless agree that there is no shortage of beds available to house those that desire them and that shelters such as the James Liston Hostel and Airedale House are under-utilised. However, better quality places and services are claimed to be needed. The majority of hostel provision is targeted at middle-age, male homeless people, as they are the traditional rough sleepers and make up the majority of the 'visible' homeless.

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[61] Voxy.co.nz, "Action on Child Poverty Urgently Needed", 8 August 2008.

This accommodation was described to us by several key informants as unsuitable, unsafe and/or unpleasant for females and younger homeless people.

Supported Accommodation

There is a need for long-term accommodation options that include wrap-around support services and day-to-day case management for tenants. One key informant working with the homeless told us that the short-term placement of the homeless into private rental and HNZC accommodation has not been effective in resolving housing issues for a large proportion of the homeless population. Homeless people can be placed in locations far from the support services that they need to sustain housing. It is recognised that some homeless people need high-levels of ongoing support.

While shelters are an essential service for those lacking accommodation in the short-term, it is important that other measures are implemented to assist people in finding permanent accommodation. Shelters overseas have effectively functioned as a focus for outreach and other welfare services.[62]

3.8. Rough Sleepers (Homelessness)

Definition

Rough sleepers are regarded as primary homeless in that they have limited or no access to permanent shelter and live in public places.

Scale

Figure 5: Overall Street Homeless Numbers 2004-2008
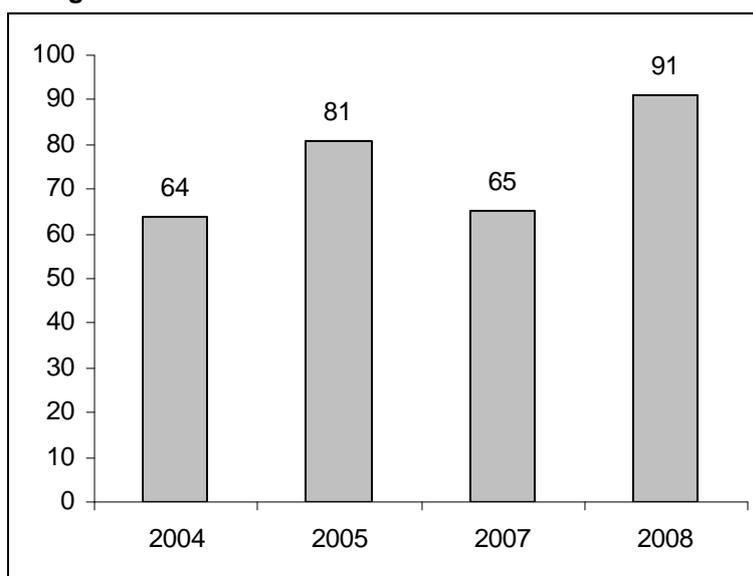
Figures sourced from the Auckland Rough Sleeper Initiative 2008 Report.

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[62] Leggatt-Cook, C., "Homelessness in New Zealand: a discussion and synthesis of research findings", 2007.

There are up to 100 rough sleepers in Auckland city and an estimated 300-400 people living without permanent or secure housing[63]. The Auckland Rough Sleepers Initiative (ARSI) 2008 count of primary homelessness within a 3km radius of the Sky Tower identified 91 homeless individuals.

Further research by ARSI established there were 267 bed vacancies in boarding houses across the area that night. The discrepancy between rough sleepers and bed vacancies may be accounted for by those people with complex needs (such as mental health or drug and alcohol related problems). This group often find it difficult to settle into the boarding house environment and can exhibit behaviours not regarded as manageable by the boarding house. ARSI concludes that boarding houses may not be a suitable accommodation option for all homeless people.[64]

There is an over-representation of Māori amongst street homeless in Auckland. Forty-three primary homeless were identified as being Māori (47%) during the ARSI count in 2008.

Without support and intervention, homelessness is an issue that is likely to develop as populations grow[65]. There is high incidence of addiction (alcohol, drugs and gambling) amongst the homeless and homeless individuals often present with a complex range of issues requiring expert and long-term treatments and interventions. Homeless people are very susceptible to health problems.

Key informants advised there are approximately 30 homeless in Waitakere City, although many of these are not rough sleepers and are regarded as 'sofa surfers', in that they generally stay with friends or family but move frequently in order to access shelter. There is currently no day centre in Waitakere that caters for homeless; the majority of service infrastructure that caters to this group is based in central Auckland which key informants suggest may cause the homeless to gravitate to the CBD.

Service Providers
A number of homelessness service providers have worked in Auckland. These groups have, in the main, approached homelessness independently, with informal coordination to minimise service duplication and liaison around clients. There have been efforts over the last couple of years to bring all these groups together and actively work on a united strategy against homelessness. In October 2008, a framework was presented by Auckland City Mission, Methodist Mission Northern, The Salvation Army and Auckland City Council which asked the government to respond to the proposed strategy.

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[63] Auckland City Council, www.aucklandcity.govt.nz
[64] Auckland Rough Sleeper Initiative, "Auckland Homeless Count – Report 2008", 2008, pp.6-7.
[65] Auckland City Council, "Homeless Action Plan 2006-2007", 2006.

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Diverse Need

Lack of support following release from prison, hospitals and other institutions has been associated with an increased likelihood of homelessness. Mental health issues can increase the risk of becoming homeless whilst long-term homelessness can increase the likelihood of developing mental illness. A study of homelessness in Nelson[66] found that many homeless people move in cycles of transience, and/or have mental health issues/addictions. Thus, social work support is paramount to stability. Rough sleepers (between 95-150 people in Auckland) who currently live on the street come from a range of different circumstances and can present various issues to service providers. There is also a group of people who are vulnerably housed, in real danger of losing their accommodation and ending up on the street. Homeless service providers work with and advocate for these people, in an attempt to keep them housed (indications from key informants are that at any one time this group consists of 35-40 people in Auckland).

Professional Support Services

Service provision for the homeless relies heavily upon the generous giving of time and resources by a group of dedicated volunteers. Whilst the work that these volunteers do is highly valued, some key informants have commented on an increasing need to develop a paid, professional system of support personnel and services to offer continuity and consistency in the services they provide.

Auckland City Mission Initiative

Auckland City Mission plans to restructure support for marginalised people through the development of their "Mission in the City" project. The design will allow the Mission to provide more comprehensive services through a Homeless Centre, Targeted Housing and HNZC flats. The development will include administration offices, a library and medical and mental health facilities. Auckland City Mission is currently working on securing the $70 million funding that is necessary for the Mission in the City development to proceed.

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[66] Worthington, J, "Support needs of homeless households in Nelson: A review of unsatisfactory housing 2007-2008", Wellington, 2008.

Activity in the Sector

- **Auckland City Council Homeless Action Plan 2006-2007**
    - Aims to give alternative response to the current practise of 'moving on' homeless people in Auckland
- **The New Zealand Coalition to End Homelessness (NZCEH)**
    - An advocacy group with a vision to end homelessness in New Zealand by 2020
- **Pathways out of Homelessness Programme**
    - A recently announced initiative by Lifewise that is based on working collaboratively with other service providers to reduce homelessness at its Auckland city shelter
- **Auckland Rough Sleepers Initiative (ARSI)**
    - Since 2001, ARSI meet on a monthly basis to discuss grass roots issues relating to the provision of services for the homeless
- **Strategy for Homeless Service Providers in Auckland**
    - Work has been ongoing to develop a new strategy and service model for the future direction of service provision to the homeless population in Auckland City

There are three main service providers for the homeless in Auckland City

- **The Salvation Army**
    - The Salvation Army is a worldwide religious organisation that helps people in need through a wide range of community programmes
- **Lifewise (Methodist Mission Northern)**
    - Lifewise provides services and support for individuals and families in order to improve their future
- **Auckland City Mission**
    - The Auckland City Mission works to provide unique and specialised health and social services to the marginalised population of Auckland City

More information on these organisations is available in Appendix Two: Social Housing Organisations.

3.8.1. Women and Homelessness

The visible face of the homeless in Auckland is middle aged men living on the streets. A significant need is believed to exist for other vulnerable groups that are not being effectively catered for by support services.

Women's homelessness is reported as an issue that has been overlooked by the majority of organisations that are currently delivering services to the homeless. The principle reason for this is believed to be that the majority of women that are homeless are not easily 'visible'.

A key informant said that a significant proportion of homeless women have become homeless due to their experiences with men (for example: domestic violence, child abuse etc.). This means they can be frightened of being around (large groups of) men. Even women who have not experienced violence or abuse by men find the predominantly male environment of hostels, boarding houses and lodges to be intimidating and often unsafe.

Key informants reported that a woman can move, on average, every seven to nine months and that, in most cases, the motivation to move is fear of the males in their surroundings.

As far as we could ascertain there is no organisation that currently offers women-only accommodation for the homeless. In addition, some refuges do not accept children. Therefore, women who need a place to stay will often turn to friends or family to find shelter rather than approaching organisations who deal with homelessness for support.

This issue can affect women who may, on the surface, appear to have housing. They may be renting privately or have a tenancy through HNZC, but because they are affected by fear, the security of their tenure is questionable.

The scale of the issue is unclear. In 2006, research was undertaken that assessed the number of women who were required to leave a refuge due to drug and alcohol problems and the number of women who refuges turned away due to the same problems. Thirty-nine refuges were examined and it was discovered that 257 women (over the six month period) were unable to access a refuge. This figure is only an estimate as no refuge keeps accurate records of those that they screen out and the data reflects only those women that the refuge could recall screening out for those reasons.

Other Hidden Homeless and Vulnerably Housed Groups

There is very little information available that identifies other groups that may be in housing need but have low visibility, key informants have advised us that young people, homosexuals and migrants may be over-represented in this sector.

Activity

The Salvation Army Social Policy and Parliamentary Unit are currently undertaking research into women's homelessness. This survey is part of a wider study that is looking at housing issues for women; what housing needs are women presenting with, why they are becoming homeless and where they are going.

3.9. Focus on: Housing Habitability

3.9.1. Definition

According to Statistics New Zealand, housing habitability relates to the physical condition of the dwelling, the existence of basic household amenities (cooking, washing and heating facilities), the condition of the environment surrounding the dwelling, and the number of occupants per dwelling.

Overcrowding is an issue related to habitability and is defined as those households that are short by two or more bedrooms.[67]

3.9.2. Issues

There is no right to adequate housing under New Zealand law. However, according to the Health Act 1956 and Building Act 1991, local authorities are required to monitor housing conditions and building standards, contain overcrowding and act on substandard housing.

3.9.3. Need

The standard of New Zealand homes has been highlighted in a recent research report that indicates that as many as a quarter of the nation's homes could be making their occupants ill.[68] The report suggests that this is mainly due to a lack of adequate insulation in the home. Insulation has only been a building requirement since 1977, therefore much of New Zealand's (mainly wooden) housing stock remains uninsulated (in 2004, one in four New Zealand houses, approx. 300,000, were uninsulated). While the report relied on occupant's self-assessment there is other evidence that in almost a third of New Zealand homes the average daily indoor temperature in the winter is just 16° Celsius[69] which falls below the World Health Organisation's recommended minimum indoor temperature of 18° Celsius.[70]

The greatest needs are for the retrofitting of houses occupied by low-income families (who cannot afford to do it themselves); additional aid to combat over crowding (i.e. expansion and modifications); and the modernisation of existing homes. These needs predominate in the areas identified as consisting of low-income, high needs households, notably in South Auckland and Northland.

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[67] Auckland Regional Public Health Service, "Housing and Health in Auckland: Fact Sheet", June 2005, p.2.
[68] New Zealand Business Council for Sustainable Development, "Media Release: Major new survey reveals New Zealanders' views on the state of their homes and policy solutions", 30 November 2008.
[69] Sciencemediacentre.co.nz, "Cold houses and impact on health" , June 2008, http://www.sciencemediacentre.co.nz/2008/06/18/cold-houses-and-impact-on-health/.
[70] Human Rights Commission, "Human Rights in New Zealand Today: The right to an adequate standard of living: Focus on the housing", http://www.hrc.co.nz/report/chapters/chapter13/housing02.html, 2004.

> **Activity in the sector**
>
> - **EECA (Energy Efficiency and Conservation Authority)**
>   - A government agency that provides a variety of mechanisms to address housing habitability.
> - **Snug Homes for Auckland**
>   - Assistance provided to low-income families to insulate their homes.
> - **He Iwi Kotahi Tatou Trust**
>   - Retrofitting houses in the Far North since 1999.
> - **Community Renewal Projects**
>   - Projects in high need areas of Auckland to improve the quality of homes (Clendon, Talbot Park and Northcote).
>
> More information on these activities is available in Appendix Two: Social Housing Organisations.

3.9.4. National Party Policy

Much of this report was written just as National won the 2008 General Election, and as such, National's policy towards the housing sector has not been clearly defined as yet.

However, the National Party has devised its own suite of energy efficiency policies which include:

- an additional $15 million per year into bringing state houses up to a decent standard, with a focus on insulation, ventilation and energy efficiency of older stock,
- a $35 million per year solar heating subsidy, and
- aiding local councils to assist low-income householders with cleaner heating options, with funding of $10 million per year.

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4. Funding Structures

4.1. Central Government

HNZC receives the majority of its funding from rental income from tenants ($362 million in the 2007/2008 financial year) and from income-related rent subsidies from these tenants ($476 million in the 2007/2008 financial year).

HNZC provides funding for Local Territorial Authorities and Community Based Organisations through the HIF fund. A comprehensive overview of the Housing Innovation Fund (HIF) can be found in Appendix One: Central Government Housing Activity.

4.2. Local Territorial Authorities

Territorial Local Authorities (or Councils) have a variety of sources for funding the acquisition or upgrading of housing stock. In a recent survey, 73 percent of councils that plan to acquire or develop housing intend to source funding through central government.[71] Other sources of funding include private borrowing, utilising the rental income from their existing properties and using the income derived from rates.

The HIF fund aims to encourage local authorities to retain and increase their existing rental housing, by helping them purchase new stock and/or improve existing stock.

Auckland City Council has set a target of $1 million a year for community development and housing projects for Auckland city. The projects will provide housing options for low- to moderate-income working households. These houses will be energy efficient and located close to essential infrastructure services. The Council is negotiating with the New Zealand Housing Foundation, a community housing trust, who will take on the long term operation of housing projects.

4.3. Community Based Organisations (the Third Sector)

Community based organisations obtain funding through four main sources; contracts from service purchasers, corporate and business giving, public-money grant making bodies and private and personal donations. Total philanthropic giving in this sector is estimated at $1.27 billion per year, information on how much funding was channelled into housing related projects was unavailable at the time of writing.[72]

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[71] Centre for Housing Research Aotearoa New Zealand, "Local Government and Affordable Housing", August 2007, p.16.
[72] Philanthropy New Zealand, "Giving New Zealand" 2007, p.40

4.3.1. Contracts from Service Purchasers

This source of funding comes predominantly from central government agencies to purchase services using tax revenues. The funding is based on the delivery of core services that the government agency can not (or chooses not to) provide themselves. This type of funding usually takes the form of a fixed-term contract between the agency and third sector provider and decisions to provide funding are often closely linked with government policy.

4.3.2. Corporate and Business Giving

Corporate and business giving can be funded directly to a third sector organisation or filtered through a third party (for example: a foundation or trust). Although there is some giving that is provided on an altruistic basis, most corporate and business giving seeks some sort of return from the funding they have provided, this can involve corporate branding, raising the company profile or having employees directly involved in the project.

Funding for third sector projects often involves a sponsorship or a marketing relationship managed through key performance indicators and accountable to the company or shareholders in terms of the funding outcomes.

The 2006 Giving New Zealand report estimates that corporate and business giving amounts to approximately $89 million a year, this does not include funding through sponsorships which is acknowledged as making a significant contribution to philanthropic and third sector causes.[73]

4.3.3. Grant Making Bodies

Grant making bodies are estimated to give $742 million per year[74] and include organisations such as the ASB Community Trust, who distribute pools of public money through a grant process accountable to trustees.

4.3.4. Private and Personal Donations

Private and personal donations are mainly given by people as unconditional gifts. This sector also includes bequests from estates. Private and personal donating makes up approximately 35 percent of total giving in New Zealand and is estimated to be worth $442 million per year[75].

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[73] Ibid., p.34.
[74] Ibid., p.25.
[75] Ibid., p.8.

5. Regional Focus: Northland Region Te Tai Tokerau

Geographically, Northland encompasses a large land area of 13,800 square kilometres that houses a population of approximately 148,000 people.[76]

5.1. Key Issues

The Northland region presents unique issues to the housing sector. Northland is one of the poorest areas in the country with a high proportion of low income earners and beneficiaries. High levels of poverty underpin the need for housing across the region. The regional median income amongst Northlanders is $23,400 per year compared to $26,988 per year across New Zealand.[77]

5.1.1. Rural Isolation

Northland is one of New Zealand's most rural populations; only 50 percent of residents live in an urban centre. Rural isolation is a factor for many families in Northland that can make it very difficult to find employment and adds significant transport costs to participation in employment and accessing support services. The town of Mitimiti, for example, north of the Hokianga Harbour, requires a 150 kilometre round trip to go shopping, often on substandard roads. A key informant from Northland commented that a vehicle is often the most significant asset for rurally isolated people and purchase can involve substantial debt. Lack of infrastructure in outlying areas, especially in the provision of key services such as electricity and clean water supply, is also mentioned as an issue. Living long distances from social support services can lead to these being under-utilised by isolated people.

5.1.2. Large proportion of Māori

Approximately 32 percent of the population of Northland (148,000) identify themselves as Māori, compared to 14 percent of the wider population in New Zealand. In Northland, the median income for Māori has dropped from $20,800 in the past year to $20,332 this year which compares to the median income of $24,596 for Māori people throughout New Zealand.[78] Housing solutions in Northland need to be tailored to the needs specific to rural Māori. Additionally, issues that adversely affect Māori such as high levels of social deprivation, household overcrowding and low educational attainment are more of a factor across the Northland region.

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[76] http://www.northlandnz.com/about/people.htm
[77] Ministry of Social Development, "Northland Regional Plan for 2008/2009", 2008, pp.6-7.
[78] Ministry of Social Development, "Northland Regional Plan for 2008/2009", 2008, pp.6-7.

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5.1.3. Urban-Rural Drift

One Northland key informant notes significant rural-urban drift. In times of economic downturn, families or individuals based in urban centres are increasingly making a decision to move back to their family or whanau in rural areas. This can lead to increased strain on these households.

5.2. Key Housing Need

The key informants we spoke with in Northland advised that housing need and issues in Northland are unique to the region and housing solutions should be tailored to meet the specific needs of the region rather than a generic, New Zealand wide approach.

5.2.1. Affordable and Adequate Homes

Rising land and house prices have affected the affordability of homes in the Northland area. This is illustrated by the home loan affordability index, in October 2008 it took 74.1 percent of one median income to pay the mortgage on a median priced house, this compares to 46.4 percent five years ago.[79] A shortage of homes available suitable for low-income families is highlighted by an average of 556 applicants on the waiting list for a state home in Northland.[80]

A clear need to improve sub-standard housing across the region, particularly in the most isolated rural areas and amongst low-income families was expressed by key informants in Northland. Northland has been identified (along with the East Coast and Bay of Plenty) as having a critical need in standards of housing.[81] This need arises due to the region being predominantly rural, with ageing housing stock and a high proportion of Māori experiencing social deprivation.   Substandard homes lack basic services such as access to power and fresh water supplies. They are often unsafe as people use open flames for cooking, heating and as a light source.

5.2.2. Māori Land Utilisation

Key informants reported a need to have easily accessible compliance processes in place that acknowledge the unique characteristics of Māori collective ownership and make it easier for community based organisations and iwi groups to develop housing solutions for their communities, using Māori land.

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[79] http://interest.co.nz/HLA/Northland_home_loan_affordability_Nov_2008.pdf
[80] Housing New Zealand Corporation, "Northland Regional Strategy 2005-2008", November 2005.
[81] Housing New Zealand Corporation, "Research and evaluation Summary Report: Supply of Essential Services to Sub-Standard Housing in Northland, East Cape and Bay of Plenty (NECBOP)", October 2007.

5.2.3. 'Wider' Homelessness and demand for Emergency Housing

There is a documented lack of emergency housing and accommodation in Whangarei. A feasibility study conducted in 2005 reported a shortfall of 20 beds per night, which was expected to grow to 55 beds by 2008. The report recommends the establishment of an emergency housing "Link Centre" which would provide accommodation and basic needs, soup kitchen, support and life skills services.[82]

A news report from 15 August 2008 reported that a Whangarei emergency housing group had to turn away 60 homeless people due to lack of space over a four week period.[83]

Housing Activity in Northland (Te Tai Tokerau)

- **Regional Housing Forum**
  - Emphasises the value of iwi and Māori groups and community-based organisations with support from central and local government agencies to develop a 'bottom-up' approach to identify housing issues and solutions throughout Northland.
- **Te Runanga o Te Rarawa**
  - A Māori organisation that uses an outreach carpentry course to build new homes.
- **He Korowai Trust**
  - Aims to address affordable housing by making available homes costing $64,500 that can be placed on land owned by the Trust.
- **Ngati-Hine Forestry Trust**
  - The Trust is an iwi group aiming to increase the supply and quality of housing within Ngati-Hine.
- **Whangerei Accessable Housing Trust**
  - The Trust facilitates housing solutions for disabled people and their families.
- **Healthy Homes Tai Tokerau**
  - A programme run by EECA (Energy Efficiency and Conservation Authority) that will retrofit 4000 homes in Northland with heating, insulation and draught-stopping.

More information on these activities is available in Appendix Two: Social Housing Organisations.

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[82] One Double Five Whare Roopu and Kent Consulting, "Feasability Study: Emergency Housing Shelter for Whangarei", December 2005,
http://www.wdc.govt.nz/agendas_online/CFL_13122006/wehct_feasability_study.pdf
[83] Northern Advocate 2008 Housing crisis swamps helpers
http://www.northernadvocate.co.nz/localnews/storydisplay.cfm?storyID=3781782&thesection=localnews&thesubsection=

6. Māori and Pacific Issues

6.1. Introduction

The Māori population has grown over 30 percent over the last 15 years to 643,977 in Census 2006. The Māori ethnic group currently makes up 15 percent of the total population in New Zealand[84]. The New Zealand Government has obligations under the Treaty of Waitangi to enhance and improve the design of, access to, delivery and monitoring of policies and programs that impact the well-being and influence social outcomes for Māori.[85] New Zealand's Māori population is projected to reach 820,000 by 2026, and increase of 190,000 (1.4 percent per year) over the 2006.[86]

According to Census 2006, Pacific people make up 6 percent (265,974 people) of the New Zealand population. At the time of the Census, 67 percent of Pacific peoples lived in the Auckland region, making up 14 percent of the region's population of 1,303,068.[87] In general, Pacific people have the same home ownership aspirations as other New Zealanders. The Pacific population is, in general, younger, poorer and growing faster than the New Zealand population as a whole.[88] New Zealand's Pacific population is projected to reach 480,000 by 2026, an increase of 180,000 (2.4 percent a year) over the 2006 estimate.[89]

Together, Māori and Pacific peoples make up two-thirds of HNZC customers. Criticism of the way Government housing policy has failed Māori has been long-standing and consistent, partly because of claims that housing policy, regulation and design assume Pakeha cultural norms. The *Māori Women's Housing Research Project[90]* criticised housing policy as discriminatory and said that treating everyone the same had not achieved equal outcomes between Māori and Pakeha.

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[84] Stats New Zealand, "Census 2006" www.stats.govt.nz
[85] MSTNZ, "Treaty Obligations", http://www.mstnz.co.nz/treaty.htm.
[86] Stats New Zealand, "National Ethnic Population Projections: 2006 (base) – 2026", April 2008.
[87] Ibid.
[88] Centre for Housing Research, Aotearoa New Zealand, "Pacific Island Housing Experiences: Emerging Trends and Issues", August 2007, p.1.
[89] Stats New Zealand, "National Ethnic Population Projections: 2006 (base) – 2026", April 2008.
[90] Housing New Zealand Corporation, "Māori Women's Housing Research Report" 1991.

6.2. Homelessness

Māori are over-represented in homelessness figures in Auckland; we have uncovered very little research that focuses on Māori homeless specifically, although a key informant suggested that basing homeless service provision on a Marae concept would have significant benefit to Māori homeless. Further research into this area will be beneficial to homelessness providers in helping design programmes that address the needs of Māori.

6.3. Emergency Housing

A key informant who provides emergency housing stated that large numbers of families seeking emergency housing support are Pacifica peoples. During this research we heard from a key informant about immigration rule that mandates a two year stand down in eligibility for HNZC homes for new migrants. Pacifica families often stay with friends or family on their arrival in New Zealand. Landlords may issue a 10 day notice if this results in overcrowding the property. These families are unable to access HNZC accommodation and have to rely on emergency housing providers for a place to stay or have to move frequently between households in an attempt to remain housed.

6.4. Housing Habitability

Household overcrowding is an issue with particular relevance for Māori and Pacific people. Pacific people are over-represented in overcrowding statistics. In 2006, 43% of people of Pacific ethnicity lived in overcrowded households.[91] This is a circumstance of affordability and informal immigration. Furthermore, 23% of Māori lived in such conditions.[92]

Amongst young people (who are more likely than adults to experience overcrowding), more than half of Pacifica children and young people (birth to 24 years), and over one quarter of Māori children and young people, lived in overcrowded housing in 2006.[93] In contrast, only 5% of their European counterparts lived in overcrowded housing. Household overcrowding has been related to the high incidence of meningococcal disease among Māori and Pacific Island children in South Auckland. Māori and Pacific households were more likely to identify colds, running noses, and flu and asthma symptoms than households of other ethnicities.

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[91] Housing New Zealand Corporation, "Working together to develop a Housing Strategy for Pacific People", 2008. p.5.
[92] Ibid., p.5.
[93] Children's Commissioner, "A Fair Go for all Children: Actions to address child poverty in New Zealand", August 2008, p.5.

6.5. Affordable Housing

Between 1991 and 2006, Māori home ownership has fallen from 61.4 percent to 45.2 percent (compared with 72.4 percent to 66.9 percent for the total population). There has been a corresponding increase in the proportion of Māori who rent, from 38.6 percent to 54.8 percent.[94]

6.6. Emerging Issues

6.6.1. Increasing Māori Population

By 2026, the population of Māori is expected to have grown to 820,000 from 2006 figures.[95] The high proportion of young Māori means there is an increased expectation of rapid future growth. A corresponding increase in housing demand amongst Māori is expected by HNZC. High levels of housing stress are expected in regions with high Māori populations, such as Northland. The regions that currently have the highest need for housing amongst Māori are expected to grow the most, leading to an increased demand for social housing in these regions.[96]

6.6.2. Housing Demand for the Elderly

Statistics New Zealand projects that by 2051 there will be approximately 106,705 Māori aged over 65 across New Zealand.[97] It is anticipated that an increasing proportion of this group will require rental housing from either the private sector, HNZC or from other housing sources.

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[94] Centre for Housing Research Aotearoa New Zealand, "Māori Housing Experiences: Emerging Trends and Issues", October 2006.
[95] Stats New Zealand, "National Ethnic Population Projections: 2006 (base) – 2026", April 2008.
[96] Ibid., p.50.
[97] Ibid., pp.47-48.

7. Challenges and Needs

This section on housing challenges and needs is based on interviews with key informants.

7.1.1. Community Housing Sector

Various key informants have the view that significant opportunities exist to assist in developing the Community Housing sector. The provision of affordable, secure and quality housing could directly affect homelessness, housing affordability and habitability. Community housing predominantly benefits the sector described as the 'working poor' or the 'housed but vulnerable'. This group is seen to be large scale in comparison to those with acute housing needs, although descriptive statistics are not, as yet available. These people do not present with the severe need of groups such as rough sleepers nevertheless they can often be affected by mental health and social issues that impact on security of tenure.

Key informants advocated using pilot schemes that establish best practice models and provide evidence to drive policy change within government. Community empowerment is a cornerstone of successful projects described by key informants (for example: Te Runanga o Te Rarawa in Northland), providing skills and opportunities to communities in need that are useful beyond the life of the project. Offering a range of integrated or mixed tenure housing within a project as well as tailoring financial solutions to meet the broad range of need allows housing that is affordable to rent, whilst providing home ownership opportunities that promote sustainability and security of tenure.

An ability to leverage funding from government, the private sector and philanthropic organisations is advocated as an effective method to source the (often high) levels of funding required to develop projects that will build enough housing to make a significant impact.

Key informants expressed that, as opposed to 'unwieldy' central government smaller Community Housing organisations can provide an interim housing provision to meet needs where market forces and government policy fail. Community Housing organisations can also support research and advocacy necessary for developing housing policy. This points to the need for strong relationships between local initiatives and national-level operations.

7.1.2. Māori and Pacific Need

Māori and Pacific peoples are over-represented in many of the key issues facing the housing sector. However, there appears to be very little research that quantifies this need or sets out effective strategies for their need to be addressed. Responses to housing need among Māori and Pacific people must reflect the social and cultural values specific to these groups. Furthermore, policy and development processes must involve these communities and their leaders from the ground up.

7.2. Affordable Housing

7.2.1. Increased housing stock

There is a shortage of affordable, quality homes for people in need. The construction of new state houses is not keeping pace with demand, evidenced by a significant waiting list for a HNZC home that does not seem to be diminishing.[98] Key informants from community-based housing providers have indicated the housing solutions they provide are over-subscribed. In addition, informants report that a significant increase in the social housing stock in New Zealand is required to enable housing need to be more effectively addressed.

7.2.2. Research

Many key informants spoke about a need for more research to identify long term planning strategies, and to determine exactly how much housing and what types are needed to meet demand, now and in the future. Modelling demand in the current economic climate will be difficult but recent trends in house prices and income indicates there will be an increased demand for social housing.

7.2.3. Diverse Housing Solutions

Key informants who focus on providing affordable housing solutions told us there is a need to have a range of housing solutions and financial products to meet the diversity of need that exists.

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[98] Housing New Zealand Corporation, "Waiting lists", http://www.hnzc.co.nz/hnzc/web/rent-buy-or-own/rent-from-housing-new-zealand/waiting-list.htm

7.3. Emergency Housing

7.3.1. Lack of Emergency Housing

Service providers reported a shortfall in emergency housing. They said that many families seeking emergency housing are turned away, as service providers are often over-subscribed.

7.3.2. Single males and females

The lack of emergency housing provision for both single males and females is becoming a larger issue according to key informants working in the sector.

Provision of housing for single people is reported to have "fallen out" of the mix, essentially because the demand from families has grown considerably and housing provision has tended to concentrate on meeting this need as a priority.

7.3.3. Families

However, key informants note that housing need for families is not currently being met, mainly due to lengthy waiting lists to secure a HNZC home. A family (or individual) who is regarded as having category A housing need by HNZC should be housed within 28 days. Key informants have told us that this target is not being met on a regular basis, due to insufficient supply of state housing. Furthermore, they say HNZC is increasingly referring their clients to emergency housing providers, as they do not have the capacity to house some high-need families immediately.

7.3.4. Increasing need from older people

Under all Statistics New Zealand projection scenarios, the number of New Zealanders aged 65 years and over is expected to exceed one million by the late 2020s, compared with half a million in 2006. People aged 65 years and over are projected to outnumber those aged less than 15 years in the mid-2020s.[99] In the next few years a developing issue will be the provision of housing for older people. Social housing provision for the aging has traditionally been supplied by territorial authorities and is generally not sufficient to meet the projected future demand.

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[99] Statistics New Zealand, "National Population Projections: 2006 (base) – 2061" October 2007, www.stats.govt.nz

7.4. Homelessness

7.4.1. Case Management

The organisations providing services to the homeless tend to have common clients. Several key informants that deal with homelessness told us there is a need for service provision to the homeless to be case managed by a central organisation liaising with all providers. Presently, organisations that deliver services for the homeless deal with their clients on an ad hoc basis, to improve the service they offer there is acknowledgment by key informants that communication between providers regarding their clients should be developed further.

7.4.2. Increased advocacy

The term "homelessness" does not exist in New Zealand legislation. In-depth research and advocacy for the homeless have been identified as key components to encourage central government to formulate official policies and the structuring of comprehensive strategies to address the homelessness issue.

7.4.3. Reception Centre

There are plans to develop a reception centre that will be the first point of contact for homeless people in Auckland. This will enable a case management plan to be developed for each homeless client that is available throughout the network of organisations dealing with homelessness (this includes community organisations such as Auckland City Mission, Methodist Mission Northern, The Salvation Army and also government departments such as HNZC, Work and Income and the Auckland District Health Board).

The centre will act as a first point of contact for homeless and marginalised groups to seek assistance. At this stage it is hoped that the centre will be managed and run by a combination of service providers. It is envisioned that the centre will be the focus of assessment and case management for homeless people accessing services through a range of providers. The reception centre will add a strategic element to organisations currently working with the homeless and enable clients to be systematically managed.

7.4.4. Women's Homelessness

Several needs exist regarding women's homelessness including:

- Emergency housing exclusively for women, that caters for both women with children and single women, in a safe and secure environment, that provides wrap-around support services and allows the women to stay as long as is needed.
- Transitional housing for the women identified above with similar support services that allow women to take the next step towards independent living but allows the woman, again, to stay as long as she needs in a safe and secure environment.

- An organisation to champion women's needs by creating a funding stream or streams to enable issues to be identified and addressed.

As far as we could determine, there is currently no funding for women-only services in mental health and emergency accommodation.

7.4.5. Homelessness and Youth

We found no data in relation to homelessness and youth in Auckland and Northland. Key informants comment that temporary accommodation such as hostels, lodges and boarding houses are often unsuitable for younger people and can be unsafe. Australian research[100]emphasises that youth who experience homelessness are much more likely to go on to be homeless in their later lives and that homelessness often creates new problems for youth, often in relation to substance abuse.

7.5. Key Informant Themes on Meeting Need

During interviews with key informants, a number of themes arose about formulating strategy to address housing sector issues. Some of these are:

7.5.1. Dynamic Nature of the Housing Sector

The recent economic crisis has highlighted the sudden and dramatic changes possible in the New Zealand housing sector. Therefore, key informants advise flexible solutions that can effectively adapt to change are likely to be more successful.

7.5.2. Housing Affordability as the Fundamental

It has been repeatedly stated by key informants that access to affordable, safe, secure and healthy homes underpin other housing issues such as homelessness and emergency housing. Formulating programmes that address affordability and access to homes will help to decrease the level of need in other housing areas.

7.5.3. Pilot Programmes

The use of pilot programmes is an effective means of achieving wider support and funding as well as demonstrating the viability of projects on a smaller scale before larger investment is required.

7.5.4. Community Engagement

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[100] *The price young homeless people pay,* Johnson and Chamberlain, Australian Housing and Urban Institute, RMIT University

Projects that engage with the community in order to provide housing solutions are the most likely to succeed in the long term. Key informants say that projects that provide skills that benefit a community beyond the scope of the project promote the involvement of the community in the success of the project.

7.5.5. Fostering Partnerships

Fostering partnerships with public and private sector organisations is seen by many key informants to be beneficial in order to access more funding and develop solutions on a wider scale than can be achieved by an organisation operating alone.

7.5.6. Research vs. Action

Although a significant amount of research has addressed the requirements of the New Zealand housing sector, most key informants point to a need for more detailed research to identify specific needs and the scale of issues. Key informants also told us that there is a real need to take action on these issues straight away. Housing need changes quickly.

7.5.7. Wrap Around Support Services

A common theme expressed by key informants was the need for the most vulnerably-housed people to have access to wrap-around support services. A plethora of issues relating to mental, physical and economic well-being impact on housing need. Consequently, a multi-faceted approach is necessary to build stable and safe communities. Case management approaches and housing support workers are identified as useful.

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APPENDICES

Appendix One: Central Government Housing Activity

Appendix Two: Social Housing Organisations

Appendix Three: International Models

Appendix Four: Bibliography

Appendix One: Central Government Housing Activity

Housing Innovation Fund (HIF)[101]

The HIF fund targets specific groups in its provision of social housing, these include:

- low and moderate income households who cannot meet their own needs in the private market, who are unlikely to be offered a state house, for whom the Accommodation Supplement does not adequately address housing needs
- low income households whose specific housing requirements are not being fully met by the market or by current housing policy settings, such as iwi, Māori groups, and Pacific peoples
- low income households whose specialised housing needs are not being fully met, such as people with mental illness, disabilities, and elderly people with support needs.

Community groups and councils that are seeking HIF funding need to contribute 15 percent of the total project costs from their own resources. Priority is given to proposals that have the greatest potential for long-term sustainability and strong community support and involvement. Proposals have to meet specific criteria to be considered. For example, successful proposals must meet an identified housing need, expand the social housing options available in a region, meet financial criteria, provide housing to an acceptable quality standard, show a long term commitment to the ongoing provision and management of the housing and show evidence of strong community support and involvement in the housing project.

The purpose behind the development of the HIF strategy is to:

- Encourage the expansion of social housing services beyond the state and reduce pressure upon central government funded social housing
- Encourage the development of creative approaches to the delivery of social housing solutions
- Attract non-government resources, including private sector finance, into social housing
- Contribute to the establishment of stronger communities through working in partnerships to develop local housing solutions

Some of the projects that have recently received funding from HIF include

- Abbeyfield
  - Building homes for the elderly in Hamilton, Takaka and Sandringham, Auckland.
  - The project has a value of $3,665,000
  - Feedback "The process of securing funding from HIF has tested the organisation to closely examine its way of doing things to take into account the social housing objectives of the fund. Members of both Abbeyfield and Housing New Zealand are engaging honestly and openly with each other in pursuit of a common goal".

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[101] Housing New Zealand Corporation, "Housing Innovation Fund – Overview", www.hnzc.co.nz.

- ComCare
  - Building 12, one-bedroom flats in Christchurch to cater for the specific needs of people who experience mental illness.
  - <u>Feedback</u> "The discussions to reach agreement between the Trust and Housing New Zealand were "robust" as building homes with more space and less density is a financial challenge"
- Community of Refuge trust (CORT)
  - CORT provides low-cost housing for people who need it, including people with mental health issues in the Auckland area
  - <u>Feedback</u> CORT views the partnership with Housing New Zealand as a positive and successful method of meeting social housing needs and the Trust's experience is that the scheme is working smoothly.
- Coromandel Independent Living Trust
  - HIF grants allowed the Trust to develop policies and procedures and a feasibility study to explore further building
- Habitat for Humanity
  - Habitat for Humanity is a long-term partner of Housing New Zealand
  - An earlier loan made by Housing New Zealand has been rolled over into the HIF and a conditional grant also has been made
  - <u>Feedback</u> "The grant will help the design of the houses Habitat builds, in terms of both durability, and improving on the typical "group house" look of low cost housing"
- Kaipara Community Health Trust
  - HIF funding will assist the Trust in taking over management and eventual ownership of Kaipara District Council's housing stock
  - 34 housing units are involved in this programme
- Lutheran Homes
  - HIF funding allowed the Trust to build single rental units for senior citizens. This allowed the Trust to add significantly to its available housing resources.

Demand Side Housing Programs

Welcome Home Loans[102]

The Welcome Home Loan aims to help people who earn modest incomes but who are currently outside standard lending criteria, to get a home loan with little or no deposit. Housing New Zealand Corporation (HNZC) is not the lender but does provide lenders mortgage insurance to participating banks, building societies and other lending institutions.

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[102] Welcome Home Loans, www.welcomehomeloan.co.nz.

There are some standard eligibility criteria to make sure that Welcome Home Loans go to the people that the scheme is targeted at. The maximum amount for a Welcome Home Loan is $280,000. Once people are in their new home, there will be regular contact from the lender to provide on-going advice and support.

In the opinion of a key informant, the Welcome Home Loan scheme is not suitable to address housing need in areas where house prices are highest (for example: Auckland) where the median house price of $433,000 (October 2008) is much greater than the $280,000 maximum that can be borrowed through the Welcome Home Loan. Even cheaper houses in high-growth areas would leave a significant shortfall of funding that a prospective Welcome Home Loan applicant would have to somehow fill themselves. Conversely, the key informant told us that they believed that the Welcome Home loans did work rather well in areas where the median house price is closer to the maximum allowable borrowing of $280,000.

Shared Equity Home Loan Scheme (Pilot Plan)[103]

In July 2008, the New Zealand Government launched a two-year pilot of a Shared Equity loan scheme supported by HNZC.

Shared equity home loans have been utilised successfully as a means of home ownership in many countries around the world. In Sweden 10% of the population live in co-operative housing. Residents represent the full demographic from the elderly and working singles, to families, professionals and social leaders. One third of Sweden's parliamentarians reside in co-operative housing.

In conjunction with Kiwi Bank home loans, HNZC offers home buyers an interest free loan which is essentially a second mortgage over the property. This loan requires no repayments until either the house is sold or the Kiwi Bank loan term expires. In effect this Shared Equity Scheme reduces the initial mortgage and corresponding repayments required for eligible households.

The scheme is designed for modest income earners (households with incomes between $55,000 and $85,000) who want to buy or build their first home and up to 700 loans will be available under the $35 million scheme which will operate in the high priced housing regions of Auckland, Wellington, Nelson, Christchurch and Queenstown.[104]

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[103] Shared Equity Home Loan Scheme, www.sharedequityscheme.co.nz.
[104] Housing New Zealand Corporation, hnzc.co.nz, "Shared Equity Pilot Kicks into Gear"

Papakainga Loans[105]

Papakainga lending is available for building or buying housing on Māori land held in multiple ownership. The loan is secured by the house only - not the land.

Houses bought or built with a Papakainga loan must be easily relocatable with road access, and meet applicable local authority requirements. Most are single story, pile foundation homes.

To be eligible for a Papakainga loan for a home on Multi Owned Māori Land, applicants need to meet lending criteria and have the agreement of all land owners, or trustees if the land is administered by a trust.

However, a key informant told us when they tried to organise a loan for one of their clients that by the time that the loan application was finalised there was no funding available in their area as Papakainga Loan funding is treated on a first-come, first-served basis. The key informant went on to tell us that the application process for Papakainga Loans can be lengthy due to the possibility of large numbers of owners for Māori land and the need to obtain agreement from all owners before the application can be processed.

Rural Housing Programme[106]

The Rural Housing Programme began in 2001 as an effort to reduce substandard housing across Northland, East Coast and eastern Bay of Plenty. Substandard houses may rely on open flames for cooking, lighting and as a heat source. Some houses may lack basic infrastructure such as fresh water, power and sanitation. Substandard housing can be a sign of wider social issues; therefore the Rural Housing Programme also addresses social and economic development in its target areas.[107]

The Rural Housing Programme brings together communities, Iwi, social service housing providers, the New Zealand Fire Service, Te Puni Kokiri, Community Employment Group, Skill New Zealand, local government, health agencies and the Ministry of Social Development in order to improve the quality of homes within the programme's target areas, increase the supply of quality, affordable homes and to assist communities in managing their own housing needs.

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[105] Housing New Zealand Corporation, www.hnzc.co.nz/hnzc/web/rent-buy-or-own/home-loans/other-home-loans.htm.
[106] Housing New Zealand Corporation, www.hnzc.co.nz/hnzc/web/councils-&-community-organisations/community-groups/rural-housing-programme.htm.
[107] Housing New Zealand Corporation, hnzc.co.nz "Rural Housing Programme".

HNZC reports that in the 2005/2006 fiscal year the Rural Housing Programme provided for 265 loans to carry out essential repairs and 29 infrastructure loans that enabled clean water to be supplied to two rural eastern Bay of Plenty communities. In addition, the Rural Housing Programme set up 17 contracts with community organisations to review and assess substandard housing applicants within their community and 14 contracts with local service providers to increase the delivery capacity and progress rural housing.[108]

The programme also worked on projects that related to substandard water supply and sewerage infrastructure issues with local councils as well as developing a more responsive, coordinated service to people with disabilities with the Ministry of Health.

Healthy Housing Programme[109]

The Healthy Housing Programme was started in 2001, in collaboration with District Health Boards and with the involvement of local Community Boards and trusts. The programme aims to raise awareness of infectious diseases like meningococcal disease, rheumatic fever, tuberculosis, cellulitis and respiratory diseases, improve access to health and social services, reduce the risk of housing-related health problems and reduce household overcrowding.

Insulation retrofitting of old houses in New Zealand has resulted in significantly improved health for both children and adults including reduced GP visits and reduced absenteeism from school and work

Between 2001 and 2006, more than 3700 households were assessed and 3260 (88%) were assisted. In 24% of these houses, overcrowding was addressed. 53% had insulation retrofits and 75% had ventilation installed. As of May 2008, 16,500 state houses had been insulated. A Budget 2008 initiative will see the remaining 21,000 state houses without insulation retrofitted by 2013 (that corresponds to a rate of 12 retrofits per day).

Healthy Housing Programmes are currently underway in Kaikohe and Auckland (Pt England, Tamaki and Mangere). Programmes have also been run in Otara, Onehunga, Glen Innes, Wiri, Whangarei and Kaitaia.

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[108] Ibid.
[109] Housing New Zealand Corporation, www.hnzc.co.nz/hnzc/web/housing-improvements-&-development/property-improvement/healthy-housing.htm.

Welcome Home First Steps Course[110]

The Welcome Home First Steps Course intends to educate potential homeowners about the process involved in purchasing a house so they are able to make an informed decision about their housing needs.

The course has been developed by HNZC and is provided free to potential first home buyers. It is intended to identify people who may be currently renting or living in other circumstances who may not realise that they have the potential to purchase their own property.

Community Renewal Programme[111]

The Community Renewal Programme was developed during 2001/2002 with the aim of addressing the social, economic and physical environment of selected areas. The areas were selected due to a high concentration of HNZC properties and high levels of social deprivation. Six areas have community renewal programmes underway, three of which are in Auckland; Clendon, Talbot Park and Northcote.

The programme actively encourages communities and agencies to work together to develop their community, the projects undertaken as part of the programme vary by area and may include improvement to housing and recreation facilities, provision of educational and training opportunities, traffic management and street improvements and addressing the need for community facilities and cultural opportunities.

As at 30 June 2007, $103.3 million has been spent on the Community Renewal Programme, of this $89.9 million or 87 percent has been spent on capital related projects

Other Governmental Policies that Address Housing

KiwiSaver[112]

KiwiSaver is a work-based savings initiative that is sponsored by the New Zealand government with the aim of increasing the level of savings for all New Zealanders as well as providing opportunities to move into home ownership.

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[110] Welcome Home First Steps, www.welcomehomefirststeps.co.nz.
[111] Housing New Zealand Corporation, "Community Renewal", /www.hnzc.co.nz/hnzc/web/housing-improvements-&-development/property-improvement/community-renewal.htm.
[112] Housing New Zealand Corporation, www.hnzc.co.nz, "KiwiSaver Home Ownership Features.

The KiwiSaver scheme has three features that can help people to buy, and pay for a home. A year after joining KiwiSaver, you can divert up to half of your contributions towards paying your mortgage, after three years of KiwiSaver membership you may be able to withdraw all, or part, of your savings (not government contributions) to put towards buying your first home and in addition to a first home withdrawal, after three years of contributing to KiwiSaver, you may be entitled to a first home deposit subsidy. The subsidy, administered by Housing New Zealand, is $1,000 for each year of contribution to the scheme, up to a maximum of $5,000 for five years for each member

Some investment advice websites, such as Gareth Morgan's,[113] encourage first home buyers to use KiwiSaver to save for their mortgage deposit. Consistent contributions to KiwiSaver, as well as employer contributions and Housing New Zealand grants for qualifying members can result in a significant amount saved over the minimum three year period before money can be withdrawn for a mortgage. The table below illustrates this:

Table 7-1: KiwiSaver Contributions towards a Mortgage Deposit

	Salary	You pay 4% x 3yrs#	The boss pays 2% x 3yrs*	HNZC pays	Per person	Total from KiwiSaver
You	$38,000	$4,560	$2,280	$3,000	$9,840	
Your Partner	$45,000	$5,400	$2,700	$3,000	$11,100	**$20,940**
Totals	$83,000	$9,960	$4,980	$6,000	$20,940	

We have assumed no gains or losses on employee/employer contributions.

* Employer contributions at 2% compulsory from 1 April 2009.

Table sourced from www.garethmorgan.com.

So for saving just $9,960 in KiwiSaver over three years, this couple can get an additional $10,980 toward a down payment from employer and HNZC contributions.

Affordable Housing: Enabling Territorial Authorities Bill 2008

The Affordable Housing: Enabling Territorial Authorities Bill was put forward as the Labour Government's foremost contribution to solving the housing affordability "problem".

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[113] www.garethmorgan.com.

The Bill enables (but does not require) territorial authorities (local governments) to assess the level of affordable housing in their districts. Following its assessment, a territorial authority may, if it wishes to, develop an affordable housing policy and implement that policy.[114] The Bill was read in parliament for the first time in December 2007. Political parties such as National, New Zealand First, United Future and the Greens voice the concern that the bill does not go far enough to solve the affordability issue, particularly as it does not compel territorial authorities to take any action. A key part of this bill is to require land developers and councils to end 'covenants' on newly developed land that preclude state housing or low-cost homes from being built on the development and to supply low-cost options in any future development. Criticism of the Bill mentions that low-cost does not necessarily mean 'affordable' and furthermore the provision of low-cost options will artificially inflate the price of other properties on the development in order for developers to recoup their profit.

The New Zealand Herald reports that councils have unanimously criticised the Affordable Housing Bill, whilst supporting its broad goals; councils say that the cost of developing policies would be onerous and hit ratepayers in their pocket.[115]

The Accommodation Supplement (AS)

The Accommodation Supplement (AS) is a benefit available through Work and Income New Zealand that assists with rental obligations for those people who are renting in the private sector or through a community-based organisation. The AS is not currently available to tenants who rent a house that is owned or operated by HNZC as the rent that they pay is calculated as a proportion of their income. The AS is means tested against income, accommodation costs, assets, where you live and your personal circumstances.[116] The maximum amount that the AS will provide to tenants is up to 70 percent of the difference between 25 percent of a tenants income and their rental costs.[117]

In the 1993/94 fiscal year, when the AS was introduced, it had a total cost to the government of $352 million. Within six years of its inception the cost of the AS had risen to $864 million. There is argument that the AS costs too much, contributes little to the economic growth of the nation and makes its recipients dependent on it to sustain a rental tenancy.[118] According to the Child Poverty Action Group, the Accommodation Supplement has effectively acted as a landlord subsidy which has become increasingly burdensome on tax payers (draining an excess of over $1 billion per year from public funds). It is proposed that this money could be used more creatively and more productively in funding public rental housing, third sector housing

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[114] New Zealand Parliamentary Library, "Bills Digest #1585: Affordable Housing: Enabling Territorial Authorities Bill 2007", December 2007.
[115] http://www.nzherald.co.nz/section/8/story.cfm?c_id=8&objectid=10520481
[116] Work and Income, workandincome.govt.nz.
[117] Auckland Regional Public Health Service, p.13.
[118] Child Poverty Action Group, "Room for Improvement: Current New Zealand Housing Policies and their Implications for our Children", 2003, pp.42-48.

programmes and in supporting low-income families into home ownership.[119] This the, Child Poverty Action Group states, creates a "policy conundrum" for government, who cannot now withdraw the AS without causing undue hardship to tenants and major disruption in rental markets as landlords attempt to disinvest due to lower rental yield on their properties.[120]

With home ownership rates dropping due to increasing house prices, more and more New Zealanders have been forced to rely on rental accommodation. Many low-income households, who are working for wages in the labour market and do not fall under tight HNZC criteria for social housing assistance, are left facing rent payments beyond their means, with little likelihood of ever gaining state tenancy.

National Party Housing Policy

The recently elected National-led Government has outlined several initiatives to address housing need.

Affordability

National MP Phil Heatley has announced that under the National Government the key focus in the area of housing will be to ensure that the traditional Kiwi ideal of home ownership is within reach for ordinary New Zealanders: "When it comes to home affordability nothing can substitute for things like keeping interest rates lower, raising after-tax incomes, disciplined government spending, and reducing red tape. That will be the front and centre for a new National-led Government."[121]

National has announced it will continue with the Shared Equity Pilot Scheme launched in July 2008 under the Labour-led government, as well as launching a new programme, the Gateway Housing Initiative. Through the Gateway scheme, the Government will free-up and develop public land (in conjunction with Community Housing groups) for first-time home buyers to lease for a period of 10 years (as long as they are ready to build within the first year of the lease). Lease holders will have first option purchasing rights of the land at the end of the 10 year lease period (or anytime within that period) at a price of the original capital value of the land, plus 3% for each year they have occupied it. Essentially, the scheme is the equivalent of a subsidised low interest loan from the Government. Through these two schemes, the National Government seeks to counter the continuing trend of declining rates of home ownership (falling from 74% in 1991 to 67% in 2006, projected to fall to 62% by 2016), and reinstate the Kiwi dream of owning ones own home.

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[119] Child Poverty Action Group, "Room for Improvement: Current New Zealand Housing Policies and their Implications for our Children", 2003, pp.42-48.
[120] Ibid., pp.48-49.
[121] National Party, "Housing: Putting the Kiwi Dream back in reach", 09 September 2008, www.national.org.nz

National proposes to continue with the Accommodation Supplement and the Income Related Rent programmes that were run under the previous government. Further to this, National plans to introduce an Options and Advice Service through which the Government will encourage and advise those seeking to purchase the state houses they occupy.

HIF Fund

The National led government has voiced its commitment to the provision of the HIF fund, in its pre-election policy document, National states that the Housing Innovation Fund will have its capital component boosted to $20 million per year in support of "community housing providers who have a proven record of helping people into rental accommodation and home ownership."[122]

Funding cut for Community Housing

Phil Heatley (Minister for Housing) announced that $20 million funding for Community Housing Aotearoa would be cut. Community Housing Aotearoa, who are the national umbrella organisation for community housing in New Zealand, will decide at a board meeting in March whether they would wind up their operations or attempt to survive with project-by-project funding.[123]

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[122] National Party, "2008: Housing – Home Affordability Policy" available at national.org.nz, 9 September 2008.
[123] New Zealand herald, "Govt funding for housing providers cut", March 2 2009.

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Appendix Two: Social Housing Organisations

Community Group Housing

New Zealand Housing Foundation[124]

Mission Statement: "Grow the capacity of the community housing sector to create affordable housing for low income people."

The New Zealand Housing Foundation (NZHF) is a Charitable Trust that specifically targets areas of the New Zealand housing sector that require support. The aim of the organisation is to develop a robust community group housing sector that promotes innovative sustainable housing solutions targeted to need. The New Zealand Housing Foundation has rapidly become a significant participant in building capacity for Community Housing Providers and has implemented innovative housing solutions including the introduction of an equity share home ownership programme.

ASB Community Trust made a significant grant in 2007 of $1.1 million to support the development of affordable community housing in Waitakere City.

Friendship Centre Trust[125]

Mission: "Christian care in the community."
Vision: "Transformed lives, healthy communities."

The Friendship Centre Trust (FCT) began in 1988 in response to a growing desire from the Glen Eden Baptist Church to help those in the need in the local community. Funds were raised by a group of people to start the Kingdom Fund (interest free loans) and other community services emerged based on need within the local community. The Trust cares for approximately 6000 people per year and employs 350 staff and 70 volunteers, most of these are involved in the Homecare sector of the Trust's operation.

The Trust offers a multitude of services to people experiencing need in the community. These include:

- Glen Eden Baptist Foodbank
- Glen Eden Baptist Budgeting Service
- Focus Counselling Service

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[124] New Zealand Housing Foundation, http://www.housingfoundation.co.nz/
[125] Friendship Centre Trust, http://fct.org.nz

- Supported Social Housing
  - Emergency and Long Term
- Community Care Programme
  - Community Worker/Chaplain
- Glen Eden Baptist Community Kindergarten
- Family Services – Mainly Music & Parenting Programmes
- Baptist Homecare Waitakere

The Trust moved into the provision of emergency housing approximately four years ago due to increased need in the community and suggestions from HNZC. HNZC and FCT partnered to develop short-term supported housing for 5 women and up to 10 children for 3-6 months. Support is offered to residents via a Housing Support Worker and Life Skill Courses as well as offering access to the wider integrated services of the FCT.

FCT received HIF funding (with help from Sky City) to develop 5 homes for long- term supported housing and then additional funding (with help from ASB Community Trust and Sky City) to purchase an additional 5 homes. The Trust now has a total of 11 long term quality homes at social rents for low income families in Waitakere City with support from a Housing Support Worker and accesses the wider services of the FCT.

In our conversation with a key informant from the Trust, we learned that the FCT would like to build its housing portfolio to at least 20 houses and ideally more than 50. This is so the housing portfolio of the Trust can become financially self-supporting using the rent it receives from its tenants.

Abbeyfield[126]

Mission Statement: "To be the most respected and successful community volunteer provider of locally based, affordable, family-styled housing for lonely older people who seek independence, companionship and safety in New Zealand."

Abbeyfield is a not-for-profit organisation providing companionship and an affordable home for older people. Abbeyfield promotes and establishes local community-based and volunteer-led Abbeyfield Societies. They, in turn, create and manage local Abbeyfield Houses providing older people a dignified way of life at a weekly housekeeping charge affordable from state sourced welfare payments or the equivalent.

- Auckland Projects
  - A funding package from HNZC enabled the Society to commence building in mid 2005. Construction was completed in August 2006.The new Abbeyfield house is conveniently located right alongside a local shopping centre and bus route in a quiet residential street.
  - Ten residents (seven down and three on the upper floor) will be accommodated, along with a guest room, live-in housekeeper accommodation, office, storeroom and communal areas -

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[126] Abbeyfield, http://abbeyfield.co.nz/home.aspx

kitchen, dining, living, laundry (downstairs) plus a limited number of car parking spaces and a scooter shed. Studios will each have an en suite and access to either a small deck or private patio.

- Kaeo (Northland) Project
  - An Abbeyfield Society, based on Te Runanga O Whaingaroa has developed an Abbeyfield house for five older people in Kaeo in the far north of New Zealand on an attractive site overlooking the village.
  - The project gained the financial support of the HNZC and the local Rununga O Waingairoa has managed the construction phase and Rununga staff will manage the day to day operation of the house.
- Whangarei Project
  - Affordable homes using the retirement village model are being developed in Whangarei. As at July 2008, two studios were available to be purchased.

Funding was provided in 2006 by ASB Community Trust to support the fit out of communal areas.

Habitat for Humanity[127]

Mission Statement: "Habitat for Humanity is a Christian organisation that works in partnership with people of goodwill and families in need, to eliminate sub-standard housing by building and selling simple, decent homes on a not for profit basis, with affordable repayments."

Habitat for Humanity focuses upon home-ownership as the desired model to provide housing solutions. It relies on volunteer labour to build homes, and have several key sponsorship partners who donate a range of building materials such as house paint, roofs, and heat pumps. There are also a number of businesses that donate to and support their local community house builds. The houses are sold to partner families at no profit and are financed with affordable, not for profit loans. The monthly payments from partner families go into a revolving fund called the Fund for Humanity, which is used to build more houses.

Habitat is not a hand out program. In addition to their monthly payments, each partner family invests at least 500 hours of their own labour called "sweat equity", into the building of their homes and the homes of others. Habitat for Humanity attests to the transformative effect that having a suitable home has on individuals and families:

- Spending less on rent (initial mortgage/rent payments are capped at 75 percent of the median rental for equivalent size and quality homes) allows for other necessities such as childcare, utilities and food.
- Children do better in school and develop social confidence.

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[127] Habitat for Humanity, http://www.habitat.org.nz/

- Parents achieve greater success at work and create strong community networks.
- Families experience stability, better health and hope for the future.
- Addressing the issue of affordable housing is more than an act of generosity or charity. It is a strategic investment in the future of our society.[128]

Although Habitat does not directly provide support services to families who live in a Habitat-built homes, they have close relationships with outside agencies who offer comprehensive budgeting and other life improvement style courses for families if required.

ASB Community Trust provided funding to support the operations of Habitat for Humanity in 2007.

Emergency Housing

Monte Cecilia Housing Trust[129]

Mission Statement: "Monte Cecilia Housing Trust has a vision of a society in which everyone in Aotearoa New Zealand has access to adequate, affordable, and secure housing as of right regardless of race, religion, income or social status."

In 2006 the Trust provided over 4,000 nights of emergency accommodation and assisted 74 families to find long term sustainable housing.

Monte Cecilia enables low-income families with severe housing need to access safe and affordable emergency housing for a period of time (usually 3-9 months). Families follow a programme that encourages them to save and to develop skills that are associated with successful household management in order to eventually transition into an independently supported and sustainable HNZC or private rental sector home.

Whilst the focus of the Monte Cecilia Trust is predominantly on providing emergency housing it also participates in housing action and political advocacy initiatives in the wider housing sector with the aim of nourishing hope for and advancing a vision of adequate, affordable, secure, healthy, and permanent housing for all New Zealanders.

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[128] Habitat for Humanity New Zealand, www.habitat.org.nz
[129] Monte Cecilia Housing Trust, www.montececilia.org.nz

The Monte Cecilia Housing Trust recently established a housing support worker based in Ranui, West Auckland who acts as an advocate for households who are in danger of losing the tenancy on their property. This is an attempt to reduce the demand for emergency housing by ensuring as much as possible that family's stay in their home. There is believed to be demand for similar housing support workers across the Auckland region; however, funding has been difficult to attract in order to develop this further.

ASB Community Trust provided funding so Monte Cecilia Trust could access HIF funding to purchase two properties in Mangere. The trust is also supported by government and philanthropic funders, including Child, Youth and Family, NZ Lottery Grants Board, Lion Foundation, Southern Trust and the Catholic community (e.g. schools, churches).

Whangarei Emergency Housing Trust[130]

Mission: One Double Five Community House aims to recognise and enhance the skills people in the Whangarei area have and to assist them to meet their individual and collective needs. Our prime focus is empowering those in our community with less access to resources.

The Trust is a collaborative venture between local churches to support local homeless people and people with and emergency housing need in Whangarei. The Trust has identified a difficulty for local homeless people to find a safe and secure place to stay in Whangarei, especially in the cold winter period. The housing situation in Whangarei has been made worse by the closing of some local caravan parks that housed many low-income families.[131]

During their stay, families receive support including counselling, parenting training, budgeting and housekeeping skills. They are encouraged and supported to start seeking permanent accommodation immediately.

Rough Sleepers (Homelessness)

Auckland City Council Homeless Action Plan 2006-2007 [132]

This report aims to give alternative responses to the current practise of 'moving on' homeless people in Auckland by developing partnerships with key stakeholders to support a coordinated, collaborative and proactive approach to the homeless. The plan aims to develop an Outreach service of skilled people to increase contact with homeless people in the community who perhaps do not seek out services and will work with government and community based organisations to address gaps in the provision of emergency accommodation. The Action Plan is ongoing and plans to advocate for housing need for the homeless and promote knowledge and awareness of homelessness e.g. annual conferences, establishment of a street paper (such as the Big Issue).

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[130] Whangarei Emergency Housing Trust, whare.org.nz/housing
[131] Ibid.
[132] http://www.aucklandcity.govt.nz/council/documents/homeless/default.asp

The New Zealand Coalition to End Homelessness (NZCEH)[133]

NZCEH is an advocacy group with a vision to end homelessness in New Zealand by 2020. Membership of NZCEH is open to any person or organisation with an interest to end homelessness including; central government, local authorities, community organisations and Tangata Whenua. NZCEH's role is premised around the following activities:

- Research and data collection
- Strategy
    - Advocate for a national strategy to end homelessness
- Awareness raising/publicity
    - Making sure the homelessness issue is on the political agenda, gaining media attention and raising the general level of awareness by the public
- Advocacy
    - Providing a unified voice on homelessness issues
- Co-ordination
    - Of discussion and encouraging key agencies to work together
- Advice
    - Providing expertise, helping agencies/groups identify their role
- Building relationships
    - Forming networks and strategic partnerships
- Securing resources
    - For the above

Pathways out of Homelessness Programme[134]

A recently announced initiative by LIFEWISE[135] that is based on working collaboratively with other service providers to reduce homelessness at its Auckland city shelter. The aim is to ensure homeless people are housed in the community and stay there. LIFEWISE has formalised partnerships with Community Alcohol & Drugs Service, Te Atea Marino, Taylor Centre and Odyssey House, who have committed to providing skilled consultants to assist homeless clients on site at the centre on a regular basis. The Programme goes beyond the traditional charitable model to encompass prevention and transitional support for homeless whilst still meeting their immediate needs by bringing support services to the individual rather than waiting for the individual to seek out support. The Pathways Programme delivers support in the broad categories of health and wellness, life skills, social service advocacy and support, and ultimately job training and employment support. The Pathways Programme will support the existing services provided by LIFEWISE which will continue. These include daily meals, health checks, clothing donations and washroom facilities.

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[133] http://communityhousing.org.nz/SectorIssue.aspx?catid=4&subcatid=16&cid=5&sid=5&index=0
[134] http://www.mmn.org.nz/documents/LIFEWISECentrelaunchreleaseApril2008_000.pdf
[135] http://www.mmn.org.nz/

Auckland Rough Sleepers Initiative

ARSI is a group of stakeholders that work with the homeless in Auckland. Stakeholder groups include; Lifewise, The Salvation Army, Auckland City Mission, Auckland District Health Board, Auckland City Council, HNZC, the New Zealand Prostitutes Collective and other interested parties. Since 2001, ARSI meet on a monthly basis to discuss grass roots issues relating to the provision of services for the homeless. ARSI also has undertaken an annual street count of homeless and residents of boarding houses, hostels within 3km of the Sky Tower in Auckland.

Strategy for Homeless Service Providers in Auckland

Work has been ongoing to develop a new strategy and service model for the future direction of service provision to the homeless population in Auckland City. The key stakeholders for this work are Auckland City Council, Auckland City Mission, Lifewise and The Salvation Army.

The service model has three stages:
- Intervention;
- Integration/Sustainability of Lifestyle; and
- Independence/Social inclusion

The development of the model is still ongoing, various key informants advised us that they intend that this will be a new way of delivering services to homeless people and intends to include case management, a reception centre and the tailoring of services to meet the individual needs of the homeless.

There are three core service providers addressing homelessness issues within the Auckland area.

The Salvation Army[136]

Vision: "Caring for people, transforming lives and reforming society by God's power"

The Salvation Army is a worldwide religious organisation that helps people in need through a wide range of community programmes. These programmes include food assistance, budgeting advice, like skills training, counselling, crisis and supportive accommodation, addiction services (drug, alcohol and problem gambling), chaplaincy support, employment training, chaplaincy, emergency services, and youth work.[137]

Salvation Army supportive accommodation centres provided 75,180 bed nights in 2007 to people experiencing a housing need. The Salvation Army also runs the Epsom Lodge in

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[136] The Salvation Army, www.salvationarmy.org.nz
[137] Ibid.

Auckland which is able to accommodate up to 90 men on a given night who are experiencing extreme housing need. Referrals to the lodge come from a number of sources including Alcohol and Drug Services, Mental Health Agencies, Justice Department, Church agencies and Māori and Pacific island Services. The facility is only available for men and they can stay for varying lengths of time depending on their need. During their stay, the men are worked with by both the Salvation Army and outside agencies to enable them to meet their goals.

The Salvation Army is aware of the increasing demand for emergency and supported accommodation that is developing within the Auckland region. They are currently deciding how best to invest an amount of funding in the housing sector in order to get the best results.

The estimated annual cost to deliver Salvation Army social and community programmes is $49 million whilst the cost needed to maintain essential community services is $7.5 million. In the 2006/2007 year the Salvation Army received $6.8 million of funding from donors and supporters.[138]

Lifewise (Methodist Mission Northern)[139]

Vision: "A socially just and inclusive society"

Lifewise is the new name for the organisation formerly known as Methodist Mission Northern. Lifewise provides services and support for individuals and families in order to improve their future. The Lifewise Centre on Airedale Street in Auckland city supports the homeless population by providing immediate services such as food, shelter and showers as well as offering specialist services to assist their clients to make long-term life changes and exit homelessness.

Lifewise works in collaboration with a variety of other agencies to help their homeless clients with essential life skills, mental health issues, overcoming addictions, and assistance accessing and maintaining housing in the community.[140]

In just seven months since The LIFEWISE Centre launched, seven homeless individuals have been supported into permanent housing with many more being found transitional accommodation.[141]

Lifewise has recently decided to sell their property in Airedale Street and are reassessing their future role and involvement with the homeless community. Whilst this process is in its early

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[138] The Salvation Army, "Annual review 2007: Change begins with one person", www.salvationarmy.org.nz
[139] Lifewise, www.mmn.org.nz.
[140] Lifewise, lifewise.org.nz.
[141] Lifewise, "What we've been doing: 2007/2008 Annual Report" Lifewise.org.nz

stages, it is likely that Lifewise will remain as a key service provider in the future and plans to address areas that are not currently being met by other service providers. Additionally, Lifewise has been a key member of the stakeholder team that are developing a strategy for the provision of homelessness services in the future.

Auckland City Mission[142]

Vision: "Working to create an understanding, inclusive and just society where no one is marginalised."

The Auckland City Mission works to provide unique and specialised health and social services to the marginalised population of Auckland City. The Mission aims to adapt to the changing economic and social environment in Auckland and now works directly with the community and has increased its advocacy role to offer solutions to those that seek help.

The Mission offers hope to individuals and families who may be experiencing a temporary set back or a long-term problem that needs expert attention. We provide the immediate assistance required, such as food, clothing and bedding, and work with the individual or family to find a workable, long term solution to the issues they face.[143]

An Inner City Drop-In Centre is an integral part of the service that the Mission provides and plays an important role in establishing a relationship with people experiencing severe housing need. In 2007 there were 31,149 visits to the Inner City Drop-In Centre whilst the Mission assisted 146 homeless people with social work support, 123 homeless people were helped to find accommodation, there were 926 visits to the Mission's Doctor, 6,000 people provided with food, clothing and other support through Crisis Care and 347 people assisted by Community Social Workers.[144] The social services cost provided by the Mission cost $3,102,018 in 2007 and they received $1,413,374 in donations and $1,018,586 from grants and trusts in the same year.[145]
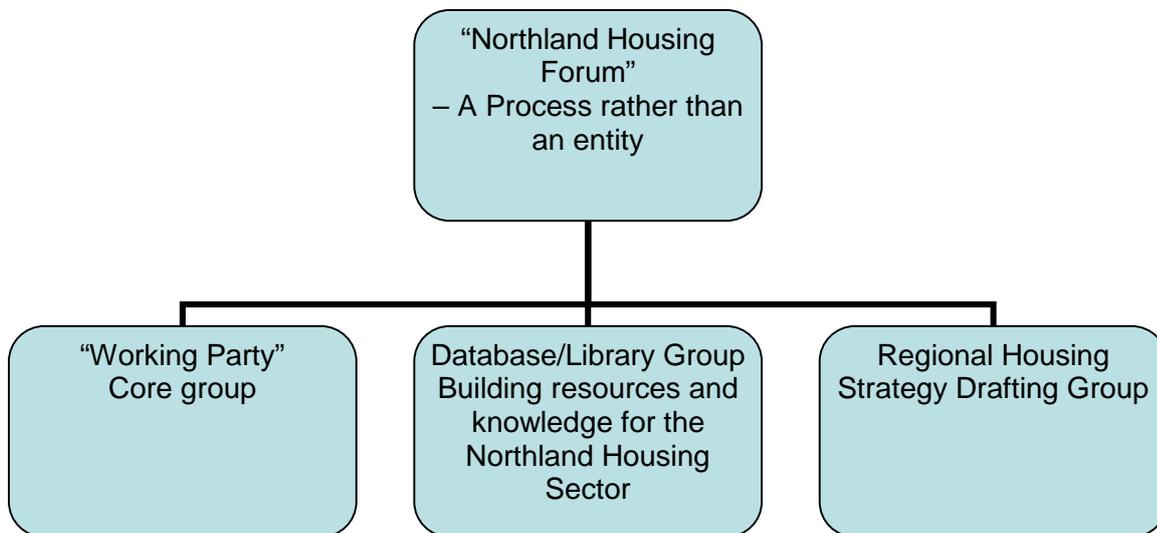
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[142] Auckland City Mission, www.aucklandcitymission.org.nz
[143] Ibid.
[144] Auckland City Mission, "Annual report 2007" aucklandcitymission.org.nz
[145] Ibid.

Housing Activity in Northland

Regional Housing Forum

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│                 │  │Building resources │  │      Group        │
│                 │  │  and knowledge    │  │                   │
│                 │  │  for the          │  │                   │
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The development of the Northland Regional Housing Forum began about four years ago and is a significant step in addressing housing need in Northland. The Forum has a strategic focus and emphasises the value of iwi and Māori groups and community based organisations with support from central and local government agencies to develop a 'bottom-up' approach to identify housing issues and solutions throughout Northland.

The forum holds a regular (quarterly) Hui where people and groups can bring their issues to have them aired and make connections with organisations that may be facing similar issues. The forum includes a Core Working Group that holds together the forums processes between the quarterly Hui.

In conjunction with CHA a large forum of approximately 120 people was held in April 2008 to secure widespread community involvement in developing the regional strategy

Work on a community driven regional housing strategy has been a key component of the forum and is still ongoing. The goal for the strategy is that it becomes a useful tool for community groups and government departments that can be applied in different areas that attracts resources from funders.

Te Runanga o Te Rarawa[146]

Mission statement: "The mission of Te Runanga o Te Rarawa is to provide leadership and support to enable the hapu to develop and the whanau to flourish."

Te Runanga O Te Rarawa is a Māori organisation based in Northland that has formed a partnership with the New Zealand Housing Foundation, an educational provider and government in order to build new homes. Two houses were built over 35 weeks using an outreach carpentry training course for 25 local people, ranging from unemployed school leavers to mature students. A total of 12 houses have been built since the course began.

The houses are of good quality construction and meet all building standards. They were built on the training site campus and are to be relocated to their permanent sites within Te Rarawa's tribal area where they will be used as long-term state rental accommodation. This pilot programme is part of Te Runanga O Te Rarawa's community housing development strategy and part of a response by government to substandard housing in the area.

The prime difficulty facing the Runanga at present is the lack of adequate training facilities. The other difficulty is that the immediate need for housing outweighs the capacity and capability of the fledgling third sector infrastructure and the Runanga to provide this housing now.

The housing model used by Te Runanga O Te Rarawa has been successful and has been extended to include Northland College Year 11 and 12 students in 2008. In 2009 a similar programme will be launched in Tikipunga High School in Whangarei.

He Korowai Trust[147]

Mission Statement: "Developing Tino Rangatiratanga – providing ordinary services in an extraordinary way."

The He Korowai Trust combines the expertise, resources and abilities of a consortium of Māori organisations including Government and Business interests who aim to collectively improve the quality of life to Whanau within five years. After this period all services will be devolved and delivered from a Marae-based Whanau Centre.[148]

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[146] http://www.terarawa.co.nz/index.html
[147] He Korowai Trust, hekorowaitrust.co.nz
[148] Ibid.

The Trust works in many areas where a social need exists especially for Māori around the Kaitaia area. The Trust aims to address affordable housing by developing a pilot programme that makes homes available for $64,500 that can be placed on land owned by the trust; after owners have built up equity in their home they are given the option of purchasing the land from the Trust. He Korowai encourages prospective home owners to participate in HNZC's Home Ownership Education Course to provide them with the skills and knowledge to determine whether they should purchase a home.

The Trust also offers a budgeting service for people that are experiencing difficulties with mortgage repayments or with general financial issues. Anecdotally we have heard that this budgeting programme has successfully kept a number of home owners from having to sell their home through a mortgagee sale.

Ngati-Hine Forestry Trust[149]

Housing Vision: "He whakaruruhau i nga uri" (sheltering the descendants).

The Ngati-Hine Forestry Trust began in 1974 when 5000 hectares of undeveloped, isolated Māori land was vested with the trustees. The Trust has now become a multi-million dollar and diversified business organization that has interests in a variety of areas.

The Trust's housing goals is to increase the supply and quality of housing within Ngati-Hine, develop a significant, viable rental portfolio and to establish a Whanau support organization to actively promote home ownership using appropriate financial stratagems.[150]

Whangarei Accessible Housing Trust151

The Whangarei Accessible Housing Trust was established in October 2006 and aims to facilitate housing solutions for disabled people and their families/whanau by enabling disabled people to have a choice about where and how they live.

Healthy Homes Tai Tokerau

Healthy Homes Tai Tokerau is a programme being run by the Energy Efficiency and Conservation Authority (EECA) that will benefit over 4000 homes in Northland by retro-fitting them with heating, insulation and draught-stopping. The project is jointly funded by EECA, ASB Community Trust, HNZC, Contact Energy, Northland District Health Board, Northpower, Top Energy and Northland's Primary Health Organisations.

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[149] http://www.ngatihine.maori.nz/
[150] Ngati-Hine Forestry Trust, "Annual Report", October 2008.
[151] Whangerei Accessible Housing Trust
http://www.northern.ccsdisabilityaction.org.nz/WhangareiAccessibleHousingTrust/tabid/810/Default.aspx

The 4000 homes will benefit form being warmer, drier and healthier and being easier to heat will allow significant savings to me made on electricity supply[152]

Housing Habitability

Robust evidence indicates that simple, inexpensive housing improvements such as installing insulation can improve health. HNZC, in collaboration with various partners, has several intervention initiatives in progress (as well as some that are complete and others in planning stages).

EECA (Energy Efficiency and Conservation Authority)[153]

EECA provides a variety of mechanisms to address the issue of housing habitability.

EnergyWise Grants are targeted at low-income households for core improvements in insulation, clean heating, etc. Eligibility criteria include houses built before 1978, families with health problems (i.e. asthma) and/or community services card.

EnergyWise Interest Subsidies are targeted at middle-income families, for insulation, clean heating, and other energy efficiency measures

Clean Heat Grants are provided for clean heating retrofits in pre-1978 houses occupied by low income families. This is funded by the Ministry of Environment and targeted at areas of low air quality.

EECA is funded through a number of partners including energy trusts, District Health Boards, non-government organisations, iwi groups and commercial providers. Also, third party funding agencies including energy trusts, energy companies and community trusts.

Snug Homes for Auckland project

This project was launched in May 2006 and funded by EECA and the ASB Community Trust ($10 million in funding), as well as Mercury Energy, Starship Foundation, Auckland City Council, ProCare Network and the Auckland District Health Board. It has provided free insulation to 650 Auckland homes in 2006 and a further 800 homes in 2007. The assistance is targeted at low-income families.

He Iwi Kotahi Tatou Trust (Northland)

The Trust has been involved in retrofitting houses in the Far North region since 1999. 300 homes have been retrofitted with insulation with funds from EECA and Te Puni Kokiri. HNZC provided funds to improve a further100 homes.

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[152] Energy Efficiency and Conservation Authority, "Tai Tokerau families benefit from warmer, healthier homes", eeca.govt.nz.
[153] EECA, www.eeca.govt.nz.

Community Renewal projects (Auckland)

Community Renewal encourages communities and agencies to work together to identify and prioritise projects that will lead to strong, sustainable communities. Projects vary and may include:

- improving housing, parks and other recreation facilities
- providing opportunities for education and training
- managing traffic and improving streets
- addressing the need for community facilities and cultural opportunities.[154]

The Clendon Community Renewal Project involves events to build community networks and enhance the area. It includes community fun days, continuing the tool library, and developing neighbourhood support groups. The project also includes landscaping and fencing for Housing New Zealand homes, and building an architecturally designed complex for older people.

The Talbot Park Community Renewal Project involves community development and physical change. Community development includes fostering employment opportunities, supporting local events and encouraging input from residents into the physical redevelopment of the area.

The physical work includes refurbishing existing apartments, building new housing and public streets, and altering public parks. Talbot Park promotes good urban design guided by the City Council District Plan, and includes environmental rainwater collection and storm-water treatment devices.

The Northcote Central Community Renewal Project includes working with local people to improve housing and employment opportunities. It includes cultural events, preparing a community garden, developing neighbourhood support groups and improving security.

Healthy Housing Project in Counties Manukau has reduced acute housing-related hospital admissions by 47% and resulted in a 9% increase in primary health care visits and improved links between health, social and housing providers.[155]

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[154] Housing New Zealand Corporation, www.hnzc.co.nz/hnzc/web/councils-&-community-organisations/community-groups/community-renewal.htm
[155] Ibid.

Appendix Three: International Models

During this research we identified many models of housing provision that are in use overseas. There does not appear to be any consensus on what constitutes 'best practice', therefore we have included a selection of different examples of successful programs from overseas.

Affordable Housing

The United States, United Kingdom and Australia are facing similar housing affordability issues to New Zealand. These nations have developed, or are developing, a range of policies to address housing affordability and to assist low or middle income households to enter and sustain homeownership. These include:

- Equity-Share Schemes
- Right-to-buy Schemes
- Supported Savings
- Land lease for key workers

Australia

Much like the situation in New Zealand, Australia's affordable housing crisis requires urgent solutions that take advantage of innovative partnerships between local, State and Federal government, the private sector and community organisations.

The Australian government is taking action to address housing affordability concerns. They are implementing a range of new initiatives, including:

- First Home Saver Accounts to help hundreds of thousands of potential first home buyers to save a bigger deposit through superannuation-style, low tax savings accounts.

- A Housing Affordability Fund to lower the cost of building new homes by working with levels of government, particularly local government, to reform infrastructure and planning requirements.

- A National Rental Affordability Scheme to increase the supply of affordable rental dwellings by up to 100,000. Rent for these properties will be charged at 20 percent below the market rate for eligible tenants.

- Increasing the supply of land for housing by releasing surplus Commonwealth land for residential and community development.[156]

- Shared equity co-operative housing has been identified as a key strategy that offers a home ownership solution for sectors of society currently locked out of the housing market including young professionals wishing to gain entry to the property market, older residents who wish to live autonomously but within a supportive community, and families who are unable to break out of the rental cycle despite personal savings and mainstream employment.[157]

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[156] Australian Government, Department of Families, Housing, Community Services and Indigenous Affairs, "Which Way home?", May 2008,
http://www.facsia.gov.au/housing/homelessness_report/appendix.htm.
[157] Living Co-operatively Consortia, "Submission – Senate Select Committee on Housing Affordability in Australia", April 2008, p.2.

United States

Shared Equity Land Trusts[158]

Shared equity homeownership ensures that the homes remain affordable to lower income households on a long-term basis by restricting the appreciation that the owner can retain, preserving affordable housing in areas where rising prices are forcing lower income households out of the market. At the same time, by placing the owner within a community-based support system, such as a community land trust or limited equity cooperative, shared equity homeownership can mitigate the risks of homeownership, potentially increasing the benefits of homeownership both for the owner and the neighbourhood in which they live.

Homeowners in shared equity models do build equity. In most shared equity models, they receive a return keyed to the consumer price index or the increase in household incomes .While this is far less than some homeowners may gain in rapidly appreciating markets, it is a fallacy to assume that rapid house price appreciation is either normal or inevitable. It has only been in the past decade that people have started to assume that appreciation well above increases in consumer prices in general could be counted on, an assumption wildly at odds with longer term historic trends.

In the long run, owners of shared equity housing will do well, particularly in light of their modest initial equity stake; moreover, they are far better protected against downturns in the market than conventional homeowners. Such evidence as is available shows that shared equity owners are not locked in to those units, but in fact do move up to the private market, combining such equity as they have with their gains from education, training, and upward workforce mobility.[159]

Inclusionary Housing Projects[160]

When inclusionary housing programs are adopted, developers help ensure that a specified percentage of homes built are affordable to moderate or low-income families – in other words, that the developments include families of different incomes. In place in over a hundred cities in the U.S., such policies are said to help create "balanced" residential communities. Such a policy does not require a developer to provide the same house sold on the open market to a moderate to low-income family for less. Rather, the "inclusionary" homes may be apartments or smaller, usually attached for-sale or rental homes.

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[158] National Housing Institute, "Shared Equity Homeownership: The Changing Landscape of Re-sale Restricted, Owner-occupied Housing", http://www.nhi.org/research/522/shared_equity_homeownership/
[159] Ibid.
[160] San Diego Housing Commission, "General Information – Inclusionary Housing", www.sdhc.net/giinclusionaryhousing.shtml

Community Land Trusts[161]

The community land trust (CLT) is one mechanism that addresses the need for affordable housing, and it also can be considered an institutional mechanism for capturing socially produced land value. The CLT is typically a private, non-profit corporation that acquires land parcels in a targeted geographic area with the intention of retaining ownership of the land for the long term. The CLT then provides for the private use of the land through long-term ground lease agreements. The leaseholders may own their homes or other improvements on the leased land, but resale restrictions apply. In theory, the CLT removes the cost of land from the housing price by separating ownership of the land from that of the house or other improvements.

Research is needed about the effectiveness of the CLT model as a vehicle for creating initial affordability, preserving long-term affordability, and retaining the public's investment with respect to different populations served and varying market conditions.

United Kingdom

The United Kingdom offers a plethora of strategies designed to assist people wanting to purchase a home. Some of these include:

- HomeBuy Direct**:** Offers an equity loan of up to 30% for first home buyers who can't afford a mortgage.
- Social HomeBuy: Shared ownership of council or housing association property.
- Right to Acquire: Help to buy housing association home.
- Open Market HomeBuy scheme: Assistance to buy affordable homes on the open market.
- New build HomeBuy: Assistance to build an affordable home.
- Rent to HomeBuy: Assistance to rent and then buy a newly built home.
- Key Worker Living Programme: Assistance available for key-workers in certain high-cost housing locations to purchase their own home.[162]

Registered Social Landlords (RSLs)[163]

The United Kingdom is unique in that a significant proportion of social housing is provided by Registered Social Landlords (RSLs).

RSLs are the main providers of new social housing. There are over 1,800 RSLs in England, currently managing around 1.7 million homes and housing at least twice that many people.

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[161] Greenstein, Rosalind & Yesmin Sungu-Eryilmaz, "Community Land Trusts: A Solution for Permanently Affordable Housing", *Land Lines*, January 2007.
[162] Directgov.gov.uk, "Home Ownership Schemes", www.direct.gov.uk/en/HomeAndCommunity/BuyingAndSellingYourHome/HomeBuyingSchemes/index.htm
[163] Directgov.gov.uk, "Affordable Housing through Housing Associations", www.direct.gov.uk/en/HomeAndCommunity/SocialHousingAndCareHomes/HousingAssociations/DG_10020860

Registered Social Landlord is the technical name for a social landlord who is registered with the Housing Corporation: most are housing associations, but there are also trusts, co-operatives and companies. RSLs are run as businesses but they do not trade for profit. Any surplus is ploughed back into the organisation to maintain existing homes and to help finance new ones.

Most RSLs are small and own fewer than 250 homes. However, the largest 13 percent of RSLs - those with 2,500 plus homes - own over 80 percent of all the sector's homes. Many new RSLs have been formed to manage and develop homes transferred to them by local authorities.

Communities and Local Government sponsors the Housing Corporation to invest public money in RSLs and protects that investment by ensuring that it provides decent homes and services for residents. RSLs receive investment to provide homes that meet local needs. Through regulation the Housing Corporation seeks to ensure that people will want, and be able, to live in these homes, now and in the future.

Overseas Third Sector or philanthropic involvement in the provision of affordable housing

The philanthropic/third sector is more involved with the provision of affordable housing in the UK, USA and Australia than in New Zealand, not least because the relatively large size of their economies compared to New Zealand means that the third sector has more access to funds to contribute.

US Philanthropic Initiatives

Island Affordable Housing Fund[164]

Affordable housing is a challenging issue across the state of Massachusetts, which has reached crisis proportions on the islands of Nantucket and Martha's Vineyard. There "hyper-gentrification" (extreme, rapid increase in property values) threatens the viability of entire communities, not just the disadvantaged. When year-round residents — teachers, hospital workers, local employees, the elderly — are forced out of the housing market, they have to leave the islands and cannot economically be replaced.

IAHF was formed in 1998 to stimulate and facilitate public and private projects to increase affordable rented and owned housing. They raised $500,000 from business owners, who were sensitized by their employees' increasing difficulty finding housing. With broader appeals IAHF now has 600 donors, and has assisted 135 rental units and 83 homeownerships. Last year's grants helped 70 families. IAHF moves houses about to be demolished; they give $300,000 annually to the local housing authority's programs; and they help Habitat for Humanity build one house annually.

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[164] http://www.catalogueforphilanthropy.org/ma/2006/island_affordable_9776.htm

Meyer Memorial Trust (MMT)[165]

The Trust is based in Oregon, USA, and is one of the leading private funders of affordable housing efforts in Oregon. External advisers identified two critical needs the Trust could help fulfill:

- providing more "nimble" sources of capital for affordable housing preservation and development; and

- strengthening the capacity of organizations in rural areas to expand the stock of affordable housing in their communities.

MMT believes it is possible to leverage its philanthropic resources, leadership abilities, convening power, and credibility to make a significant impact in affordable housing in Oregon. The Trust's goals are to:

- Use nimble, risk tolerant capital to preserve and create affordable housing;

- Strengthen the capacity of providers serving rural Oregon to increase affordable housing access in rural communities; and

- Support efforts to make delivery of tenant services more financially sustainable for affordable housing providers.

To date, MMT has approved $8.145 million in expenditures to support the Affordable Housing Initiative (including $4.5 million in PRI (Program Related Investments) funds). MMT anticipates total expenditures will reach approximately $10 million, including costs associated with Goal Three, project management, and possible follow-on investments.

The San Francisco Foundation[166]

Goal: "Promote community development by increasing safe and affordable housing opportunities, safety-net services, and sustainable livelihoods for individuals and families."

The need for adequate, affordable, and stable housing is one of the most pressing and widespread issues affecting families and individuals in the Bay Area. In addition to investments in the development and rehabilitation of housing units, the Foundation support policy and advocacy to increase the availability of quality homes for all.

The Sobrato Affordable Housing Fund[167]

With a gift of $10 million in 2001, the Sobrato Foundation launched a revolving loan fund aimed at assisting a pre-approved list of local non-profit housing developers in creating affordable multi-family rental properties, homeless/transitional housing, and below-market rate single-family/ homeownership developments in Silicon Valley. The Foundation provides risk tolerant, interest-free loans as recoverable grants for predevelopment and land acquisition costs.

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[165] http://www.mmt.org/initiatives/housing/
[166] http://www.sff.org/programs/community-development
[167] The Sobrato Foundation, "Affordable Housing Fund", www.sobrato.org/housing.htm.

Australian Philanthropic Initiatives

South Australian Affordable Housing Trust Board (SAAHT)[168]

Reports to the SA Housing Trust Board and provides advice directly to the Minister for Housing. It provides a market based focus and strategic advice regarding the promotion and support of affordable housing opportunities and initiatives within the State, including assessing and determining funding priorities for the Affordable Housing Innovations Fund.

The Affordable Housing Innovations Fund was created with an initial investment of $15 million from the State Government and future allocation of up to $93m from the strategic sales of public housing stock to existing. The AHI Fund is held by the South Australian Housing Trust (SAHT) and authority to approve funding for initiatives and opportunities has been delegated to the SAAHT.

Proceeds from public housing sales under the EquityStart Program to existing tenants are deposited into the AHI Fund. Part of the sales proceeds are used to retire debt, to reimburse the housing agency for agreed costs incurred when selling a property and to compensate HomeStart Finance for the inherent subsidy in the EquityStart loans. The residue sales proceeds are retained in the AHI Fund and made available for affordable and high needs housing initiatives.

United Kingdom Philanthropic Initiatives

Community Land Trusts[169]

A Community Land Trust is a mechanism for the democratic ownership of land by the local community. Land is taken out of the market and separated from its productive use so that the impact of land appreciation is removed, therefore enabling long-term affordable and sustainable local development. The value of public investment, philanthropic gifts, charitable endowments, legacies or development gain is thus captured in perpetuity, underpinning the sustainable development of a defined locality or community. Through CLTs, local residents and businesses participate in and take responsibility for planning and delivering redevelopment schemes.

What do CLTs do?

Activities include: -

- Developing affordable housing to rent or buy for members of the community;
- Enabling residents on lower incomes to acquire an economic interest in the success of their community;
- Developing land for affordable workspace and retail units;
- Providing and maintaining community facilities for social and public services;
- Managing green spaces, conservation areas and providing access for new entrants to farming;
- Promoting resident involvement, local democracy and active citizenship.

[168] South Australian Affordable Housing Trust, www.dfc.sa.gov.au/pub/Default.aspx?tabid=158
[169] http://www.communitylandtrust.org.uk/

- CLTs allow for local people to democratically 'manage the commons'. Compared to private and public ownership of land, 'commons land' and 'waste land' in the UK is under 8 percent. Its extension and prudent management is possible through CLTs.

Homelessness

- **National Homelessness Strategy (Australian Federal Government)**[170]
    - The Australian government provided $10million over 4 years to fund the National Homelessness Strategy (NHS)
    - NHS provides leadership in developing approaches for the prevention and reduction of homelessness and has broken new ground in integrated service delivery to people who are vulnerable to homelessness
    - The NHS aims to:
        - Provide a strategic framework that will improve collaboration and linkages between existing programmes and services, to improve outcomes for clients and reduce the incidence of homelessness;
        - Identify best practice models, which can be promoted and replicated, that will enhance existing homelessness policies and programmes;
        - Build the capacity of the community sector to improve linkages and networks; and
        - Raise awareness of the issue of homelessness throughout all areas and levels of government and in the community.
    - The NHS provides funds in two main areas:
        - Demonstration Project Funding
            - Provides opportunities to trial and evaluate new and innovative approaches that prevent, reduce or respond to homelessness
        - Communication Activity Funding
            - For one-off initiatives which share knowledge, raise awareness and/or promote best practise models for preventing or responding to homelessness
    - A table of NHS supported initiatives is available here.

- **Local Authorities Homelessness Strategies (United Kingdom)**[171]
    - The Homelessness Act (2002) requires local authorities to develop strategies to reduce and prevent homelessness. This report evaluates these and presents a 'best practise' guide for homelessness strategy.

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[170] Australian Government, Department of Families, Housing, Community Services and Indigenous Affairs, "National Homelessness Strategy",
www.facs.gov.au/internet/facsinternet.nsf/housing/nhs_home.htm
[171] Department for Communities and Local Government (UK), "Local Authorities Homelessness Strategies", 2004.

- The report found that the 'best' authorities followed the following 'best practises':

  ▪ Authorities drew in the expertise of other agencies and authorities to develop their strategy and recommended the coordinated approach as being most effective.

  ▪ Upon completion of their strategy, local authorities did not consider their work finished but have continued the process to fill gaps in services that were identified as being key components in reducing homelessness.

  ▪ Most authorities reported that the process of developing a strategy was worthwhile in increasing their understanding about homelessness.

- **Street to Home (New York City, USA)[172]**

  - Reduced homelessness by 87% in the 20 blocks surrounding Times Square over a two year period

  - Based on that success the programme was adopted in 2007 by the City of New York to drive a two-thirds reduction in homelessness by 2010.

  - Replaces traditional outreach services with housing placement assistance targeted at the most vulnerable homeless.

  - The supportive housing offered by Street-to-Home is more cost-effective than other accommodation that the homeless frequently use e.g. shelters, hospitals, prisons, psychiatric institutions.

  - The programme follows a simple methodology:

    ▪ Establish an accurate registry of street homeless by identifying individuals who are permanently living on the street. This is done for each neighbourhood.

    ▪ Prioritize for housing those who are the most vulnerable, by means of a vulnerability index that calculates the impact of disease and other risk factors.

    ▪ Simplify the process for helping individual's secure permanent housing; assist them in all aspects of the process, e.g., filling out forms, obtaining benefits.

    ▪ Arrange for personalized services, e.g., mental health counselling, job training, financial management, to assist individuals with maintaining their new homes and creating stable and purposeful lives.

    ▪ Training and support is available for those who wish to adopt a similar programme in their city (both in the USA and worldwide)

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[172] http://www.commonground.org/?page_id=21

Housing Habitability

- **The Housing Health and Safety Rating System (United Kingdom)[173]**
  - The Housing Health and Safety Rating System (HHSRS) is a risk assessment tool used to assess potential risks to the health and safety of occupants of residential properties in England and Wales. HHSRS is managed by local authorities. Trained building professionals identify health hazards and rate them using tables of probable health effects. The system requires local authorities to repair any house rating over 1,000 points.[174]

- **Department of Building and Urban Development - Healthy Homes Initiative (United States)[175]**
  - In 1999, the US Department of Housing and Urban Development launched its Healthy Homes Initiative (HHI) to protect children and their families from housing-related health and safety hazards.
  - HHI grants focus on researching and demonstrating low-cost, effective home-hazard assessment and intervention methods. Activities that can be funded include:
    - Developing low-cost methods for hazard assessment and intervention
    - Evaluating the effectiveness of interventions
    - Building local capacity to educate residents and mitigate hazards
    - Developing and delivering public-education programs
  - Healthy Homes grants are awarded to non-profits, for-profit firms, state and local governments, federally-recognized Indian Tribes and colleges and universities, located in the United States. HUD does not make awards directly to individuals.

- **Centers for Disease Control and Prevention – Healthy Homes Initiative (United States)[176]**
  - CDC's Healthy Homes Initiative is a coordinated, comprehensive, and holistic approach to preventing diseases and injuries that result from housing-related hazards and deficiencies. The focus of the initiative is to identify health, safety, and quality-of-life issues in the home environment and to act systematically to eliminate or mitigate problems. The Initiative seeks to:
    - Broaden the scope of single-issue public health programs, such as childhood lead poisoning prevention and asthma programs, to address multiple housing deficiencies that affect health and safety.
    - Build capacity and competency among environmental public health practitioners, public health nurses, housing specialists, managers, and others who work in the community, to develop and manage comprehensive and effective healthy homes programs.

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[173] Housing Health and Safety, www.communities.gov.uk/housing/rentingandletting/housinghealth/
[174] Auckland Regional Public Health Service, "Housing and Health in Auckland", June 2005, p.23.
[175] United States Department of Housing and Urban Development, The Healthy Homes Program, www.hud.gov/offices/lead/hhi/index.cfm
[176] United States Centers for Disease Control and Prevention, Healthy Homes Initiative, www.cdc.gov/healthyplaces/healthyhomes.htm

- Promote, develop, and implement cross-disciplinary activities at the federal, state, tribal, and community levels to address the problem of unhealthy and unsafe housing through surveillance, research, and comprehensive prevention programs.
- Facilitate the collection of local data and monitor progress toward reducing or eliminating housing deficiencies and hazards.
- Expand collaborations with the U.S. Department of Housing and Urban Development, national associations and organizations, academia, community-based organizations, and others, including the American Public Health Association, National Environmental Health Association, and the World Health Organization.
- Promote research to determine causal relations between substandard housing and adverse health effects.
- Develop guidelines to assess, reduce, and eliminate health and safety risks.
- Identify and implement low-cost, reliable, and practical methods to reduce health and safety risks in substandard housing.[177]

- **National Center for Healthy Housing (United States)**[178]
  - The National Center for Healthy Housing is a leading nonprofit organization solely dedicated to establishing healthy, green, and safe homes for families across all income levels through research, education, training, and policy efforts. With more than six million families living in substandard housing, NCHH unites leaders in the public health, housing, and environmental communities to enact the changes needed to combat inadequate housing policies and practices. NCHH provides educational programs, tools and resources to help the public create and maintain a healthy home.
  - Featured Project: Minnesota Green Housing Rehabilitation
    - NCHH's Minnesota Green Housing Rehabilitation is a longitudinal evaluation of how building green and healthy affects the health status of adults and children who reside in homes that have recently been renovated to green and healthy standards. Evaluation measures include a combination of air quality measures, interviews, and visual assessments. Health status measures include residents' self-reports of health and well-being, asthma and other respiratory effects, injuries, allergies, neurological effects (e.g., headaches), mental health, and overall perception of health status. The project includes substantial rehabilitation of 60 apartments in the rural community of Worthington, Minnesota to meet the Enterprise Green Communities Criteria.[179]

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[177] United States Centers for Disease Control and Prevention, Healthy Homes Initiative, www.cdc.gov/healthyplaces/healthyhomes.htm

[178] National Center for Healthy Housing, www.nchh.org/Home.aspx

[179] National Center for Healthy Housing, "Minnesota Green Housing Rehabilitation", www.nchh.org/Research/Minnesota-Green-Housing-Rehabilitation.aspx

- **Australian Remote Indigenous Accommodation (ARIA) Programme (Australia)**[180]
  - ARIA is a strategy of major reforms to help fix the indigenous housing problem particularly in remote Australia. Many Indigenous Australians, particularly in remote Australia, suffer from unacceptable levels of substandard housing, overcrowding and homelessness. Despite spending many billions of dollars through ATSIC's Community Housing and Infrastructure Programme (CHIP), little progress has been made.
  - The ABS Community Housing and Infrastructure Needs Survey (2001-06) showed that despite spending well over $1 billion in the last five years:
    - Indigenous housing stock increased only marginally (by 567 or 3 percent) to 21,854
    - the proportion of the housing stock needing major repairs increased from 19 percent to 23 percent.
  - ARIA will also provide assistance for Indigenous people to directly purchase new homes or to lease-purchase a home.
  - The Government will provide $293.6 million in new funding in the 2007-2008 budgets. This funding is in addition to the $380 million per year allocated already to indigenous housing. The strategy will run for seven years commencing in 2007-2008.

Emergency Housing

- **Community Rent Scheme (Queensland – Australia)**[181]
  - The Community Rent Scheme is a Queensland Government program administered by the Department of Housing. The scheme funds not-for-profit community-based organisations to provide short to medium-term accommodation to public housing applicants in severe and immediate housing need.
  - Recurrent funding is provided to subsidise accommodation for eligible applicants and to meet the cost of managing a service, including staff and administration costs.
  - This is a rent subsidy scheme. Tenants are accommodated primarily in properties head-leased through the private rental market. Some department-owned properties are also used. The objectives of the scheme are:
    - to provide housing which is affordable, appropriate, well-located and integrated into the broader community;
    - to develop housing options targeted to the needs of local communities and specific population groups;
    - to allocate housing on a needs basis; and
    - to increase the supply of rental housing targeted to low-income households and specific needs groups.

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[180] Department of Families, Housing, Community Services and Indigenous Affairs, www.facs.gov.au/internet/facsinternet.nsf/aboutfacs/budget/budget2007-07_indigenous_17.htm
[181] Queensland Department of Housing, "Community Rent Scheme", www.housing.qld.gov.au/programs/ch/support/scheme.htm

- The scheme is targeted at people on the public housing waiting list who have an immediate housing need. Target groups include:
  - young people;
  - Aboriginal and Torres Strait Islander people;
  - people with a disability;
  - single people; and
  - women and children affected by domestic violence.
- The scheme commenced in 1991. During 2003/2004, approximately 2,927 households were assisted with this program. The Queensland government reports that the scheme has reached its capacity and opportunities for new funding are limited.

- **Canberra Fathers and Children Service (CANFaCS) Inc. (Canberra – Australia)**[182]
  - Canberra Fathers and Children Service (CANFaCS) Inc. is a values-based community organisation working and advocating for social justice within a narrative and solution-focused framework. To further its values and goals, CANFaCS has as its objective the strengthening of relationships between men, their families and their communities through strategies and activities that address homelessness, domestic violence and the quality of men's family relationships and parenting skills.
  - CANFaCS recognises that separated and homeless men have particular support needs and that the quality of their ongoing relationships, especially with their children, can be greatly enhanced if these supports are available.
  - To address father's and children's immediate needs the service provides:
    - Access to safe and secure accommodation;
    - Outreach support to accommodated families and sole father families living elsewhere (outreach services include home visits or meetings in the community;
    - Inclusive and accessible service responses;
    - Dedicated children's workers;
    - A case management framework that is client-directed and focused on achievable outcomes;
    - Affordable, sensitive and respectful counselling, skills training and education;
    - Assistance to identify and access other services that may be of use; and
    - Assistance to re-establish a secure and stable base from which to develop independence and self-reliance, and into which it is safe to bring children.

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[182] Canberra Fathers and Children Service, www.canfacs.org.au/

- **Thomas House Temporary Shelter (California – United States)**[183]
  - *Mission: To provide a safe, supportive environment and resources necessary for homeless families with children to remain together while empowering them to become independent and self-sufficient.*
  - Thomas House was founded in 1987 by a group of private citizens for the specific purpose of helping homeless families with children.
  - The staff and volunteers work with families to assess their needs and assist them in setting goals that will lead to long-term changes in their lives.
  - The Thomas House Program assists families to become self-sufficient in the following ways:
    - Approximately fifteen families participate in a 6 to 9 month program. Families maintain or seek full-time employment, budget their income, pay bills and save 80% of their income after expenses.
    - Families make long-term goals and meet with a staff member weekly to discuss daily goals and finances and plan the actions necessary to prepare for a stable future.
    - Thomas House assists families with their transition to permanent housing. The staff encourages the graduate families to return to the shelter for classes and activities and to participate in the Resident Outreach Program.
    - Thomas House strives to keep parents and children together in an environment that will provide an opportunity for a new beginning.
  - Thomas House also provides the following services to help families become self-sufficient:
    - Case Management
    - On-site Employment Counselling through: job search assistance, resume writing, application completion, interview preparation, and provisions for business apparel
    - Housing and Transportation Assistance
    - Parenting and Life Skills Classes
    - On-site Individual and Family Counselling
    - Evening and Saturday Children's Program: homework assistance, art and crafts, birthday and holiday parties
    - Former Residents Outreach Program
    - Off-site Child Care
  - Thomas House has an active fund raising committee which has a program consisting of grant writing, fund raisers, newsletter solicitations, and contact with community and religious groups. Thomas House is a member of several collaborative groups which have been successful in obtaining funding for programs associated with the shelter. These efforts have been successful in the past and will continue in the future.[184]

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[183] Thomas House Temporary Shelter, http://www.thomashouseshelter.org/index.asp
[184] Thomas House Temporary Shelter, "About Us', www.thomashouseshelter.org/aboutus.asp

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