Auckland Plan 2050 Evidence Report

Homes and Places

June 2018

The Auckland Plan 2050 was adopted by the Auckland Council Planning Committee on 5 June 2018.

This document supports the Homes and Places outcome in the Auckland Plan 2050 as at June 2018. Please note that the Auckland Plan 2050 is a digital plan and may be updated from time to time. Please refer to the Auckland Plan website, www.theaucklandplan.govt.nz for the most up to date version of the full plan.

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1 Introduction

1.1 Purpose

The Auckland Plan 2050 sets out a comprehensive long-term 30-year strategy for Auckland's growth and development. The purpose of this paper is to inform, support and provide background material for the Homes and Places outcome in the Auckland Plan 2050.

This paper focuses on specialist knowledge and evidence related to the themes in the Homes and Places outcome primarily concerning housing and the places where people live. The information has been drawn from a wide range of sources including feedback from consultation with Aucklanders during two rounds of engagement in 2017 and public consultation in 2018. Key partners and stakeholders who have provided feedback include central government, mana whenua, mataawaka, community and environmental organisations, the private sector, professional bodies and industry associations. The evidence in this report has been gathered since the 2012 Auckland Plan was adopted and is current as at the date of publication of this document.

Overall, this paper provides background evidence for the strategic framework of the Homes and Places outcome.

This report is one of a set of interrelated background papers prepared to support the Auckland Plan 2050. The Auckland Plan 2050 sets the strategic direction for Auckland and collectively these evidence reports provide the foundational background information that also may assist in the future development of policy positions.

1.2 Homes and Places outcome

Adequate housing provided in a non-discriminatory way is a human right in New Zealand (Human Rights Commission, 2010). Good quality, secure and affordable homes located near good, reliable transport links is a foundation for households and society to function well. It also helps build strong, resilient communities. In Auckland's context, this means there is a need to ensure a variety of dwellings that meet Aucklanders' changing needs and preferences.

Auckland also needs to shift to a housing system that works for all Aucklanders, which it currently does not. This means ensuring that there are safe, secure and affordable homes of different typologies and tenure types. More Aucklanders are becoming unable to own their home. Others may choose not to own their own home, trading off home ownership for characteristics such as house size or location to amenities such as public transport and open space.

Auckland has a significant housing shortage. Housing needs to be delivered at an accelerated rates, and at higher densities. It needs to have good access to transport links, community facilities, and other public amenities.

The place where we live is as important as the home itself. It has been said that "places matter most" (Tibbalds, 2007). When the focus is on place, and how people will live there, we do everything differently. This means thinking about places in their entirety and building on social identity and cultural uniqueness to create attractive, accessible public realms in which people thrive. These places are an extension of the home, and as Auckland's population grows, it will become increasingly important that there are sufficient high quality, accessible, public places to meet residents' needs.

1.3   Relationship to other Auckland Plan 2050 outcomes

The Homes and Places outcome and other outcome areas (see table below) and the Development Strategy are inter-related and mutually reinforcing. It is the interdependence between the Homes and Places outcome and the other components of the plan that will achieve better housing outcomes.

Housing is a basic need. Poor housing outcomes will undermine other Auckland Plan 2050 aspirations. Lack of access to good quality, secure and affordable housing may create barriers for full participation in society (linking this to the Belonging and Participation, and the Opportunity and Prosperity outcomes).

The table below summarises the key relationships between the Homes and Places outcome and the Development Strategy and the other outcomes.

Table 1 Homes and Places outcome against other outcomes

Outcomes	Key relationships
Development Strategy	• A quality compact urban form with sequenced growth to accommodate the needs of increasing numbers of residents while ensuring Auckland's environment and ecosystems are valued and cared for • Feasible development capacity to enable the delivery of dwellings • Nodes and connections to complement a quality compact urban form and provide sufficient public places • Infrastructure requirements to accelerate and support delivery of dwellings and places
Belonging and Participation	• Healthy homes to improve health and wellbeing for all Aucklanders • Places that are responsive to people's needs • Social housing and secure tenure types to improve housing outcomes and address disparities, especially for those most in need • Sufficient public places that are inclusive and accessible to help achieve a sense of community • Places that reflect our local heritage, culture and identity through placemaking

Outcomes	Key relationships
Māori Identity and Wellbeing	• Enabling Māori to achieve their housing aspirations to advance wellbeing and grow intergenerational wealth
Transport and Access	• Easy and reliable access to opportunities and connections (work, play, education, social networks) provided for by the location of dwellings and features of place • Transport networks that can also function as public realm • Well-designed transport networks to manage transport modes and placemaking
Environment and Cultural Heritage	• Quality compact urban form and better development outcomes (for example, use of green infrastructure) to better manage growth pressures on the environment and protect the natural environment • Recognise and value our unique cultural identity, heritage and local character in our public places and spaces
Opportunity and Prosperity	• Key workers' ability to afford housing needs and preferences • Attracting and retaining a skilled workforce to help increase the rate of delivery of new dwellings

2   Context

This section presents the context of the Homes and Places
outcome. It comprises:

- an overview of the relevant content from the 2012 Auckland Plan direction (Section 2.1)
- a summary of relevant national and council policies, strategies, plans, and legislative requirements (Section 2.2)
- an overview of demographics and trends relevant to the outcome (Section 2.3)
- a summary of the main challenges and opportunities facing Auckland's housing over the next 30 years (Section 2.4).

2.1 2012 Auckland Plan direction – Homes and Places

The 2012 Auckland Plan discussed Auckland's housing in Chapter 11. Its strategic direction was to "House all Aucklanders in secure, healthy homes they can afford". The chapter had the following four priority areas:

- increase housing supply to meet demand
- increase housing choice to meet diverse preferences and needs
- improve the quality of existing and new housing
- increase the supply of affordable housing.

The 2012 Auckland Plan defined affordability as "a household's capacity to pay to rent or purchase a home without difficulty".

The plan signalled the current housing crisis, and identified the following reasons:

- a persistent under-supply of housing to meet demand
- a lack of housing choice
- poor-quality, unhealthy and overcrowded housing
- declining affordability and home ownership.

Auckland Plan 2050 retains the intent of the above priorities and directives across the following chapters in the 2012 Auckland Plan (see Figure 1):

- **Chapter 1 Auckland's People**
    - o   Priority 2: Improve the education, health and safety of Aucklanders, with a focus on those most in need
    - o   Priority 3: Strengthen communities
- **Chapter 2 Auckland's Māori**
    - o   Priority 1: Establish papakāinga in Auckland
- **Chapter 5 Auckland's Recreation & Sport**

- o Priority 2: Prioritise and optimise our recreation and sport facilities and public open space use and the capability of recreation and sport organisations

- **Chapter 10 Urban Auckland**
  - o Priority 1: Realise quality compact urban environments

- **Chapter 11 Auckland's Housing**
  - o Priority 1: Increase housing supply to meet demand
  - o Priority 2: Increase housing choice to meet diverse preferences and needs
  - o Priority 3: Improve the quality of existing and new housing
  - o Priority 4: Improve affordability and the supply of affordable housing

- **Chapter 12 Auckland's Physical and Social Infrastructure**
  - o Priority 2: Protect, enable, align, integrate and provide social and community infrastructure for present and future generations.

Figure 1 Homes and Places in the existing Auckland Plan

More emphasis is now placed on the housing system, the full tenure spectrum, and specifically (but not exclusively) rental tenure, given the increasing number and proportion of rental households in Auckland. This has led to a focus on the stability of housing tenure.

The 2012 Auckland Plan discussed public spaces, primarily in Chapter 10, Urban Auckland. This chapter had the following three priority areas:

- realise quality compact urban environments
- demand good design in all development[s]
- create enduring neighbourhoods, centres and business areas (currently addressed in the 2012 Development Strategy).

Public spaces and places are now included in the **Homes and Places** outcome.

2.2   Relevant national and council policies, strategies and plans, legislative requirements

Existing and future policies, strategies, plans, and legislative requirements play a role in how the Homes and Places outcome's aspirations will be delivered.

The key acts that guide land use planning for housing are the Resource Management Act 1991 (RMA), the Local Government Act 2002 (LGA) and the Building Act 2004.

The RMA seeks to ensure that the process of making land developable does not occur at the expense of the natural environment. The act influences the delivery of a quality compact urban form and accelerating quality development at scale.

The LGA guides matters relating to funding growth-related infrastructure which supports having the right infrastructure in place. The LGA does this through development contributions which allow the council to require a payment for growth-related infrastructure from those who required that capital expenditure to be undertaken.

The Homes and Places outcome is in part about accelerating the construction of quality new dwellings. This includes using new techniques and embracing opportunities presented by, for example, disruptive technology (Easen, 2017). Any new techniques would be The Building Act 2004 sets out minimum standards for building to ensure whatever is built is durable and safe for use.

The Homes and Places outcome is also about achieving better housing outcomes across the housing continuum. This includes the quality of the existing housing stock and security of tenure. Legislation that guides this includes the Unit Titles Act 2010, the New Zealand Residential Tenancies Act 1986 and the Healthy Homes Guarantee Act 2017. In addition, central government has committed to establishing a national urban development agency that will allow large-scale projects to be built more quickly.

Specific to Auckland, the Auckland Unitary Plan sets out the rules for creating a higher quality and more compact urban form, including types of housing and where it can be built. The Future Urban Land Supply Strategy integrates planning with infrastructure readiness and provides greater clarity and certainty for future development of needed housing. In addition, the Mayoral Housing Taskforce Report has a suite of recommendations for future implementation, including developing at scale, unlocking the availability of land with appropriate zoning and infrastructure, and enabling efficiency and innovation in consenting and risk management.

Appendix 1 provides greater detail regarding relevant policies, strategies, plans and legislation.

2.3   Demographics and trends pertinent to Homes and Places

Auckland is New Zealand's largest and most populous city. Over 1.6 million people call Auckland home. That number is expected to increase to around 2.4 million people over the next 30 years.

Auckland's population is also becoming increasingly diverse. As a city, Auckland has the world's largest Polynesian population (Immigration NZ, 2018).

This trend is expected to continue, with "super-diversity" becoming Auckland's new reality (Massey University, n.d.). Pacific people and residents of Asian ethnicity are both projected to increase significantly.

Auckland's population is also ageing. Over the next 30 years an increasing number and proportion of people will be aged 65 years and over. The changing living patterns will have implications for the types of dwellings that will be required. As the ageing population retires from active paid employment and becomes dependent on a pension, they may experience housing affordability issues. This challenge is compounded by the fact that greater numbers of older Aucklanders are renting (Reid, 2017a).

These trends mean that Auckland needs more dwellings to be delivered faster. At the same time, a variety of dwellings will be needed to meet Aucklanders' changing needs and preferences. Aucklanders' living arrangements are also changing. The percentage and number of households in rentals is increasing – and this trend is likely to continue – while owner-occupiers are decreasing (Stats NZ, 2016a).

In response to the need to increase the supply of dwellings, the number of residential dwellings has risen steadily since 2011 (Auckland Council, 2017a). However, not enough high-density dwellings are being consented, and there is a time lag between when consents are issued and dwellings built (Ministry of Business, Innovation and Employment, 2017a). This trend is likely to continue.

2.4   Challenges and opportunities

Auckland currently contributes over half of New Zealand's growth, 38 per cent of gross domestic product and 34 per cent of population. Over the next 30 years. Auckland's population could increase by another 720,000 people. This could mean another 313,000 dwellings and 263,000 jobs being required over that period. This growth is an opportunity for Auckland and New Zealand to enhance national prosperity and life chances.

This growth also contributes to challenges to deliver:

- sufficient quality housing supply
- high quality housing
- affordable housing
- better quality, multi-functional public places.

The combination of these challenges has resulted in a housing crisis. The socio-economic consequences of this range from reduced economic productivity to poor health outcomes.

2.4.1 Lack of housing supply

In the post-war boom from the 1950s to the 1970s, when New Zealand experienced high population growth from migration and people starting families, an average of over eight homes were built per year for every 1000 people. Since the 1980s, the build rate has only been around five homes per year per 1000 people. This has contributed to house prices and rents increasing faster than New Zealanders' incomes since the early 1990s (Office of the Mayor of Auckland, 2017).

Coupled with high population growth, house price inflation has been more pronounced in Auckland. Auckland's inability to supply enough dwellings to keep up with demand has worsened in the past 15 years. In addition, the current housing stock does not meet the needs and preferences of a number of Aucklanders.

Housing that does not meet people's needs may significantly undermine their housing outcomes. Māori, for example, require housing that is designed to accommodate visitors and whānau on a permanent basis. This may include papakāinga, which is housing built on Māori land (Ministry of Business, Innovation and Employment, 2014).

Some of the more significant components of the housing supply challenge (past and present) include (not exhaustive):

- historic underinvestment in infrastructure coupled with the financial inability to provide all the needed infrastructure at once
- fragmented land ownership
- zoning rules that have not supported the higher density needed
- cumbersome consenting processes
- high cost of building materials
- labour intensive and costly construction methods.

The Auckland Unitary Plan has enabled sufficient feasible development capacity for approximately 331,000 new dwellings. Further, Auckland Council's Consenting Made Easy programme was introduced in 2016 to provide a faster, more streamlined process for consent applications. Nonetheless, other initiatives and interventions will be required to deliver more housing more quickly. There is now an opportunity to consider new approaches.

Opportunities exist in:

- enabling at-scale development that delivers many homes
- improving access to finance for developers and builders (or even helping de-risk projects)
- enabling alternative ways to fund infrastructure provision
- enabling new and innovative building techniques and methods

- making it easier to source affordable building materials without compromising quality.

2.4.2 Lack of quality housing

Auckland's existing housing stock is poorly constructed and inadequately insulated (Howden-Chapman, 2004; Buckett, Jones & Marston, 2012). There is an opportunity to improve the quality of housing stock by undertaking renovation and/or redevelopment of housing, such as rental properties and the social housing stock. Doing so is important because poor quality homes result in negative socio-economic consequences like poor health outcomes (Asher et al., 2015) and higher household expenditure. Improving the quality of the existing housing stock will likely result in financial savings for our public health care system through savings from lower incidences of health issues (relating to poor quality housing) requiring treatment (Archer et al., 2016). Improving the quality of existing homes will involve the use of incentives as well as (legislative) directives.

2.4.3 Lack of affordable housing

Auckland is also facing a serious housing affordability challenge for renters (both private and social housing) and owner-occupiers. Auckland is one of the least affordable cities in the world to buy a home (Eaqub, 2014). House prices and rents in Auckland have risen faster than income levels. This has resulted in a substantial increase in the cost of housing as a proportion of a household's spending (Eaqub, 2014).

Government has begun to recognise this challenge. The Housing Accords and Special Housing Areas Act 2013, for example, was a legislative response to address housing supply and affordability. In late 2017 the government established KiwiBuild, a $2 billion programme that aims to build 100,000 affordable homes for first home buyers over the next 10 years. Half of them will be built in Auckland (Ministry of Business, Innovation and Employment, 2018).

The housing affordability challenge is significant because more Aucklanders are renting, and for longer. Almost half of Auckland's children live in rental accommodation (Goodyear & Fabian, 2014). This is important because rental accommodation is of lesser quality and disadvantages those unable to enter the housing market.

There is an opportunity to look at different tenure types, particularly for those most in need to ensure secure and affordable homes for all. There is also the opportunity to tighten legislation to address matters like balancing the needs of tenants and landlords.

2.4.4 The role of public places

The third overarching challenge is providing enough high quality, multi-functional, accessible public places. As more residents live in a compact urban environment, it is important that Auckland has well-designed public places and spaces that act as an extended living room and offer respite from the pressures of daily life. They need to be high quality urban environments that reflect our culture and identity as well as local character and built heritage through placemaking.

The demand for more public places, with more diverse uses, will likely continue to increase as Auckland's population increases. In addition, acquiring new parks and public spaces is expensive.

There is, nonetheless, an opportunity to use public land in a transformational way to create multi-functional, adaptable urban places that work for people. This can include the following:

- using existing public places and spaces as effectively and efficiently as possible
- considering all publicly owned land as potential public space, including roads
- adopting universal design principles so they are equitably accessible to all people across all ages and physical abilities[1]
- contributing to a more environmentally sustainable, resilient city.

Thinking about the 'life between buildings' and the 'human scale' will help to come up with practicable and optimal solutions for urban placemaking (Gehl, 2010). This will ensure that public places are flexible and adaptable in the future and will be better able to perform multiple functions.

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[1] Universal design is design that is accessible for everyone, whereas accessible design is design that is design whereby with the needs of people with disabilities are specifically considered.

3   Homes and Places Evidence

This section presents the supporting evidence for the Homes and Places outcome of the Auckland Plan 2050. The evidence covers the following areas:

- Auckland's housing challenge
- The positive benefits of a quality compact urban Auckland
- The current housing shortfall
  - the need to accelerate quality development at scale to support delivery of housing
  - current funding and financing constraints and requirements
  - the lack of construction sector capacity and capability
- Housing affordability
- Housing wealth and increasing social inequality
- Māori and housing in Tāmaki Makaurau/Auckland
- Housing quality
- How poor quality housing affects health
- Why security of tenure is fundamental for housing
  - the range of tenure types, models and the housing continuum
  - the implications for increased renting in Auckland
  - household crowding
  - homelessness

3.1   Auckland's housing challenge

A secure and healthy home is the basis for a safe, secure life, and provides a foundation for building strong, resilient communities. However, Auckland's current housing system does not work for many Aucklanders. Housing is increasingly unaffordable with rents outstripping wage and salary growth (Eaqub, 2014). This forces people to make trade-offs that may compromise their overall wellbeing. This has led to an ongoing shift in tenure security, with home ownership continuing to decline. Particularly for those aged 40 years and below, renting is now a life-long proposition (Eaqub & Eaqub, 2015).

People's housing choices are limited to what is affordable, although this may not always be appropriate, well-located, safe, or secure (Yeoman & Akehurst, 2015). A lack of affordable housing[2] has increased housing related stress. Increasing numbers of people are living in poor housing conditions, becoming homeless, or living in overcrowded accommodation. Government has indicated its concern about affordability for both home owners and renters because of the impacts on people's ability to enjoy adequate living

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[2] The internationally accepted definition of affordable housing, rented or owner-occupied, is spending no more than approximately 30 per cent of gross income on housing.

standards, and on their ability to achieve good lifetime outcomes (Ministry of Business, Innovation and Employment, 2017a).

Auckland currently has a significant housing shortfall of approximately 45,000 (Ministry of Business, Innovation and Employment, 2017a). Housing is not being delivered at the scale and pace needed to meet demand. While the Auckland Unitary Plan has enabled more development capacity, there are persistent challenges associated with funding the necessary bulk infrastructure needed before housing can be built. Further, the construction sector does not have the capacity or capability required to address the shortfall (Coleman & Karagedikli, 2018).

As Auckland's population changes and grows, more people will be using urban places such as parks and open space. These places, and the spaces between that become an extension of the home, will become increasingly important. They will need to be multi-functional, high quality, and accessible, to meet Aucklanders' changing needs and preferences.

Aucklanders have identified the local environment as the most important quality regarding housing, followed by individual property features (Yeoman & Akehurst, 2015). Creating places and placemaking through inclusive urban design nurtures the physical, social, environmental, and economic health of urban and rural communities, and builds successful cities (MacKenzie, 2015). Auckland will need to create communities with accessible, high-quality built urban form and good urban design (Office of the Mayor of Auckland, 2017). Unique to New Zealand is the cultural value and identity of Māori. Māori urban design is therefore an important feature of our cultural landscapes, sites and taonga located in the public realm.

3.2 Quality compact urban Auckland

Auckland's land use patterns and use of urban space will continually change to accommodate the needs of increasing numbers of residents. This is a process that shapes the urban form over time and unfolds as areas become activated, and more activities and buildings are added (Sevtsuk, 2012). Cities characterised by intense, mixed land use are recognised as having advantages such as proximity to a wider range of employment opportunities that allow them to be 'great' (Savitch, 2010).

A quality compact growth model has been adopted for Auckland as part of the Auckland Unitary Plan. This is to ensure that the urban environment accommodates new residents through housing and social and physical infrastructure. The quality compact model also allows for more intensive living and working environments, and for more housing to be built around or near good transport options (Department of Internal Affairs, 2017). Additionally, the model supports the provision of infrastructure in a cost effective and efficient way. This also ensures that Auckland's environment and ecosystems will be valued and cared for, recognising that soils and water are 'natural capital' and an asset that need to be maintained and protected to continue to support a variety of land use options (Rohani & Kuschel, 2017).

A quality compact urban environment has wider social and economic benefits, with housing playing a role in the performance of our urban areas (Ministry of Business, Innovation and Employment, 2017a). The Fort Street shared space in Auckland's CBD is an international exemplar of creating better places in a compact urban environment. The precinct was transformed into a shared space in 2013 to provide more pedestrian space, outdoor commercial activities, and a safer, more aesthetically pleasing environment. This is an example of how a distinctive public space in a compact urban environment can be better integrated with the surrounding street network and have more pedestrian activity (Auckland Council, n.d.).

3.3 Housing supply

There are currently about 540,000 dwellings dispersed throughout Auckland. Around three quarters of these are stand-alone dwellings. The remainder comprises terraced housing and an increasing number of apartments. At today's rates of population growth and household occupancy, Auckland will likely require another 320,000 dwellings to be built by 2048. These will need to be a broader mix of housing types of different sizes and at different price points.

The housing market has not provided the range and mix of housing that residents need (Yeoman & Akehurst, 2015). A study undertaken in 2015 revealed that there is a mismatch between the current supply of dwelling typologies and what residents would choose. As of November 2017 detached dwellings remained the dominant type of houses consented (see Figure 2) (Auckland Council, 2017a).

There is a significant under-supply of units and apartments outside the central areas, and an oversupply of apartments in the Auckland central area (Yeoman & Akehurst, 2015; Auckland Council, 2018a). This requires residents to make trade-offs around housing size, location, and types. As of June 2018 just over half of the consented dwelling units were detached houses, 21 per cent were apartments and 26 per cent were townhouses and similar kinds (Auckland Council, 2018a).

Auckland had the highest ratio (44 per cent) of multi-unit dwelling consented for in 2015 in New Zealand, with half of all consents forecast to be multi-unit by 2020. However, much of what is being built is at the higher priced end of the market, and not necessarily affordable for many residents.

Figure 2 Auckland Council Building Consents (1991 – 2018 (Annual April))
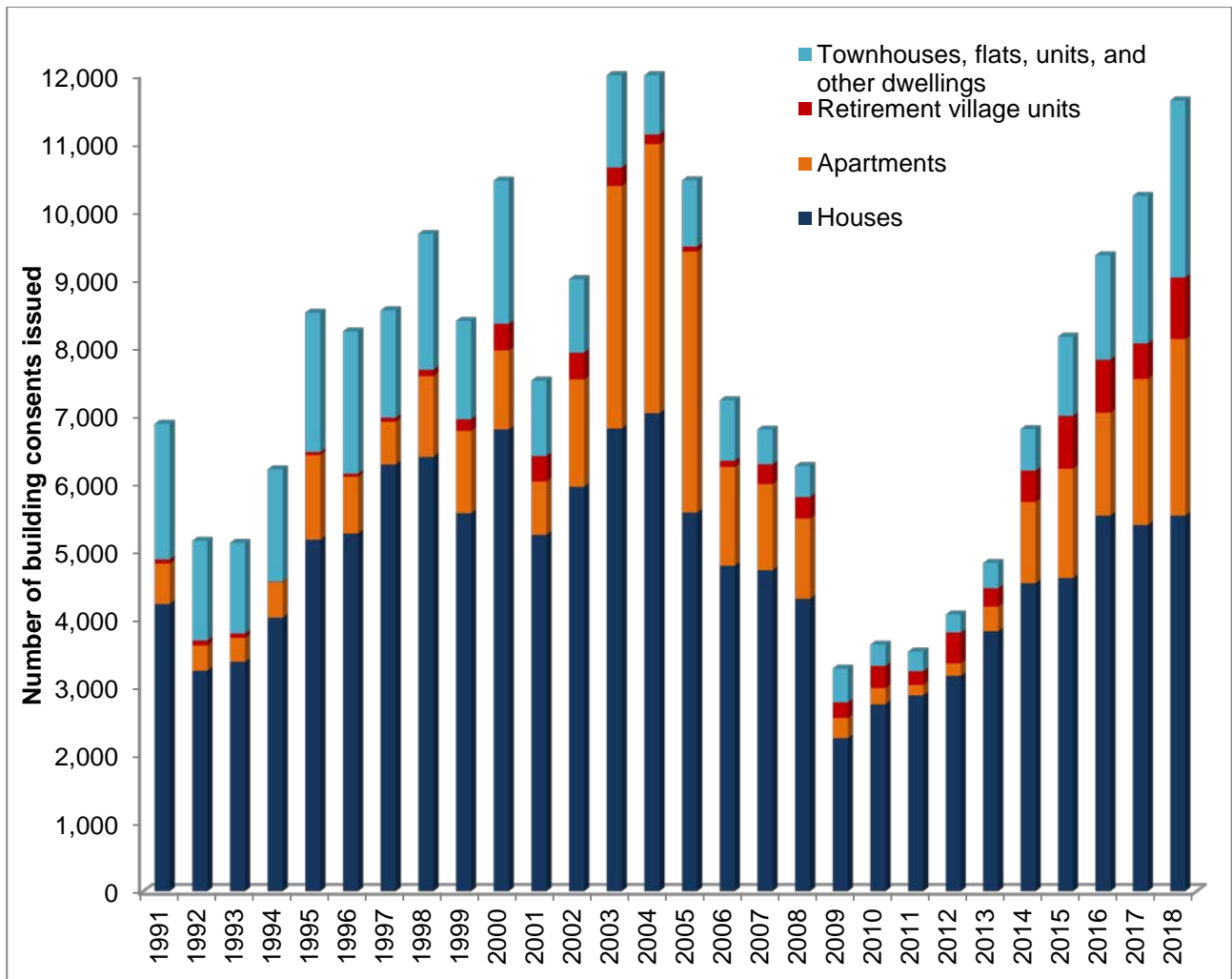
[3] Data sourced from Stats NZ (Infoshare)

3.3.1 Accelerating quality development at scale

The Auckland Unitary Plan has enabled the development capacity needed. However, new housing in Auckland is not being delivered at the scale and pace necessary to meet anticipated need. Auckland's fragmented land ownership is a barrier to allowing for more efficient larger scale redevelopments (Fredrickson, Fergusson & Wildish, 2016). Amalgamating land parcels to allow for at-scale development can assist to achieve the housing outcomes Auckland needs. This is a more efficient and cost-effective way to align infrastructure and focus investment in areas of highest population density for those most in need.

3.3.2 Funding and financing

The housing that Auckland will need requires significant bulk and other infrastructure. To deliver the Future Urban Land Supply Strategy, bulk infrastructure is required to develop

[3] Data sourced from Stats NZ (Infoshare). (2017). *Table: Building consents by region (Annual-Dec.).* http://archive.stats.govt.nz/infoshare/ViewTable.aspx?pxID=89d50232-8065-48c6-8109-74d76fb5663b

the newly developable land. Likewise, existing infrastructure may require upgrades, relocation, or increased maintenance costs, as well as responding to environmental impacts such as sea level rise and flooding.

The total cost of bulk infrastructure needed to service greenfield areas over the next 30 years across the Auckland Council and Crown agencies is approximately $20 billion, 90 per cent of which has not yet been funded (Auckland Council Chief Economist Unit, 2017b; Chitale, 2017). Existing urban areas and development of new urban areas expected to cost an additional $10 billion to bring the total capital expenditure to $30 billion (Auckland Council, 2018b).

There are funding constraints to pay for both the newly zoned greenfield land through the Auckland Unitary Plan, as well as the necessary maintenance and upgrades for infrastructure in existing urban areas.

3.3.3   Construction sector capacity and capability

Since the early 2000s, the building sector has not kept pace with the demand for housing. This has contributed to the current lack of housing supply. New housing development has lagged behind population growth (Office of the Mayor of Auckland, 2017). New Zealand's fragmented building industry is dominated by small independent operators constructing bespoke homes out of expensive building materials (Ministry of Business, Innovation and Employment, 2013; New Zealand Institute of Economic Research, 2014). Housing cycles have peaks and dips. Unfortunately, the New Zealand construction sector capacity and quality is shallow, not agile, and has neither the capacity nor the skills needed to meet current demand. A substantial change in how new housing is delivered is needed (Norman, 2017).

The demand for building coupled with the shortage of qualified builders has also led to an increase in the cost of building, and growing concerns about an influx of unqualified builders (Taylor, 2016). Increasingly, significant industry quality issues in the construction and building sector have impeded quality and supply of housing development. This requires a greater focus to be placed on promoting quality housing design and lifting compliance levels.

New Zealand's small and dispersed population with relatively low demand for construction services and building materials also makes it difficult to generate economies of scale (Ministry of Business, Innovation, and Employment, 2013). As a result, new entrants for this market are usually unable to produce materials at a scale. Even dominant companies depend to some extent on imports to achieve economies of scale (Chitale, 2015).

The cost of building materials remains high, and New Zealand increasingly imports poor quality building materials such as steel at inflated prices (Ministry of Business, Innovation and Employment, 2017b). This has cost implications for the building sector and individuals, which has been passed on to the end user.
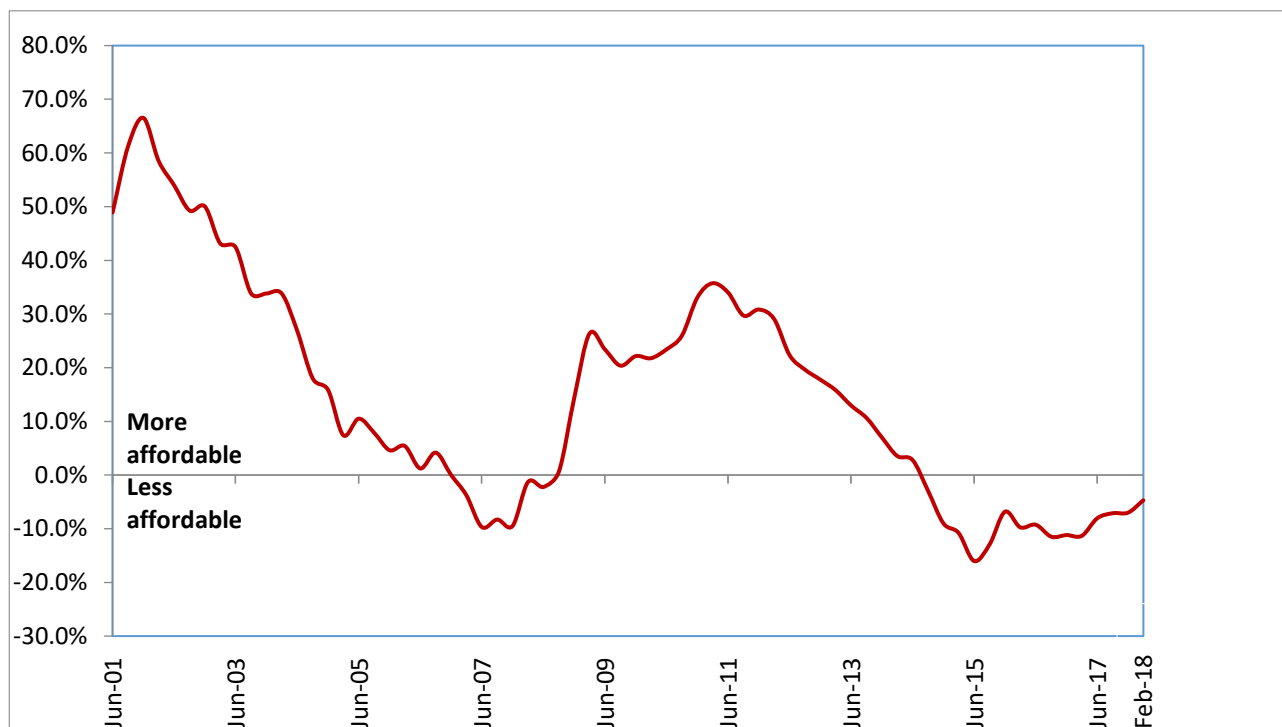
3.4 Housing affordability

Auckland's housing shortfall and the growing unmet demand has contributed to the levels of housing affordability. Access to housing that is affordable is declining more rapidly than anticipated since the 2012 Auckland Plan. Housing and housing affordability (owning and renting) are critical to stability, social cohesion and equity.

The median house price in metropolitan Auckland is around ten times greater than the median household income (Auckland Council Chief Economist Unit, 2017a). Ideally it would not be more than three times greater, which has been considered the threshold for affordability (Robinson, Scobie & Hallinan, 2006)[4]. Auckland has the highest median rent and is less affordable to rent in than any other region in New Zealand. The surge in house prices is primarily due to the supply shortfall compared to demand. This has been compounded by the ongoing desire to live and invest in Auckland, and relatively easy access to credit compared to other types of investments (Auckland Council Chief Economist Unit, 2017a).

Affordability is more than just the price of a home. It includes other housing-related costs, (e.g. rent or mortgage payments, heating and transport), whether people own or rent their home. Auckland Council's serviceability affordability model (SAM) measures household incomes, interest rates and deposit requirements (see Figure 3). The model shows that affordability has reduced over the past 15 years, with the lowest point in June 2015 (2017a).

**Figure 3 Serviceability affordability model (SAM) June 2001 – February 2018**

Source: Auckland Council's Chief Economist Unit; Real Estate Institute of New Zealand; Reserve Bank of New Zealand

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[4] Internationally, affordability has been defined as households spending less than 30 per cent of their budget on housing, Experts are now defining affordability as spending less than 45 per cent of their budget on housing and transport combined, recognising the actual costs of running a household (Litman, 2018).

Most recently, Auckland house prices relative to incomes have risen sharply, increasing by 52 per cent between 2011 and 2015 (Kendall, 2016). By September 2017 the median sale price for a dwelling in Auckland was $852,000 (up from $520,000 in September 2012). In comparison, the national median sale price for a dwelling was $562,000 (Real Estate Institute of New Zealand, 2018).

Figure 4 Average and median residential sales price from 2013 to 2018 (first quarter)
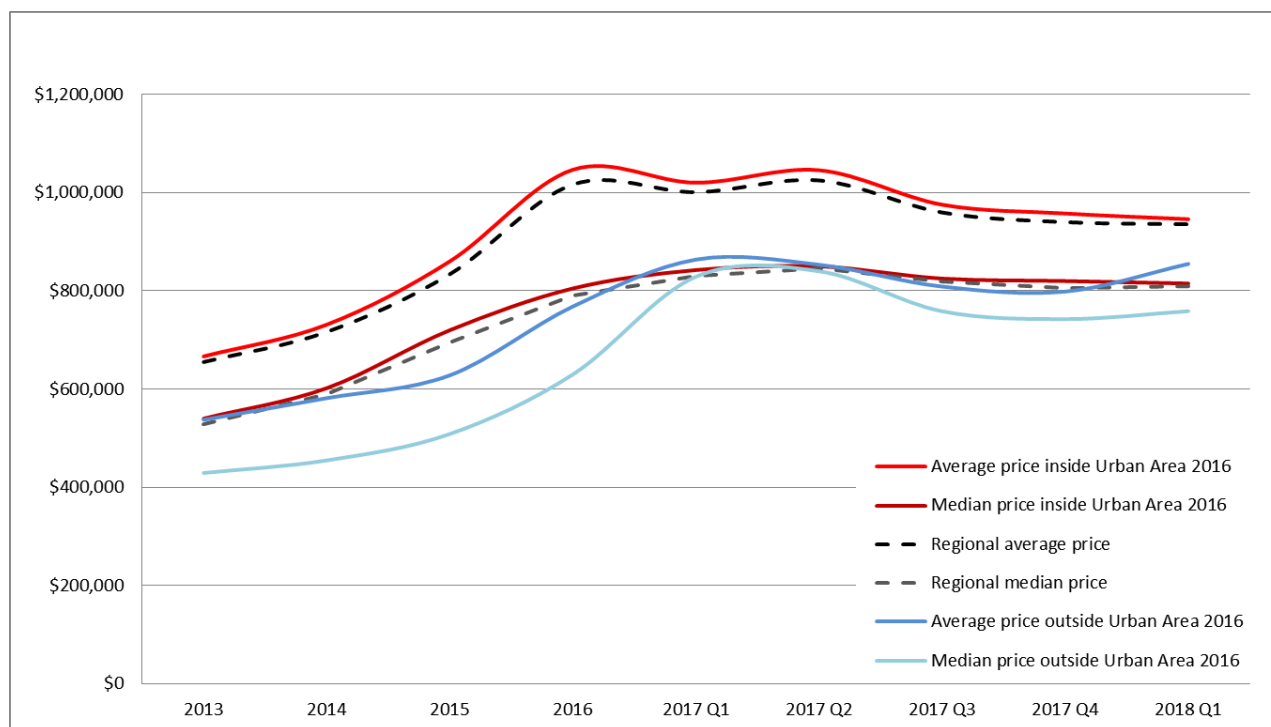
Source: Auckland Council

The price of private rentals has risen by approximately 25 per cent between 2012 and 2017 (Johnson, 2017a). Some of the reasons include:

- home ownership is beyond the reach of even well paid skilled workers, so more people are renting and for longer
- an increasingly large pool of tenants means landlords can afford to be selective and justify higher prices
- a shortage of good quality rental housing that meets Aucklanders' preferences
- investors seeking a profit on their investment (that is, buying at high prices means high rents to cover costs).

Many Aucklanders are finding it increasingly challenging to find safe, secure, housing that is affordable. Most affected groups include Māori and Pacific peoples, low income working families, sole parents, young people, LGBTIQ (lesbian, gay, bisexual, transgender/transsexual, intersex and queer/questioning) youth (Reid, Lysnar & Ennor, 2017; Affordable Housing Policy Team, Auckland Council, 2017), financially vulnerable ageing residents (Mills et al., 2015), and key workers (Tuatagaloa, 2017).

3.5 Housing wealth and increasing social inequality

Since 2001, there have been significant drops in home ownership for Aucklanders aged in their 30s, 40s and 50s (Goodyear & Fabian, 2014). One survey suggests 47 per cent of Auckland first home buyers received financial help from family members between 2010 and 2015 (Barfoot & Thompson, 2015).

Social cohesion and equity is at risk as the wealth inequality of home owners and renters increases (Joynt, 2017). Renting is no longer a short-term step before home ownership. It is becoming a long-term housing solution for many, and the number of lifelong renters is likely to increase (Eaqub & Eaqub, 2015). Lifelong renters have fewer opportunities to generate wealth on the scale of owner-occupiers, reinforcing economic and social division. This is exacerbated by speculation in the real estate market, which pits investors against first-home buyers and has underpinned price increases that have significantly outstripped wage and salary growth.

The long-term social and economic policy consequences are unknown. Enjoying a financially comfortable retirement in New Zealand is typically predicated on home ownership. Without this the costs of renting on fixed incomes may place increasing pressure on the government for housing and financial support.

Around 70 per cent of New Zealand's net wealth is held in housing (Johnson, 2015). It is the preferred mechanism for holding wealth (Child Poverty Action Group, 2014). However, this wealth is not distributed evenly. The wealthiest 20 per cent of households hold about 70 per cent of total household wealth. In contrast, the 40 per cent least wealthy households hold 3 per cent of total wealth (Stats NZ, 2016b). Current owner-occupiers and landlords in New Zealand have benefitted the most from rising house prices in Auckland.

With lower rates of home ownership than other Aucklanders (Stats NZ, 2016a), Māori and Pacific peoples are less likely to have the same opportunities for intergenerational wealth accumulation (Joynt, Tuatagaloa, and Lysnar, 2016; Lysnar, Tuatagaloa, & Joynt, 2016; Te Puni Kōkiri, 2017a).

The implications for children growing up in the rental sector include instability and frequent moves, sometimes with changes of school (Asher et al, 2015). This can impact on their development and educational achievement (Wynd, 2014).

As lower income groups are pushed further onto Auckland's periphery in search of affordable housing, the most vulnerable Aucklanders are impacted the hardest by unaffordable housing. Gentrification in traditionally working class neighbourhoods is also increasingly pushing those on lower incomes further out to Auckland's peripheries, where amenities and transport are less developed (Friesen, 2009). This has resulted in lengthy travel times to employment, financial stress, overcrowding, and homelessness.

Clear patterns of residential segregation based on socio-economic differences are already a feature of Auckland with median personal incomes markedly different by local board

area. Spatial segregation based on income "is one of the greatest dangers threatening the sense of community" (Calavita & Mallach, 2010).

3.6 Māori and housing in Tāmaki Makaurau/Auckland

Māori in Tāmaki Makaurau/Auckland have experienced housing stress over many years. There is a need to support Māori to meet their specific housing needs and aspirations (Johnson, Howden-Chapman, Eaqub, 2018; Ministry of Business, Innovation and Employment, 2014). Māori have higher than average rates of household crowding, lower than average home ownership rates and less stability due to higher than average rates of renting (Lysnar, Tuatagaloa & Joynt, 2016; Te Puni Kōkiri, 2017a). There is a need to invest in and support Māori to meet their specific housing aspirations. Papakāinga housing in both rural and urban areas may be a part of these aspirations (Palmer, 2016; Te Puni Kōkiri, 2017a; Te Puni Kōkiri, 2017b).

Māori are not a homogenous group, and the variation in deeply embedded cultural values regarding housing may vary between iwi, hapū, and whānau. In addition, mana whenua, mataawaka, and taura here[5] may have different ancestral rights and housing aspirations (Lysnar, Tuatagaloa & Joynt, 2016).

Māori aspire to housing that better meets their needs, which may include home ownership and papakāinga (Stats NZ, 2016a). However, historical land confiscation and the shift from rural to urban areas in the 1950s and 1960s have had repercussions for Māori. This has contributed to lower rates of home ownership and less opportunity for intergenerational wealth accumulation and the socioeconomic outcomes that owning a home provides (Te Puni Kōkiri, 2017a).

Māori currently have lower home ownership rates than those of European/Pākehā and Asian ethnicities. This has increased significantly in the last 25 years (Lysnar, Tuatagaloa, & Joynt, 2016). Among those of Māori descent, about 29,820 (or 27%) owned or partly owned their own home as at the 2013 Census (Stats NZ, 2018). Between 1991 and 2013 the number of Māori living in an owner-occupied dwelling in Southern Auckland declined by 37 per cent (Stats NZ, 2016a). Māori also experience higher rates of renting, overcrowding, and less stability than other households in Tāmaki Makaurau.

3.7 Housing quality

There is significant evidence that much of Auckland's existing housing stock is of poor overall quality. This is due to low levels of insulation, poor ventilation, lack of energy efficient heating and cooling options, and use of poor construction materials (White et al., 2017; Buckett, Jones, & Marston, 2012; Rankine, 2005; Bennett et al., 2016 in Joynt, 2018).

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[5] *Taura here* is a Māori term defined as binding ropes, urban kinship group, domestic migrants, or kinship link. The term is sometimes used for tribal members in the city who join *taura here* groups to help to retain their identity and links back to their tribal homelands.
http://maoridictionary.co.nz/search?idiom=&phrase=&proverb=&loan=&keywords=taura+here&search=

The BRANZ 2015 Housing Condition Survey carried out every five years found that rental housing stock is of poorer quality, with higher rates of mould and damp, more defects, and an overall lower level of maintenance and repair (White et al., 2017). In 2018 Stats NZ will begin to collect information on housing quality related to access to basic amenities, a dwelling dampness indicator, and a dwelling mould indicator (Stats NZ, 2017a).

3.8 Health and poor quality housing

Housing is one of the key modifiable determinants of health. Healthy homes are well-insulated and ventilated, safe, clean, well-maintained, and not over-crowded (Michigan Department of Health & Human Services, n.d.). They should also be accessible to people of all abilities using universal design principles.

Inadequate, poor quality housing can have far reaching impacts on health outcomes.

People who live in unhealthy homes have increased risk of contracting a range of serious and avoidable illnesses such as meningitis, rheumatic fever and pneumonia (Environmental Health Indicators New Zealand, 2018). They also have a heightened risk of physical injury, depression, and other forms of mental illness. Health risks are often exacerbated by the fact that people who live in unhealthy homes are more likely to have to make trade-offs between housing costs and decent food, heating, health services, and other necessities of life.

Poor quality housing is a driver of hospitalisation with cold and damp houses linked to the following diseases: asthma, respiratory infections, rheumatic fever, pneumonia, bronchiectasis, tuberculosis and cardiovascular disease (Environmental Health Indicators New Zealand, 2018).

Declining rental affordability and competition for good quality stock means the most vulnerable Aucklanders are more likely to be in sub-standard and poor quality housing. Lower income households, older persons, and children are among those who experience the worst effects of inadequate housing. Children are particularly vulnerable because they spend more time indoors and have immature immune systems. Illnesses related to poor quality housing are increasing in number and severity, with serious long-term consequences and disability, compounding existing inequalities (St. John & Wynd, 2008). There is also evidence that living in a privately owned rental home in New Zealand exposes children to an environment where there are fewer household safety strategies in place such as working smoke alarms and fenced outdoor play areas (Berry et al., 2017).

Unhealthy housing in New Zealand is linked to a range of poor health indicators, with uneven distribution across different groups. Māori, Pacific, and Asian (MPA) are at greater risk of hospitalisation and death from preventable housing related disease. Hospitalisation rates for Māori aged 15-29 years for bronchiectasis, for example, are 14.5 times higher than for non-MPA. Further, Pacific peoples were 8 times more likely and Māori 4.4 times more likely to be hospitalised than non-MPA (Barnard & Zhang, n.d.).

3.9 Security of tenure

Fundamental to safe, secure housing is secure tenure. Secure tenure is housing in which tenants are protected from unfair forced eviction, harassment and other threats including predatory redevelopment and displacement (Human Rights Commission, n.d.). Government recently recognised that "everyone is better off if households who do not own their own home are still able to rent quality homes at affordable prices with secure tenure, and in a way that does not unduly impact their quality of life or their access to opportunity" (Ministry for Business, Innovation and Employment, 2017a).

The Residential Tenancies Act 1986 defines the rights and obligations of tenants and landlords. By international standards the legislation is weak and provides tenants with few rights in comparison with other OECD nations. Sweden, the Netherlands, and Germany, for example, have well-established rental sectors with high levels of legislative protection for tenants (OECD, 2011).

The frequency of moving to other accommodation is higher in the rental sector. In 2013, 35 per cent of renters had lived in their home for less than one year, compared with 14 per cent who owned their own home (Goodyear & Fabian, 2014). This transience affects people's stability, and their ability to be part of a resilient, cohesive community. Seniors and school age children are particularly affected by transience in the rental market.

Increased demand for rental property means landlords may be unwilling to make accessibility modifications which allow seniors to continue with their tenancy. There may also be challenges keeping up with rent increases, requiring households to move more frequently in search of affordable housing.

For seniors, moving to new areas without connections can lead to isolation and security concerns. The World Health Organization recommends that people age in place. This means remaining in their homes and communities for as long as possible. Familiar surroundings can help older people continue to feel safe in their environment and part of a community. (World Health Organization, 2007 and 2015). This includes the physical environment, as well as the socio-cultural aspects of community engagement and support (Reid, 2017a).

A lack of stable, affordable accommodation may disadvantage children. Of children in Auckland rented households, 28 per cent of five to nine year olds, and 25 per cent of 10 to 14 year olds, had moved at least once in the past year at the time of the 2013 Census. By contrast only 12 per cent of five to nine year old children in owner-occupied households, and ten per cent of 10 to 14 year olds, had moved during the previous year (Goodyear & Fabian, 2014). While not the sole contributor, there appears to be a link with impaired school achievement (Wynd, 2014). Transience also makes it more difficult for children to build friendships and social relationships, further impacting on their sense of belonging and levels of participation and success (Bull & Gilbert, 2007).

3.9.1 Tenure types, models and the housing continuum

In addition to the shortfall in housing stock, the range of tenure types for existing and new housing in Auckland is insufficient (Ministry of Business, Innovation and Employment. (2017a). Increasing dependence on emergency or temporary accommodation creates levels of dependence that are less secure and are costly for wider society. Emergency housing and transitional housing, for example, cost New Zealand over $21 million between January and September in 2017 (New Zealand Government, 2017). When households have greater financial independence, they require less support paying for housing, which helps to achieve national social and economic objectives and reduce government expenditure (Ministry for Business, Innovation and Employment, 2017a).

The housing continuum is a concept to describe the broad range of housing responses across different tenure types, from emergency housing to private ownership. It also assists to identify levels of dependence of financial support required by community housing providers and/or government, and where government and other organisations may need to play a role in providing homes to meet a range of housing needs (Community Housing Aotearoa, n.d.). For Community Housing Aotearoa, the continuum is understood as a pathway for households to move between tenure types.[6] The continuum is not necessarily linear, and households can move between the tenure types depending on their life circumstances and housing needs at a particular point in time (Social Housing Taskforce, 2009).

Figure 5 The housing continuum

The housing continuum includes the following tenure types from greatest to least housing related support required by a household:

- emergency housing - temporary housing for overnight accommodation and short-term stays of around 12 weeks
- social housing - subsidised rental accommodation provided by the government or community housing providers, with support services as needed
- assisted rental housing - rental housing usually made available below market rent levels and usually part funded by the government through the accommodation supplement

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6 Community Housing Aotearoa (CHA) is the peak body for New Zealand's community housing sector. CHA's membership of approximately 100, comprises community groups, housing trusts, Māori and Pacifica housing providers and tenancy services, and local authorities, private developers and private housing businesses. Te Matapihi is the sector body for Māori housing forums. It falls under the umbrella of CHA. Retrieved from http://www.communityhousing.org.nz/about-us/

- assisted ownership - includes schemes which provide household income-related pathways to home ownership such as rent to buy, affordable equity and shared ownership
- private ownership and private rental - tenures under the free market with affordability determined by market conditions.

Decreasing levels of housing affordability have impacted on home ownership levels at one end of the housing continuum, and social housing at the other. The number of social housing dwellings is decreasing, while the need is increasing. It has been estimated that half of these social housing units required for New Zealand over the next decade will be in Auckland (Johnson, 2017b). In March 2018 there were 7,890 households awaiting housing on the Housing Register nationally, i.e. applicants eligible for, and awaiting social housing, and a further 1,805 households on the Transfer Register, i.e. those already in social housing who are awaiting transfer to a more suitable property (Ministry of Social Development, 2018). Of those on the Housing Register awaiting a home, 3,286 were in Auckland.

There are a range of funding models that need to be considered in the future. These can assist people into secure tenure for private rentals and home ownership. These include shared equity schemes, long-term pre-paid ground leases, assisted loans, co-housing, and rent to buy.

3.9.2 Renting

As Auckland's housing challenges continue to escalate, more people are becoming lifelong renters (Eaqub & Eaqub, 2015). The rental market and the associated policy settings have not caught up with the changes in Auckland's housing landscape resulting in issues of affordability, security of tenure and housing quality. Auckland has the highest proportion of rental tenancies in New Zealand at 35 per cent (Joynt, 2017), with the number of lifelong renters likely to increase.

Renting costs can be high, the quality of housing is often poor, and the scope for creating a home of their own, such as painting or redecorating, or owning a pet is usually more restricted (Witten et al., 2017). The cost of renting is higher in Auckland than the rest of New Zealand (Goodyear & Fabian, 2014). There is also evidence of increasing housing stress in the rental market due to rents rising faster than wages and salaries (Johnson, Howden-Chapman, Eaqab, 2018).

The shortfall in housing and suitable rentals can disadvantage some potential renters already struggling to find secure accommodation. With an increasing pool of potential tenants, landlords can be selective about who they rent to and what price they charge (Witten et al., 2017). Landlords make up 44 per cent of property owners in Auckland. This is a 10 per cent increase from 2006 to 2016 (CoreLogic, 2017; Hargreaves, 2017b in Otter, 2017).

There is also evidence that exploitative landlord-tenant relationships exist in Auckland, visible in substandard accommodation such as unhealthy or derelict housing, illegal practices, and informal arrangements (Otter, 2017).

In addition, the property management sector has an influential impact on private renters. Property managers are not currently required to register or be licensed (Otter, 2017; Reid, 2017b). At present they can charge uncontrolled fees for services which may result in increased charges to tenants and/or remove profits from landlords. With little regulation, property managers can also dictate terms such as timeframes for maintenance and repairs and can blacklist potential tenants at their discretion (Otter, 2017; Reid, 2017b).

Home ownership has traditionally provided New Zealanders with financial security. Lifelong renters do not have the same opportunities, through property, to create wealth for their retirement or for the next generation (Eaqub & Eaqub, 2015). Younger renters, approximately between ages 20 to 40, are now referred to as 'Generation Rent' because they are unlikely to ever own their own home (Blackwell & Park, 2011).

A shortage of accessible properties and the prohibitive cost of private rental for retirees will also result in higher levels of stress for many Aucklanders as they age. Compared to other OECD countries, renters in New Zealand have less protection and security (Eaqub & Eaqub, 2015).

Long-term renters now increasingly include professionals, such as teachers and other key workers as well as higher income earners and families who are unable to transition into home ownership (Tuatagaloa, 2017). There is increasing evidence that skilled workers are leaving Auckland for more affordable parts of New Zealand. This is having significant impacts on Auckland's economic development and ongoing ability to both retain and attract needed skills from New Zealanders and international migrants.

3.9.3 Household crowding

A key impact of Auckland's housing crisis is household crowding. In the absence of an official statistic or index of household crowding in New Zealand, Stats NZ uses the Canadian National Occupancy Standard to measure crowding. This states that crowding occurs where a household needs one or more additional bedrooms to meet the following conditions:

- no more than two people per bedroom
- children aged between five and 18 of different genders should not share a bedroom
- single adults aged 18 years or over should have their own bedroom. (Goodyear & Fabian, 2014).

Applying this definition to data from the 2013 Census reveals that:
- 8 per cent of Auckland households were considered crowded – over 36,500 households
- 15 per cent of Aucklanders lived in crowded households – more than 203,000

- Auckland accounted for almost half of all crowded households in New Zealand (Goodyear & Fabian, 2014).

Crowding rates varied significantly by ethnic group. According to the 2013 Census, 45 per cent of Pacific peoples and 25 per cent of Māori live in crowded households, compared with 19 per cent of Asians and 5 per cent of Europeans or others. Between 1991 and 2013 crowding rates fell considerably in most parts of New Zealand yet remained at around the same level in Auckland.

There is no official census data for the years since 2013, however, it is expected that household crowding in Auckland has worsened. Some of the contributing factors include living in unaffordable housing resulting in the need to take in lodgers or having multiple families living together to reduce costs. For Pacific families, who have the highest rates of overcrowding, this can be attributed partly to the cultural preference for multigenerational living arrangements and an obligation to accommodate visiting relatives and friends on a semi-permanent basis (Joynt, Tuatagaloa & Lysnar, 2016).

Levels of household crowding are likely to be understated as people tend to feel uneasy about fully disclosing their living arrangement in an official capacity such as the census. Similarly, these statistics will not reflect instances of 'functional crowding' where household members sleep, live and eat together in a single room to cut down on heating costs or where other parts of the home are not habitable, for reasons such as severe mould or damp.

The link between household crowding and negative health consequences is well documented. There is also a well-established association between avoidable diseases such as rheumatic fever and respiratory illnesses (Baker et al., 2013). Household crowding can also affect mental health. Living in close quarters, without adequate privacy or enough amenities for all, can place significant strain on the relationship between household occupants.

As with many of the other problems associated with the housing crisis, reducing household crowding requires acceleration in the construction of affordable houses (including affordable housing large enough for intergenerational living) and new measures to enhance the security of tenure.

3.9.4 Homelessness

Homelessness is defined by Stats NZ (2015) as "a living situation where people with no other options to acquire safe and secure housing are: without shelter, in temporary accommodation, temporarily sharing accommodation with a household, or living in uninhabitable housing". Some of the factors and circumstances that can lead to homelessness may include a change in life events or losing a job. For those on already on low incomes or struggling to pay for housing, the level of affordability is unsustainable and can make them more vulnerable to homelessness (Harris, 2015).

Homelessness has a detrimental impact on people's mental and physical wellbeing and can lead to exclusion from society. Homeless children and adults are highly susceptible to potentially severe health problems and harm. Those living on the street are especially vulnerable to assault and injury (Parliamentary Library, 2014). It also has a detrimental impact on wider family networks and is both economically and socially costly to society.

Homelessness in Auckland had increased by 35 per cent between the 2006 and 2013 Censuses (Amore, 2016). Analysis of 2013 Census data by the University of Otago found 20, 296 Aucklanders meeting the definition of homeless:

- 771 people without shelter
- 3,175 people in temporary accommodation
- 16,350 sharing temporarily
- an additional unknown number of people living in uninhabitable dwellings.

The number of homeless people in Auckland is likely to have been understated because of:

- an unknown number of people living in uninhabitable dwellings
- the complexities involved in reaching the homeless
- a reluctance by households to reveal their true circumstances.

3.9.5 Conclusion

The evidence provided in this section has provided an explanation and rationale for the Homes and Places outcome strategic framework. The following section gives an overview of stakeholder feedback that has further shaped the strategic framework's directions and focus areas.

4   Stakeholder feedback

An essential part of developing the Auckland Plan was engagement with key partners, stakeholders and the communities of Auckland. The purpose of early engagement in rounds 1 and 2 was to provide opportunities for early input into the direction of the plan before formal consultation in phase 3.

4.1   Phase 1 and phase 2 engagement

Engagement with partners and stakeholders occurred in two phases. The first phase of engagement occurred between May and June 2017. The purpose of this phase was to provide opportunities for early input into the direction of the Auckland Plan 2050 before formal consultation. It helped test whether the identified challenges and proposed direction of the plan were valid and whether the refresh was focusing in the right areas. Over 130 feedback items were received in the first phase for the Homes and Places outcome.

The second phase of engagement occurred between July and October 2017. They key purpose of engaging partners and stakeholders was to:

- continue the conversation on Auckland's long-term future
- tell the story of what has changed since the first plan was adopted in 2012, seek their early feedback and any additional perspectives they may have
- share evidence and identify challenges and future direction
- seek their input into the drafting of the Auckland Plan 2050
- recognise the critical implementation and partnering role they will play.

Over 200 feedback items were received for the second phase for the Homes and Places outcome.

The tables below provide the summaries of feedback received in the two engagement phases. The second table also includes a column on how some of the feedback from targeted engagement was taken into consideration.

As the tables below show, the feedback received was coded by applicability and themes.

Phase one engagement
Security of tenure
• Need to recognise that a large proportion of Aucklanders will rent and that long-term security of tenure is important.
• Access to secure tenure can be discriminatory.
• Need to advocate for the homeless.
• Note that perceptions of tenure and changing social norms were discussed in many forums. Aucklanders must change how they view rental tenure as it will become/is the norm. Ownership is still seen as important, often critical, to community buy-in.
• Power imbalance between tenants and landlords threatens rental security.
Urban form and public realm
• Quality compact urban form is important.
• Beautification and sense of place seen as important to amenity and community, and especially so as we grow.
• Homes need to be located with access to opportunities.
• Need to get infrastructure and public transport to serve areas of growth.
• Places in our environment are important to build mental resilience/mental health (swim in your awa (river), climb your maunga (mountain), etc.).
Papakāinga and Māori home ownership
• Unique legal status of papakāinga land creates complexities.
• Inter-generational mobility of Māori is impacted by lack of home ownership.
Home as a stable base/ foundation for maximising wellbeing
• Health, education and jobs is linked to/dependent on affordability of housing.
• Affordability is linked to transience – and therefore educational outcomes suffer.
• Affordable, sustainable housing circumstances lead to intergenerational wealth creation.
• Owning a home can be a cultural rite of passage.
Participatory planning
• Needs to be community participation in the planning process.
• Development/gentrification needs to work for, not against, existing community.
Government intervention/Systemic change to housing policy
• The state has a role in the management and reform of regulation/legal incentives in home ownership and delivery and must act. Broadly, commentary around the responsiveness of the housing sector (to demand and households' preferences) was linked to housing policy levers, e.g. accessible design standards, discrimination against prospective tenants, tax incentives, emergency housing delivery and stability of tenure.
• The state has a role in the efficiency and long-term planning of the construction pipeline and 'red tape' associated with delivery of housing.
• The state has a role, through intervention in housing policy, in broader social outcomes, for example, apprenticeships in the construction market.

Phase one engagement

Availability of affordable housing and housing that is affordable

- Rising housing costs affects everybody and impacts community belonging.
- Housing needs to be affordable.

Quality of dwelling design, including typologies to meet a diversity of needs and preferences associated with household types

- Quality design of dwellings is important to meet needs of current and future Aucklanders (demographic change, multigenerational, mixed families, family size, etc.). *Universal design* and *ageing in place* concepts are important. They describe philosophies of accessibility and user-centric design.
- Intergenerational housing needed to accommodate cultural preferences and economic realities.

Address housing challenges for those most in need

- Older people (particularly in rental) are vulnerable in context of rising housing costs.
- Māori and Pasifika generally do not have intergenerational wealth/home ownership.

Example of how feedback informed content of the high level strategic framework:

Feedback:
There was concern regarding the future challenge of Auckland's ageing population. Specifically, there was concern about whether older Aucklanders will be able to find affordable housing, particularly marginalised and vulnerable older people.

Action:
After reviewing feedback and further investigation, it is clear that the pressures on ageing Aucklanders is greater than previously thought. Affordability, for example, is decreasing and the number of renting older persons will increase more than anticipated. While already included in the original narrative, it now has greater prominence in relation to security of tenure and addressing housing challenges for those most in need.

Table 3 Phase two engagement

Phase two engagement	
Summary of feedback by theme	Summary of response to feedback

Public places
 	
• More efficient use of open space, recreation areas, public spaces in tandem with growth.
• Make the following more explicit:
   o health benefits of parks and open space
   o that placemaking provides for community resilience and ensure[s] people feel safe
   o 'parks' and 'open space' in the focus areas, and not just under umbrella term, 'public spaces'
   o include quality of urban form and sense of place – role of design.
   o community safety in public places
   o include reference to public art and multiple cultural identities
   o include statement about public spaces being reflective of cultural identities.
	Accepted in part
	
	• Most of the feedback is mentioned in the narrative and in some cases, throughout the plan. For example, the theme of safety is discussed in detail in the Belonging and Participation and Access and Connectivity outcomes.
	• The term "public places" is used as the umbrella terminology to capture all open spaces, parks, and roads, and the direction under this outcome relating to public spaces – as in the emphasis on inclusivity related to public places.
	• The Belonging and Participation outcome discusses the theme of arts, culture and recreation in more detail including providing opportunities for communities to express and celebrate language, culture, heritage etc.

Regulation, policies, implementation • A 'warrant of fitness' should be required for rental properties. • More solutions focused – change wording "solutions must be found" because some solutions are known (do not need to be found), but not being implemented. • Better link needed between the plan and how it will/can be implemented by agencies and the wider housing sector.	*Accepted in part* • Feedback received will be used as part of considering targets and measures. • The plan is a high level strategic document and does not direct how any agency will implement the plan. Collaborative effort from all stakeholders is needed.
Quality of housing • Disagree with the comment under the second strategic direction [version at the time feedback was sought] that "the current housing stock caters well for the stand-alone markets".	*Accepted* The narrative has been changed to better reflect the point that the current housing stock is predominantly stand-alone dwellings.

Phase two engagement	
Summary of feedback by theme	Summary of response to feedback
Provision of housing	*No further action needed*
• The council's role in the delivery of housing is questioned, and core services should be the priority. • Recognition the government is seen as the key decision maker.	• The plan does not suggest that the council will deliver dwellings. Legislative requirements – such as those stipulated in the Local Government Act 2002, Resource Management Act 1991, National Policy Statement on Urban Development Capacity, and Building Act 2004 – mean that the council will remain involved in housing related matters, though mostly as a regulator and an enabler. • A key theme of the Homes and Places outcome is addressing the housing system. • The government is a key stakeholder and has been engaged in the process.

Phase two engagement	
Summary of feedback by theme	Summary of response to feedback
Scope	*Accepted*
• Feedback in support of the high-level direction of the Homes and Places outcome.	• Noted.
• Feedback in support for the broad, system based approach that has been taken for this outcome, as this was seen as being the best way to address housing issues and allow for a connected understanding of the wider parts.	• Noted.
• Concern the plan has a narrow focus on the city centre, will not resonate with communities that do not meet that description, for example, rural communities.	• Noted. The plan takes a holistic view of where growth will occur across all of Auckland.
• Immigration and its impacts need to be a key consideration.	• Impacts considered across outcomes. • Addressed in Homes and Places outcome.
• Greater recognition of our ageing population and their needs	• Addressed in narrative and supporting information.
• More focus on the housing continuum.	• Noted. Considered in implementation.
• Auckland Council family policies and implementation are currently not always aligned.	
Māori and housing	*Accepted*
• Recommend aligning He Āhuru He Oranga Tāngata – National Māori Housing Strategy.	• Reference and a link to the strategy has been included.
• Housing and marae are not necessarily related, and should be separated.	• Points about marae are now addressed in the Māori Identity and Wellbeing outcome, with a link to more detailed information.
• Separate text about papakāinga and marae required.	• Narrative focuses on achieving better housing outcomes and includes a focus area on supporting Māori to achieve their housing aspirations.
• Papakāinga are not necessarily places to practise tikanga.	
• Needs to include urban Māori.	• The narrative has been edited to enhance clarity.

4.2 Discussion on the feedback implementation

The draft narrative was amended to reflect feedback before the finalised draft version was submitted to the Planning Committee on 28 November 2017 for approval.

An example of changes to the narrative is related to marae development. Following input from stakeholders, points regarding marae development were moved to the Māori Identity and Wellbeing outcome. The focus area on Māori housing aspirations was also streamlined to clarify the broad goal of supporting Māori in their housing aspirations, rather than solely papakāinga and marae. This now includes matters such as design, intergenerational use, and proximity to jobs and schools.

Engagement provided confidence that this outcome has been drafted to a high standard with the overall feedback being positive, including from local boards.

5   Public consultation

Auckland Council's Planning Committee approved the draft Auckland Plan 2050 for consultation in November 2017. Formal consultation on the draft plan took place from 28 February to 28 March 2018, alongside the draft 10-year Budget. The material to support consultation was available online and in libraries, service centres and local board offices. It included a combined Auckland Plan 2050 and 10-year Budget consultation document, the draft Auckland Plan website (the digital plan), an overview document with translations, and full print versions of the whole draft plan. Feedback was provided in writing (including via an online feedback form), in person (over 50 Have Your Say events) and via social media.

The consultation document contained the following statement and question on the Homes and Places outcome:

"Lack of affordable housing is creating stress for many Aucklanders. It is driving some key workers out of Auckland and limiting our ability to attract and retain talent. The Auckland Plan proposes that all Aucklanders deserve healthy, affordable homes with secure tenure in well-designed places, whether they own or rent their homes.

Do you think the five focus areas identified in Homes and Places will achieve this?"

There were 15,325 written submissions on the Homes and Places outcome. Of these, 38 per cent agreed with the focus areas, 40 per cent partially agreed, 20 per cent did not agree, and 2 per cent provided commentary but did not tick one of the yes/no/partial boxes.
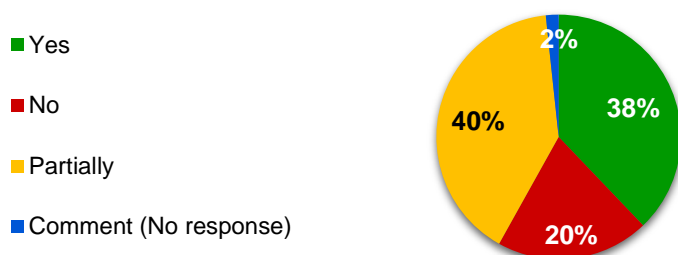
In addition to the written submissions, there were 563 feedback points from 'Have Your Say' events:

Yes	50%
No	11%
Partial	16%
Provided comment but did not indicate yes, no or partial	23%

Overall feedback

There was significant recognition from the public through their feedback that the housing system does not currently work for many Aucklanders. There was also widespread concern about, and support for safe, secure, affordable homes in tandem with a quality built environment for current and future generations. A large number of comments supported the need to address the affordability problem using an approach that includes local and central government, and the community housing and private sector. A significant number of respondents had concerns about whether any set of interventions can achieve affordability.

Key themes

The key themes that emerged from the 8,419 submissions points are outlined below.

Affordable housing	*Feedback* There was significant support for the outcome's focus on affordability as both the key challenge and goal. A small amount of feedback requested a definition for housing affordability. There is a definition of affordability in the glossary and discussion about affordability. The Evidence Report also provides an explanation about how affordability is defined and measured internationally. *Response* • Add housing affordability definition to Direction 3: *Shift to a housing system that ensures secure and affordable homes for all.*
Housing supply	*Feedback* There was significant support for a focus on accelerating housing supply, in particular across a range of typologies, and at different price points. There were concerns about: • the amount of feasible capacity, which is addressed through the Auckland Unitary Plan and Development Strategy • the need for a variety of dwelling typologies – while already addressed in the outcome, this could be nuanced to identify other typologies such as larger apartments for families, inter-generational housing, co-housing and papakāinga-style housing • ensuring new and existing infrastructure can support new developments. This is already addressed in the narrative and throughout the outcome's directions and focus areas and the

	Development Strategy. *Response* • Feasible capacity has been addressed through Auckland Unitary Plan and Development Strategy. • More information included about other dwelling typologies, such as larger apartments for families, inter-generational housing, co-housing, whānau-oriented and papakāinga-style housing. • Infrastructure feedback addressed throughout and in Development Strategy.

Quality built environment	*Feedback*
	There was significant support for the importance of a quality built environment and public places, parks, and open spaces as part of a quality compact urban form. Feedback included suggestions to explain what is meant by quality. Also raised was the need for greater focus on the critical role well designed, accessible public places and the built environment will have as our population increases for quality of life in Auckland.
	
	Response
	• Additional emphasis in Direction 4: *Provide sufficient public places and spaces that are inclusive, accessible and contribute to urban living* and Focus Area 5: *Create urban places for the future*, to:
	  • importance of quality design, including universal and accessible design
	  • role of placemaking process in creating well designed, high quality urban environments
	  • importance of our culture and identity being reflected in urban environment through public art and built heritage
	  • role of public spaces for sport and recreation and value of green spaces for outdoor activities.

Quality housing	*Feedback* There was significant feedback about the need to ensure that the quality of existing housing is improved significantly, as proposed in Focus Area 3: *Improve the built quality of existing dwellings, particularly rental housing.* This is well addressed in the focus area already and does not requires changes. However, a large number of submitters recommended that this focus area also includes new housing. *Response* • Include additional text on new housing in Direction 1:

	Develop a quality compact urban form to accommodate Auckland's growth.
Renting	*Feedback* There was significant feedback about the increasing number of private renters in Auckland and related concerns. There was significant concern that private renting is not a safe, secure and healthy option. Many stated that renting should not be inferior to home ownership. *Other points included:* • Significant support for strong focus on renting. • Support for aspects of Focus Area 3: *Improve the built quality of existing dwellings, particularly rental housing,* particularly renting as a safe, secure, affordable option. • Significant recognition that home ownership is becoming more difficult to achieve, is already unachievable for half the population, and may not be an aspiration for some. *Response* • No change required: strong support.

Tenure	*Feedback*
	
	There was strong support for Focus Area 2: *Increase security of tenure and broaden the range of tenure models, particularly for those most in need,* particularly given increasing challenge to attain affordable housing across all tenure types. A small amount of feedback was received about home ownership still being an aspiration for many, particularly because this is a vehicle for achieving greater long-term wealth, and inter-generational wealth.
	
	Feedback also recognised that as buying a first home becomes more challenging, a greater range of ownership models will become necessary. Some recurring suggestions included existing New Zealand and overseas based housing models such as shared ownership, rent to own, and co-housing and papākainga-style housing models.
	
	Response
	• No change required: points covered in Focus Area 2 and supporting information summaries including
	      - *Mixed tenure housing*
	      - *Renting in Auckland.*

Māori housing aspirations	*Feedback*
	There were strong, polarised views on Focus Area 4 supporting Māori housing aspirations. A significant amount of feedback did not support a separate focus for Māori housing, and felt that no individual group's housing aspirations should be elevated above others. A number of submitters noted that there were other larger ethnic populations such as Asian, or those with equal need such as Pasifika peoples that were not given the same elevated status.
	A small number of respondents supported Māori housing aspirations. A number of submitters also recommended including papākainga or papākainga-style housing as a housing option, and the need to reference te ao Māori.
	Response • Focus Area 4 does not detract from importance of other residents' housing aspirations. Note, Focus Area 3 is already for all Aucklanders. • Added text about housing options such as such as papakāinga or whanau-oriented housing that reflect te ao Māori • Focus Area 4 is intended to recognise the specific housing aspirations of Māori.

6   Conclusion

6.1   How the strategic framework responds to the evidence and feedback

This section explains how the evidence and feedback provided earlier in this report have shaped the Homes and Places Strategic Framework. The framework comprises directions that identify how the Auckland Plan 2050 will achieve the Homes and Places outcome and focus areas that identify how this will be done.

Following public consultation, the wording in Focus Area 2 and Focus Area 5 has been amended to better reflect the purpose of each focus area, respectively.

Table 4 Homes and Places Strategic Framework

Homes and Places Strategic Framework	
Direction	**Focus Area**
Direction 1 Develop a quality compact urban form to accommodate Auckland's growth	**Focus Area 1** Accelerate quality development at scale that improves housing choices
Direction 2 Accelerate the construction of homes that meet Aucklanders' changing needs and preferences	**Focus Area 2** Increase security of tenure and broaden the range of tenure models, particularly for those most in need
Direction 3 Shift to a housing system that ensures secure and affordable homes for all	**Focus Area 3** Improve the built quality of existing dwellings, particularly rental housing
Direction 4 Provide sufficient public places and spaces that are inclusive, accessible and contribute to urban living	**Focus Area 4** Invest in and support Māori to meet their specific housing aspirations
	Focus Area 5 Create urban places for the future

Direction 1

Develop a quality compact urban form to accommodate Auckland's growth

As significant population growth occurs over the next 30 years, Auckland's urban space will have to accommodate the needs of an increasing number of residents. A quality compact urban form approach will ensure that as Auckland develops over time, areas will become activated and allow for more intensive living and working environments that are

well designed. This approach will also require more housing to be built, primarily near good transport options.

Direction 1 identifies this as an approach to Auckland's development of urban space and future land use patterns. This will support achieving the best environmental, social and economic benefits and opportunities. This will also support effectively and efficiently maximising the provision of infrastructure aligned with the Auckland Unitary Plan.

Direction 2
Accelerate the construction of homes that meet Aucklanders' changing needs and preferences

Auckland must make a significant change to meet the future housing demand. The pace and quantity of housing construction is already insufficient, and Auckland will need more housing to be built in the future. This was signalled in the 2012 Auckland Plan and persists, with demand greater than anticipated. Auckland will also need a broader mix of housing types and sizes, and at different price points. This includes building more apartments and townhouses. In response Direction 2 is about accelerating the construction of a greater range of housing types required to meet Aucklanders' changing needs and preferences.

Direction 3
Shift to a housing system that ensures secure and affordable homes for all

Direction 3 focuses on shifting to a housing system that ensures secure and affordable homes for all Aucklanders. This foundational direction recognises that Auckland's future economic and social prosperity will be underpinned by our ability to provide housing that people can afford to own or rent, and in which they can feel at home. This includes systemic change for all aspects of housing policies and delivery.

The 2012 Auckland Plan included a target for home ownership. The Auckland Plan 2050 recognises that the prospect of buying a home is becoming increasingly unrealistic for a growing number of Aucklanders, and renting has become a long-term, possibly permanent, reality for many households. Direction 3 is about ensuring that renting is not a second-rate option to home ownership, and that renting, as part of the wider housing system, better serves Aucklanders.

Direction 4
Provide sufficient public places and spaces that are inclusive, accessible and contribute to urban living

As Auckland's population increases and becomes more urbanised, our public places and spaces will become even more important to our wellbeing, particularly in areas of high growth, density and socio-economic need. Public places and spaces provide 'breathing

space' for people and are part of a holistic approach to wellbeing. They help us connect with others and our surroundings and serve as a public extension of our private homes.

In the future public places will have to support multiple uses, be able to change and adapt and reflect who we are as communities, Aucklanders and New Zealanders. Direction 4 identifies our need to think differently about what we consider to be a public place and how we conceive of its use.

Focus Area 1
Accelerate quality development at scale that improves housing choices

Focus Area 1 is about how Auckland can increase production efficiencies to deliver new housing at the scale and pace necessary to meet anticipated need. This requires our development and construction sectors to raise their productivity and take up new opportunities. It also requires the support mechanisms to be in place for them to do so. We will need to adopt new approaches. Legislative, testing and accreditation mechanisms, such as the New Zealand Building Code, will need to be flexible, less costly and highly responsive. It also requires our building industry to be adaptable, well-coordinated and equipped with sufficient expertise to be able to move away from bespoke houses built largely on-site. Focus area 1 also supports achieving Directions 1, 2 and 3.

Focus Area 2
Increase security of tenure and broaden the range of tenure models, particularly for those most in need

The insufficient range of tenure types for existing and new housing is leading to less security for tenants and increasing dependence on emergency accommodation or social housing. Secure housing is crucial to people's wellbeing as it provides them with stability and continuity. Focus Area 2 identifies this need to increase Aucklanders' security of tenure as part of the shift to a more secure housing system (Direction 3). This includes a greater focus on security for renters. Secure tenure will provide households with a reasonable level of control and certainty over their living arrangements so they can plan for their future.

Focus Area 2 also recognises that as Aucklanders' circumstances needs and ways of living change, there is a need to explore new and different ways to buy, rent and manage our housing. The housing continuum concept helps to illustrate the full range of tenure types people may requires at different points in their lives, and the non-linear movement between those types. This may include, for example, cooperative and collective ownership models, rent-to-buy models and encouraging long-term institutional landlords.

Following feedback through public consultation, Focus Area two has been changed from "Support secure tenure types, particularly for those most in need" to "Increase security of tenure and broaden the range of tenure models, particularly for those most in need".

Focus Area 3
Improve the built quality of existing dwellings, particularly rental housing

Focus Area 3 addresses the need to ensure that the quality of Auckland's existing housing, which is already poor, is significantly improved. This means that housing should have ongoing maintenance, repairs and in some cases modifications. Poor quality housing has far reaching negative impacts on households' health and wellbeing which further risks their overall quality of life now and in the future. However, there are currently inadequate levers to enforce minimum standards.

Rental housing stock is typically in poorer condition than owner-occupied houses. Auckland's rental households are therefore a priority. Improvements in the rental housing stock will need to be made through interventions such as addressing the powerlessness of tenants to require owners to undertake ongoing maintenance. This would using levers to enforce minimum standards such as 'warrants of fitness' for all rental properties.

Focus Area 4
Invest in and support Māori to meet their specific housing aspirations

Like all Aucklanders, Māori want to live in secure homes that support the way they live and their housing aspirations. It is important, for example, that their homes support their ability to extend manaakitanga (hospitality) and strengthen whanaungatanga (relationship, kinship). However, many Māori in Auckland live in homes that do not meet their housing aspirations very effectively. Māori have experienced particular housing stresses over many years, and also have lower rates of home ownership due to historical land confiscation and the move from rural to urban areas. As a result, Māori have fewer opportunities to accumulate intergenerational wealth than home owners do.

Focus Area 4 is about ensuring that housing and housing-related services are responsive and innovative in meeting Māori needs and aspirations. This cuts across all tenure types including rentals, private ownership, and papakāinga housing in both rural and urban areas. The 2012 Auckland Plan Auckland Māori Chapter included this in Priority 1: Establish Papakāinga in Auckland.

Focus Area 5
Create urban places for the future

Well-designed public places and spaces are an integral part of urban living and offer respite from the pressures of daily life. They also reflect our unique culture and identity, by incorporating built heritage with new development.

It will grow increasingly challenging to meet the needs of a growing, and increasingly urbanised population. As the demand for public places increases, we will need to adopt different approaches to the design of public places.

Focus Area 5 is about using public land in a transformational way to create multi-functional urban places by:

- using existing public places and spaces as effectively and efficiently as possible
- considering all publicly owned land as potential public space, including roads
- adopting universal design principles so they are accessible to all people across all ages and physical abilities
- contributing to a more environmentally sustainable, resilient city.

The 2012 Auckland Plan addressed this primarily in the Urban Auckland chapter.

This focus area has been changed to "Create urban places for the future" in the final plan to better reflect its purpose.

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Appendices

Appendix 1 Relevant national and council policies, strategies and plans, legislative requirements

Relevant legislation
<u>Local Government Act 2002</u> The act is pertinent to the Homes and Places outcome as it: • sets out the framework and rules for recovering costs incurred by the council to provide growth-related infrastructure. • requires the council to meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses • enables the recovery of capital expenditure borne by the council in the delivery of infrastructure to service growth from developers • is also the act pursuant to which key strategic documents are prepared, such as the Auckland Plan (Local Government (Auckland Council) Amendment Act 2009) and long-term plans.
<u>Resource Management Act 1991</u> The act is New Zealand's primary legislation which sets out how we should manage our environment. It sets the platform for district plans, designations, and resource consents and explains how local authorities are monitored under the act. The act is effects-based, that is, it is designed to promote the sustainable management of natural and physical resources. It establishes mechanisms that control whether a proposed development will ultimately occur, how it may occur, whether conditions are necessary and whether remedial works are necessary as a result of adverse effects that the proposed development is deemed will create.
<u>Building Act 2004</u> The act's purpose is to ensure that buildings are of good quality and that they comply with the building code. The act is relevant to the Homes and Places outcome as it sets the framework for minimum standards that new dwellings should meet.
<u>Unit Titles Act 2010</u> The act provides the legal framework for unit title developments and bodies corporate. This act is most relevant to apartments and retirement villages. The act is pertinent to the Homes and Places outcome as it affects people's experiences of living in an apartment or retirement village and can also influence people's uptake of apartments and retirement villages.
<u>New Zealand Residential Tenancies Act 1986</u> The act governs matters relating to renting and stipulates landlords' and tenants' rights and responsibilities.
<u>Healthy Homes Guarantee Act 2017</u> This act amends the Residential Tenancies Act 1986 to ensure every rental home in

New Zealand meets minimum standards of heating and insulation. The act will help improve the quality of Auckland's rental housing stock.
Proposed urban development legislation Central Government is developing legislation for an urban development agency that would support KiwiBuild and enable major development projects to be built more quickly.
Relevant Auckland Council policies, strategies and plans
Auckland Unitary Plan The Auckland Unitary Plan is Auckland's regulatory land-use planning document and prepared under the Resource Management Act 1991. It contains rules and guidance on how and where land can be developed and how resources can be used. The plan replaces the former Regional Policy Statement and the former district and regional plans.
Mayoral Housing Taskforce Report, June 2017 The Mayor established a taskforce to address housing issues. A report made recommendations in three key areas: • develop at scale, which includes building through the dips • unlock the availability of land with appropriate zoning and infrastructure • enable efficiency and innovation in consenting and risk management.
Auckland Design Manual The Auckland Design Manual provides support to designers, planners, developers and any other practitioner through the design concept and development phase. It is a practical guide that sits alongside the Auckland Unitary Plan.
Homelessness Strategy Auckland Council is developing an implementation plan for lower incidences of homelessness. This will be done by establishing mechanisms to engage with cross-sectoral agencies, undertaking analysis of relevant housing demand and supply including a stocktake and a monitoring framework, and a shared purpose statement and high level, cross-sectoral plan.