

**Urban Redevelopment Bill**  
**Environment Committee**

**Te Ope Whakaora – The Salvation Army New Zealand Fiji Tonga and Samoa Territory**

**Executive Summary**

1. The Salvation Army is generally **supports** this Bill. However, there are some specific and crucial aspects of the Bill that we want to comment on or seek further clarification about. This includes our views on the proposed specified development projects (SDPs) process and the stated safeguards in this Bill. These comments form the core part of our submission. But we support this Bill because we need more adequate and affordable housing for our nation, particularly for lower income families.

**Background of The Salvation Army**

2. The mission of The Salvation Army is to **care for people, transform lives and reform society through God, in Christ and by the Holy Spirit's power**.<sup>1</sup> The Salvation Army is an evangelical Christian church and social services organisation that has worked in New Zealand for over one hundred and thirty years. It provides a wide range of practical social, community and faith-based services, particularly for those who are suffering, facing injustice or those who have been forgotten and marginalised by mainstream society.
  - a. The combined services of Te Ope Whakaora The Salvation Army provided support to around 120,000 people in 2019. Our social service includes Community Ministries (CM), Salvation Army Social Housing (SASH), and Addictions, Supportive Accommodation and Reintegration Services (ASARS).
  - b. These services included over 57,000 food parcels to more than 28,000 families and individuals, providing some 2,400 people with short- or long-term housing, nearly 7,000 families and individuals supported with social work or counselling, just over 17,000 addictions counselling sessions, more than 5,500 families and individuals helped with budgeting, other practical assistance to over 6,000 families and individuals, 6,500 hours of chaplaincy support, and some 9,000 victims, defendants and families supported at court.
3. The Salvation Army is a registered Community Housing Provider and is an active player in the provision of transitional housing. The Salvation Army provides accommodation for over 1200

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<sup>1</sup> <https://www.salvationarmy.org.nz/church-community/resources>

people each night, either via its social housing portfolio, or via its transitional housing network. The Salvation Army has a presence throughout New Zealand and has been active in the provision of housing for over 100 years. Currently TSA is actively involved in constructing social housing units in Auckland (66 currently under construction) and exploring potential new developments and social housing partnerships throughout New Zealand.

4. This submission has been prepared by the Social Policy and Parliamentary Unit (SPPU) of The Salvation Army. The SPPU works towards the eradication of poverty by encouraging policies and practices that strengthen the social framework of New Zealand. This submission has been approved by Commissioner Mark Campbell, Territorial Commander of The Salvation Army's Aotearoa New Zealand Fiji Tonga and Samoa Territory.

## Specific comments on the Bill

### 5. General rhetoric of this Bill

- a. The Salvation Army was, with some reservations, supportive of the *Kainga Ora – Homes and Communities Bill* released in 2019. The crux of our arguments here was advocating for including on the new Kainga Ora Board real innovators, disruptors and broad thinkers that are connected to the community, particularly those living in social housing, as well as keeping local communities and community engagement throughout all Kainga Ora processes at the core of any redevelopment or regeneration project. The urban redevelopment function of Kainga Ora was the focus that The Salvation Army was always somewhat concerned. Still, centralising these urban redevelopment processes and programmes under a single body is a positive move.
- b. For this Bill, we support its intentions and the processes it establishes. We comment on some of these below. The general public rhetoric from Minister Twyford around this Bill has essentially been focussed on expediency and speeding up the redevelopment process. In November 2019, Minister Twyford stated this new entity would *be a tooled-up agency that can cut through the red tape*.<sup>2</sup> In principal we support this view.
- c. However, our concern is that the drive for expediency here will come some cost. One such cost could be the massive amount of social and community upheaval that comes with these large-scale urban redevelopment projects. The Salvation Army has some community involvement in the redevelopment projects currently being led by Kainga Ora in Mangere and Porirua. While some of Kainga Ora's (and previously HLC and Housing NZ) processes have been admirable, the angst, uncertainty and concern they have caused have not in our view been managed effectively. Other than the

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<sup>2</sup> <https://www.newshub.co.nz/home/shows/2018/11/phil-twyford-unveils-new-housing-and-urban-development-authority.html>

Tamaki project, redevelopment has not been done on this scale in New Zealand for decades. Connected to this are our concerns that unintended consequences such as state-led gentrification and the gutting of long-standing established communities is facilitated by these policies. Therefore, the people-cost of these fast-tracked processes enshrined in this Bill must be better considered by Kainga Ora in their planning and engagement work. There needs to be clear and formalised intention at the macro planning level for the development which has involved the community at the start and the core of the project.

- d. Additionally, The Salvation Army is unsure about the logic of developing this Bill which is essentially a mechanism to work around or cut through parts of the Resource Management Act (RMA). A comprehensive review of the RMA was announced in July 2019 by this Government. But this Bill gives Kainga Ora the power to override, add to, or suspend provisions of the RMA plans or policy statements in the development plan that applies to a specific project area. These are weighty powers for this new entity. We acknowledge that some aspects of housing, particularly housing affordability, are at what we consider as crisis levels. So, we understand the urgency here. But to develop a significant piece of legislation in this Bill which essentially overrides another major piece of legislation in the RMA seems counter-intuitive. Connected to this, we are also wary that we are not exchanging the difficult RMA bureaucratic process with yet another bureaucratic process with this Bill. Additionally, the rights of appeal and redress provided by the RMA for the public must be protected so that appeals can still be made within the environmental provisions enshrined in the RMA.

## 6. Specified Development Projects (SDPs)

- a. SDPs are a crucial aspect to this Bill and the operation of Kainga Ora. The Salvation Army acknowledges and generally supports the SDP process in this Bill, particularly the features that allow combining multiple legislative processes and disconnected bureaucratic systems. But we have some specific recommendations and views:
  - i. **General comment** – The Salvation Army submits that a simplified version of this SDP process be developed by Kainga Ora to be displayed on their website and also for use by local communities affected by these projects. From a community perspective, this is vital so that complex and drawn out government processes can be simplified for the community to understand. In the Bill/Act form, the SDP process can be difficult for every-day citizens to fully understand. A pictorial diagram that is simple but informative and can be disseminated with any Kainga Ora information would be very helpful for local communities. We also call for the clear inclusion in these materials the points where local communities can indeed have their say in the process. There might be some learnings from the Local Alcohol Plan and liquor licensing system where the public can have their opinions voice at key parts of the process.
    - 1. We strongly advocate for what we term the Community Guardians approach. For the current Mangere redevelopment, a Mangere Housing Community Regeneration Group (MHCRG) was quickly formed in 2019 with a draft terms of reference and a mandate from local leaders and the community to try to engage and work strategically with the then-HLC to advocate for the rehousing of Mangere state housing tenants in the Mangere, for local residents to have the first right to buy affordable and private homes in Mangere, and that locals could get jobs and apprenticeships in this development.
    - 2. This MHCRG lobbied the then-Minister of Housing (Minister Twyford) and other politicians with a Community Guardians Proposal. A copy of this is attached as an appendix to this submission. Salvation Army staff are involved in this MHCRG.
    - 3. The Guardians approach aims to ensure community representation at the strategic level of the Mangere Project. But we believe this model can be applied elsewhere in communities similar to Mangere which are or will face large scale urban development. The Guardians approach is innovative, place-based, community led and owned and independent of any local territorial authorities or NGOs.
  - ii. At this point, we also want to call for the inclusion of specific requirements and targets for the building and provision of social and affordable housing into all SDPs. This requirement should be enshrined in this Bill as new or additional provisions. We also submit that this mix for the provision of social

and affordable housing should be determined by the needs, demographics, income levels and aspirations of the local residents primarily affected by the potential redevelopment. For example, the price that is set for affordable homes in an SDP should be relevant to the average incomes level of people in that community to ensure that locals have the first right to buy those homes at the prices that are reflective of their income levels.

1. If a redevelopment is being undertaken by a private developer, then we submit that this new requirement for relevant and truly affordable housing, with a specific focus on locals being rehoused or having the first right to buy, is even more important.
2. We understand that through this legislation, Kainga Ora will be leading the majority of these projects. Consequently, a requirement to build a specific amount or ratio of social and affordable housing in these communities should be shaped by the needs of that local community as well as other pressing needs e.g. the social housing register.
3. Finally, we submit that including CHPs into this early part of the SDP will also help ensure local residents have a home ownership pathway that through CHP products that might not normally have. For example, the Mangere Development to our knowledge has not planned, required or included CHPs into their master planning stage. In our view, supporting CHPs to be involved in these projects would be facilitated best if there were concessions development contributions for example. This is discussed further below. But The Salvation Army believes that some of the home ownership aspirations of locals affected by these projects can effectively be enabled by CHPs who have experience, products and other supports for families on the home ownership journey. Again, this needs to be included as a new provision in this Bill.

**iii. Clause 28** - Clause 28(1)(c) mentions the establishment of a project governance body for an SDP.

1. We are confused with what clause 28(2) means when referring to this governance body. In our reading of the Bill, there is little other information we can refer to about this governance body. The Salvation Army contends that having a governance body for each major SDP is vital. But we have some recommendations and questions about this body.
2. Will this just be composed of Kainga Ora staff? Or other representatives as well? What are the powers and functions of these governance bodies?
3. We submit that there should be specific community representation on this governance board. We understand there is a process where government departments consult and engage with Treaty partners and elected officials to fulfil their statutory obligations and remit.

But there is a risk that key parts of the local community affected by these projects are not represented in these processes. Therefore, independent local champions and leaders who have knowledge and expertise of these development issues will be vital in ensuring there continues to be fairness and active engagement at the governance body level. Again, as mentioned above, this is where something like the Community Guardians can play a crucial role in these governance bodies.

**iv. Clause 32** - Under clause 32 of the Bill, SDP projects are selected by either the Minister or Kainga Ora. Clause 36 is also relevant to this selection process because it discusses early engagement and how that can be sufficient to satisfy their engagement responsibilities. We oppose the looseness of this engagement requirement, particularly in clause 36.

1. One of the key issues we have observed, particularly with the Mangere project currently taking place, is that there was not enough engagement with key community groups and leaders before the developments started. Then while the Mangere project was in full flow, HLC began other engagement efforts. This is not an ideal community engagement and development approach by a national entity that is there to ideally create and regenerate communities. We contend that the Minister should be required to publish early any decision on areas they designate as special areas with opportunity for the communities to comment on the designation, particularly highlighting any special areas that need attention. These could include protection of character, regeneration of community facilities, employment springing from the project, special problem areas, character of the housing, roading or access provisions, and additional community services which require consideration e.g. doctors, dentists. This should be a statutory requirement which the Minister must allow and then issue the special area declarations with any considerations he/she agreed to from the consultation.
2. There is no protection for the community that will have the development in clause 36 for Kainga Ora to engage early with specific stakeholders and then claim that their engagement requirement is satisfied.
3. We submit that any engagement by Kainga Ora, particularly what they class as early engagement, in their assessment of an SDP should be transparent, recorded and submitted first to the local statutory body and be on the public record. That way communities can see who Kainga Ora is engaging with to legitimise their engagement and assessment of development in that area.

v. **Clauses 36 and 38** - We strongly support clause 38 of the Bill around public notice. Some of our concerns about clause 36 are somewhat alleviated here. But clause 36 is about early engagement, whereas clause 38 on the face of it is more about statements about the key features of the SDP and reasons why the project is being assessed.

1. We submit that this public notice must be widely distributed and disseminated to ensure those directly affected by the assessment and potential SDP are informed as early as possible.
2. We also submit within the notice is included information of independent support outside of Kainga Ora or government. This may be a local board in the area, or a well-respected NGO or community housing provider working in the area that be a source of support for local families during this process. Government departments like Kainga Ora come and go in local communities are not really part of the fabric of that place. Providing information and outlets for locals affected by these assessments is crucial in ensuring healthy urban regeneration.
3. There are numerous examples of specific housing-focussed local support and advocacy groups that work with families affected by large scale urban redevelopment projects from overseas. Some examples include:
  - a. **Mission Anti-Displacement Coalition** – formed in the Mission District of San Francisco, USA, to challenge the gentrification in the traditionally working class Mission District.<sup>3</sup>
  - b. **Aboriginal Housing Corporation** – formed because of the gentrification of Redfern, Sydney, a working class and high-Aboriginal population suburb of Inner Sydney.<sup>4</sup>
  - c. **Waterloo Public Housing Action Group** – formed in Waterloo area of Sydney.<sup>5</sup>
4. These kinds of locally-driven initiatives are vital in supporting local residents affected by these major projects. They also provide a key advocacy role in pushing against gentrification in those areas.
5. If areas being assessed for an SDP do not have these kinds of groups to influence the engagement and assessment phase of this SDP process, then work must be done to encourage and facilitate this kind of action to provide an independent voice for and by local residents for the massive project that is about to happen around them. We recommend that at the beginning of scoping out an SDP, independent experts in certain areas (e.g. community housing, home ownership schemes, advocacy) could be made available to the community to consult with a fulltime community facilitator who is

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<sup>3</sup> [http://www.foundsf.org/index.php?title=Mission\\_Anti-Displacement\\_Coalition](http://www.foundsf.org/index.php?title=Mission_Anti-Displacement_Coalition)

<sup>4</sup> <https://www.ahc.org.au/>

<sup>5</sup> <https://www.facebook.com/wphagwaterloo/>

responsible to make sure the community input occurs at all phases of the SDP.

- vi. **Clause 41** - Clause 41(2)(a)(ii) mentions that a summary of feedback from the public notice should be supplied in the project assessment report.
  - 1. We submit that this report should clearly identify specifically opposition to the assessment so that decision makers and the Minister is aware of this.
  - 2. We submit this summary should be supplied back to all parties that gave feedback on the public notice and is also transparently available for the public to view.
- vii. **Clauses 43 to 45** - Clauses 43 to 45 are about Territorial Authorities.
  - 1. We submit that the project assessment report should be given to the relevant staff in that Territorial Authority (e.g. planning and consents staff), but it should also be provided specifically to the locally elected officials of the community directly in line with redevelopment.
  - 2. We are also concerned about clause 45 and the requirement not to consult before responding to Kainga Ora's project assessment report. This seems to go against open and transparent democratic processes. We submit that the Territorial Authority should publicly acknowledge they have been given a project assessment report about an area in their authority and make publicly available their actual response to Kainga Ora's assessment so local communities are fully aware of the process.
- viii. **Clause 53** - We fully support clause 53 and the publishing of all the relevant and vital information on an SDP that has been consented by the Minister.
- ix. **Clause 54** - We are very supportive of clause 54 around hearings commissioners being appointment in this SDP process.
  - 1. Some of the key functions of these commissioners are found in other clauses in the Bill (117(1), 158 and 161).
  - 2. From a community perspective, if someone objects to specific work under clause 161, then we question what kind of support they have when navigating through the objection and hearings process. Will the local territorial authority support them? Or a community representative on the SDP governance body? In our experience, many of our clients (who often live in areas that are likely to face major redevelopments) have English as a second language and find it difficult to navigate through government bureaucratic systems. Therefore, support for them is crucial.
  - 3. The Salvation Army welcomes clause 162 where objectors to a decision from the commissioner have a right to appeal. But again,

our concern is what supports these local residents have when facing these complex processes. Again, having in place a Community Guardians group, or having an SDP governance body full of independent community experts, would mean there is clear support for people appealing under this clause.

- x. **Clause 62 et al** – The contents of the draft development plan in these sections is very comprehensive.
  - 1. We submit that a community impact assessment should be included in the contents of this draft plan. The current Bill covers broad areas from funding through to infrastructure. This is logical.
  - 2. Our view is that there is no assessment, other than possibly information from the territorial authority that is consulted or the engagement process, of key community impact questions. These include; what happens to public housing tenants that are moved in the redevelopment? How are local community groups like churches, sports clubs etc. included in the regeneration plans of Kainga Ora? What is the role of Community Housing Providers (CHPs) in offering their products to ensure locals have the first right to purchase private and/or affordable homes in that community? Will there be a first right to purchase for locals before, during and after the SDP is complete?
- xi. **Clause 69** – The Salvation Army submits that one of the considerations that is missing in this list is a requirement that Kainga Ora must also consider and include reference to any community or academic research that is relevant to that community that is affected by the SDP.
  - 1. For example, The Salvation Army has conducted community based research projects as the *Mangere Housing* and *State of Our Communities* reports over recent years to continue to advocate with and for local communities.<sup>6</sup> Other organisations have developed valuable local research that Kainga Ora should consider when finalising their plans. We submit this should be included in this list in clause 69.
- xii. **Clause 70** – We advocate strongly that clause 70(3) should not be discretionary, but instead compulsory. Kainga Ora should consult early, often and regularly with those people or groups that have valid interests in that specific SDP. To leave this power discretionary at the crucial draft development phase is not in our view effective to ensure true community participation. There are clear groups that have valid interests in these projects and these should be easy to identify, particularly with help from the

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<sup>6</sup> These are available at: <https://www.salvationarmy.org.nz/research-policy/social-policy-parliamentary-unit/reports>

local territorial authority. A plan should have to show the consultation processes that has been used and have to describe why certain things have been included or rejected. This should not be a long bureaucratic process but a stimulated and active process that moves quickly.

**xiii. Clauses 76 to 78** – These clauses about public notice and submissions are vital in the SDP process.

1. We question whether this public notice function will be applied retrospectively for projects like Mangere and Porirua that are already in progress. We submit that for the parts of the developments in these areas that have not officially started, then this provision as well as the submissions parts should apply.
2. In terms of the submissions process, we contend that:
  - a. There should be discretion and room given for submissions that are not made in English, particularly given the ethnicity of many of our clients;
  - b. The submissions should be recorded and shown live similar to how submissions to select committees are heard;
  - c. Support should be made available for submitters around accessibility, mental health support and so on;
  - d. Under clause 78(2)(a), submissions can be grouped together. We understand the logic to this. But we submit the uniqueness of each submission should not be lost for the sake of space or convenience. The independent hearings panel (IHP) should have unfiltered information and submissions before them as they make their decisions.

**xiv. IHPs** – We generally support the roles, functions and powers of the IHP in the Bill and Schedule 3. However, we call for the inclusion in that Panel of a community expert or leader who has knowledge of this SDP area. This is alluded to in Schedule 3 where the members must have knowledge of the community affected by the SDP. But we call for a stronger inclusion of a community expert alongside the Judge and accredited RMA people described in the Bill.

## **7. Infrastructure**

- a. Our primary view under clause 145 and this whole section is the need to ensure effective civil defence plans in, with and for the local communities affected by these projects. The likelihood is that most of these SDPs will be taking place in urban areas with high levels of government housing and/or land. These generally are poorer or lower income communities. The need to have robust civil defence and emergency plans that are understood by local groups is vital to ensure community safety during these significant roading or non-roading developments.

- b. Under clause 174, we submit that the local territorial authority could have a role in ensuring that the key information in these bylaws is passed on to key local people and groups.
- c. Additionally, we submit there should be experts appointed to help stimulate communities to think about, plan and design what their communities could look like in the future. This is true community development, not situations where redevelopment is done *to* a community, and not *with* a community. These experts of forward-thinkers could help stimulate these discussions before the community makes submissions on key parts of the SDP.

## 8. Funding

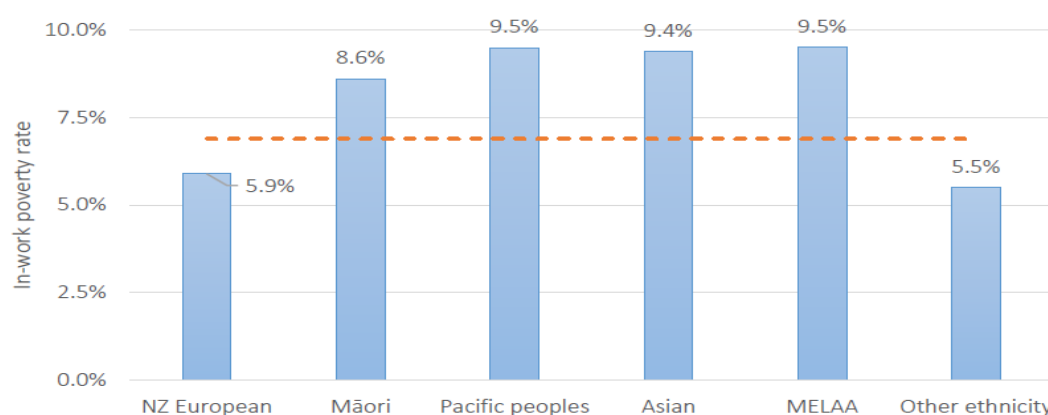
- a. **Rates** - We are concerned that the targeted rates referred to in clause 189 could create further hardship for ratepayers in these local communities. There has been recent public discourse on those considered the working poor. For example, the Human Rights Commission released a report titled *In-work Poverty in New Zealand* in 2019.<sup>7</sup> One of the interesting findings from their research was the ethnic differences in in-work poverty levels, represented in the figure below.<sup>8</sup> Our view is that those ratepayers in the areas where a SDP will become operative will under this Bill potentially face another targeted rate. For those households who are ratepayers but fall within a definition of working poor or in-work poverty, this targeted rate will add more financial stress and hardship to them. Areas likely to have an SDP have high Maori and Pacific populations and who are likely to be facing in-work poverty. Therefore, we call for more discussion on these rates to ensure households that are facing in-work poverty do not fall further into poverty. One of the early pieces of work done in preparation for the SDP should be a careful building of information on income levels for the local community facing redevelopment. This will be useful in working out the mix of housing and affordability required in the SDP. It will also be useful in determining whether a targeted rate should apply to facilitate better outcomes for lower income locals.

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<sup>7</sup> [https://www.hrc.co.nz/files/8215/7462/2882/In-Work\\_Poverty\\_Report\\_2019.pdf](https://www.hrc.co.nz/files/8215/7462/2882/In-Work_Poverty_Report_2019.pdf)

<sup>8</sup> Ibid, page 24.

Figure 5. Ethnicity and in-work poverty rate



Source: IDI 2019. Notes: In-work poverty rate as defined in Section 3. The dashed line refers to the overall in-work poverty rate (6.9 percent based on 845,244 working household units defined by ethnicity).

- b. **Development contributions** – There is some discretion in clause 220 about development contributions Kainga Ora may charge. We contend that specific discretion should be given to CHPs when considering development contributions. CHPs are essentially not-for-profit entities building houses and creating home ownership pathways in local communities. CHPs should be exempt from these payments. If this were so, CHPs would likely more of an incentive to develop affordable housing projects in local communities. Our view is that the projects undertaken by CHPs are more relevant and sensitive to the types of communities and households that we work with and that are likely to face an SDP. At this stage, there is no real incentive for CHPs within this Bill’s framework to develop their projects and/or offer their products. We submit this should change, beginning with an exemption at the development contribution phase.
  - i. For The Salvation Army’s current social housing projects, the large number of levies we are charged as a not-for-profit charity puts a considerable strain on our resources.
  - ii. Also, some tax relief should be granted to organisations giving proven discounts on housing costs in these areas such as community housing providers. We submit that the Crown should subsidise these contributions for CHPs and others providing affordable housing options in these local communities.

**9. Project governance** – We have referred to the importance of governance for these SDPs earlier in the submission.

- a. We support clause 283(a) and (b) about what can constitute a governance body for an SDP. We submit that any entity that falls under this provision must have strong community representation. There is some precedence here with the formal working relationship that the Mangere Housing Community Regeneration Group (MHCRG) has with Kainga Ora in the Mangere development project. This kind of strategic

support and governance will ensure that governance remains open, connected to the community and independent from vested interests.

- b.** We submit that clause 284 should be opened more and include nominations from properly qualified community representatives. Furthermore, under this provision, we believe that a local territorial authority involved in an SDP should have room to nominate non-elected people to these governance bodies. Again, from a community perspective, we affirm this maintains transparency and accountability from independent parties.

## Appendix:

From	Māngere Housing Community Reference Group (MHCRG)
To	Minister Phil Twyford, Ministry of Housing
Date	10 April 2019
Subject	Guardian Proposal re: Māngere Housing Re-development

### Proposal Synopsis:

- **The MHCRG requests the Minister of Housing to support the establishment of MHCRG as the official and ministerially appointed and recognised community Guardians for the Māngere Housing Development Project**
- The primary role of the Guardians will be to work alongside Home Land Community (HLC), Housing New Zealand Corporation (HNZC), local mana whenua and other key stakeholders at a strategic level to achieve an excellent and holistic regeneration project, which will while in process and when completed, have the widespread support of people living in the area.

### Genesis of MHCRG:

- The MCHRG formed after numerous Māngere residents and constituents approached the local Member of Parliament, Hon Aupito William Sio, with serious concerns about the redevelopment programme of HLC and HNZC. These concerns were also consistently voiced by residents and local Māngere organisations at a series of community meetings in 2018.
- Hon Aupito William Sio, with others, encouraged a transparent process whereby local residents and advocates could apply for membership of this Group.
- Several people responded and applied to join this Group. Hon Aupito William Sio and the Chair of the Māngere-Otahuhu Local Board Lemauga Lydia Sosene selected 11 residents and advocates for the inaugural MHCRG.
- The MHCRG has a draft Terms of Reference. It has met a number of times since mid-January 2019, including twice with HLC, and has received an assurance of HLC's willingness to engage around the strategy of the Project.

### Key Problems or Opportunities this Proposal Addresses:

Theme	Key Problems or Opportunities
<b>Community Fears and Concerns</b>	<ul style="list-style-type: none"><li>• While welcoming community development, improvement and innovation in Māngere, <b>many residents are worried</b> that without careful consultation and community input, the Project may gentrify and change Māngere negatively, impacting the strong historic character and quality of the area.</li></ul>
<b>Consultation and Engagement with Māngere Community</b>	<ul style="list-style-type: none"><li>• The consultation and engagement with the Māngere Community is several years too late, disjointed and, according to our investigations, ineffective and creating unnecessary anxiety amongst the community</li><li>• In our view, the community voice is not sufficiently engaged in the development of this Project at a Strategic level, or in any structured or representative way.</li><li>• The absence of comprehensive community input threatens the best intentions of the Māngere Development Plan and risks the Project not meeting either the Government or resident's desire for a healthy and well-functioning Māngere Community in the future</li></ul>

Home Ownership Pathways	<ul style="list-style-type: none"> <li>There is significant concern that despite an intention to house Māngere residents, the new housing will be unaffordable for most, and there are insufficient pathways to home ownership.</li> </ul>
Strategic Oversight	<ul style="list-style-type: none"> <li>This Project will shape Māngere for the next 15-20 years and beyond. Creating an honourable, impactful and appropriate community Guardianship model at a strategic level that <b>bridges</b> the Government (HNZC, HUD), developers (HLC), local Council, mana whenua and more importantly the Māngere Community will <b>strengthen this redevelopment programme</b> and provide a <b>community-owned model that could be used in other sites</b> of large scale housing redevelopment e.g. Porirua, Mt Roskill.</li> </ul>

#### Background:

- The Māngere Community is currently experiencing a mixture of excitement and fear at the changes occurring and planned by the Government in its initiative, the Māngere Development Project.
- Managed by the HLC on behalf of HNZC the Māngere Development Project will see 2,700 old state houses replaced with 10,000 new houses over the next 10-15 years. Of those, 3,000 will be new state houses, 3,500 will be new KiwiBuild and affordable homes, and 3,500 will be houses for sale on the open market. The Project is taking place in a series of neighbourhood precincts, the first of these, West Māngere having already commenced.
- The planning design and operationalising of the plan regarding overall infrastructure, neighbourhoods, KiwiBuild and market houses, is being undertaken by HLC, while HNZC undertakes the design and building of social housing.

#### Details of Proposal:

- Some structural difficulties make it uncertain that this MHCRG will be effective in working alongside the Developers HLC and HNZC to achieve the best development for the Māngere Community. Those difficulties include a lack of mandating, resourcing, community connection, and access to independent experts.
- Presently HLC and HNZC have the mandate to complete the proposed Māngere Development Project for the Government in consultation with the community. The Developer has the authority from the Government to undertake the Project. However, the MHCRG does not have a similar Government mandate to be involved in the Project, with the responsibility to protect and advocate for the best interests of the Māngere community.
- The developer has extensive financial resources available through its ownership on behalf of the Crown of the land and houses in the Māngere Development area. The community or their representatives do not have any resources available to them apart from the voluntary time of expert and experienced community participants and advocates. These participants all have other jobs and responsibilities to maintain in addition to this role. The success and smooth flow of the Project mean it is essential that members of the committee give appropriate time and energy to the partnership with the developer. Some office support and resourcing for the MHCRG will also be desirable.
- The committee also needs resources to help it effectively stay in touch with the general population in Māngere and respond to the concerns and questions of people and organisations in the community.

- At various stages in the development, the MHCRG will be required to engage with specialist expert information from the developer. It may be useful on some occasions for the group to have the ability to test this information by referring it to independent experts. In this way, the best interests of the community can be maintained.

#### **Formal Request to Minister:**

- To meet the gaps in mandating, resourcing, community connection and expertise it is proposed that the Minister of Housing mandates the Māngere Housing Community Reference Group to be the official community voice for the Project.
- As Project Guardians, the group will be expected to understand and give representation to the views of the community and work with the developers HLC and HNZZ, ensuring the opinions and ideas of people in the area are incorporated into the design, development, and implementation of the Māngere Development Project.
- While it is expected that most issues of difference will be resolved between the Guardians and the developers, if at any time the Guardians believe the developers do not adequately consider the view of the community, this mandating will give them the ability to bring any such matter to the attention of the Minister of Housing, for consideration and direction.
- The Guardians will provide an annual budget for their operation to the Minister of Housing who will authorise an agreed budget.

#### **International Examples of Community Guardianship**

- Large scale urban housing redevelopments have a long history around the world. Many of these projects have been fraught with anxiety and turmoil for often lower income communities that have had redevelopment projects thrust upon them. Often redevelopment has been associated by the community where the redevelopment is taking place with gentrification and mixed housing. Community responses have been diverse, ranging from groups focussed on crime and disruption to stop the redevelopment, through to strategically and politically focussed groups. Relevant examples we propose in line with this community Guardianship model are:
  - *Mission Anti-Displacement Coalition* – formed in the Mission District of San Francisco, USA, to challenge the gentrification in the traditionally working class Mission District.
  - *Aboriginal Housing Corporation* – formed because of the gentrification of Redfern, Sydney, a working class and high-Aboriginal population suburb of Inner Sydney.
  - *Waterloo Public Housing Action Group* – formed in Waterloo area of Sydney.
- These are just a few of many examples of how community groups have formed to respond to housing redevelopments in traditionally working class and/or lower socio-economic areas in urban cities. These groups have had varying amounts of success, impact and influence.
- We as a MHCRG contend that we can learn from the lessons from these other examples and develop a unique, New Zealand relevant, community owned and led model whereby redevelopments can (if appropriate) take place and that community is not irrevocably damaged or ripped apart by it. Recent history with the Tamaki redevelopment, although there has been significant progress there recently, lends us to believe the MHCRG proposal is a truly unique and potentially impactful bridge model between the community and others.

## FAQs

### 1. How will the Guardians model work?

- The initial Guardians of the Māngere Development project will be the existing members of the MHCRG who have been nominated by community organisations operating in the Māngere electorate.
- The Guardians will form an appropriate legal entity with a constitution and rules and membership that must be accepted by a majority at general public meeting called and advertised in the Māngere Community. (See appendix Terms of Reference MHCRG).
- The Guardians must regularly connect and report to the Māngere Community on progress and any contentious issue springing out of their work with the Māngere Project developers

### 2. Who are the founding members of the MHCRG?

Peter Stowers (chair) – Accountant and resident	Vicki Sykes – Consultant and resident
Lama Tone – Architect and resident	Harry Toleafoa – Lawyer and resident
Jo Latif – Māngere College and resident	Hone Fowler – Community worker and resident
Helen Tua – Mercury Energy	Major Campbell Roberts – Salvation Army and resident
Bill Peace – Community Manager and resident	Sally Ikinofa – Local MPs Office
Ronji Tanielu - Lawyer	

### 3. How will the Guardians relate to HLC and HNZZC?

- The Guardians will engage with the Developers around the strategic issues of the Project to ensure that the progress of the Project aligns with the best interests of the community and the success of the property.
- The Guardians will mainly aim to ensure engagement and agreements in the following areas:
  - Designs and plans of houses to meet overall community wellbeing and needs (fit for purpose housing)
  - Access and occupancy priority for existing residents and people working in the Māngere area
  - Access to employment opportunities created directly or indirectly from the project
  - Māngere young people have access to apprenticeships, internships and training
  - The provision of community resource and infrastructure
  - The development and use of housing affordability products

### 4. Is this model sustainable?

- With adequate and consistent support and resourcing, yes!
- Other communities facing housing redevelopment have already engaged with the MHCRG and so we believe this model could help shape how other communities around New Zealand engage in these redevelopment processes.

