



Statement of Strategic Intentions

2025 to 2029

June 2025

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Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

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Te Kāwanatanga o Aotearoa
New Zealand Government

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Ministerial foreword

There are challenges facing the housing and urban development system which make it hard to build homes and cities that work properly and leave many people unable to afford the housing they need. Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development (the Ministry), as system leader, plays a critical part in delivering the Government's vision and priorities for the system, to help address these issues.

New supply of housing, whether owned or rented, can help improve housing affordability. It's important that we continue to remove the systemic barriers preventing the market from delivering this housing and the much-needed infrastructure to support growth and prosperity in our urban areas. We also need to help the most vulnerable people in our communities to access suitable housing.

As part of its ongoing work, the Ministry is adopting new ways of working, including ensuring that government gets value for money from its investment in the system and delivers housing in places where it is most needed.

While the Ministry has a crucial role to play, it can't succeed without the combined efforts of its partners in the private and public sector right across the housing and urban development system. Together we will move towards the goal of providing the right housing, in the right place, for the right people.

Ministerial statement of responsibility

I am satisfied that the information on strategic intentions provided by Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development is consistent with the policies and performance expectations of the Government.

A handwritten signature in black ink, appearing to read 'Chris Bishop'.

Hon Chris Bishop

Minister of Housing

June 2025

Chief Executive's foreword

Over the last 30 years, there hasn't been enough affordable housing of good quality provided in the right places in New Zealand. This has led to excessive house prices, pressure on the rental market, an over-reliance on emergency housing and other temporary housing solutions. Our statement of strategic intentions sets out how we will continue to focus our efforts over the next three years to deal with these well-known challenges faced by New Zealand's housing and urban development system.

We are focused on delivering the Government's vision and priorities for housing and urban development, through three strategic priorities:

- Removing system barriers to unlock housing supply by leading and progressing two key government programmes – Going for Housing Growth and resource management system reform. Focusing on getting the system settings right is crucial, as this will directly impact all aspects of the housing market, including rents, house prices, and Government investment.
- Ensuring our investment delivers value for money. We are establishing a new housing investment system aimed at helping those most in need, which will better target new and existing government investment to focus on particular needs in particular regions and be more effective at delivering the right types of houses. Turning around Kāinga Ora, levelling the playing field for community housing providers, and investing in Māori housing all contribute to ensuring we have a robust social housing system.
- A place-focused approach, working with communities and developing partnerships to support those with high housing need.

Statement of responsibility

In signing this information, I acknowledge that I am responsible for the information on strategic intentions provided by Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development. This information has been prepared in accordance with sections 38 and 40 of the Public Finance Act 1989.



Brad Ward

Acting Chief Executive

Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

June 2025

Our organisation

Our role and purpose

Housing and urban development matter to New Zealand's people and economy. Towns and cities with efficient infrastructure and an ample supply of affordable housing are essential for economic growth. People in stable, healthy housing are more likely to achieve educational success, enjoy good physical and mental health, have jobs, and participate in their communities.

The Ministry of Housing and Urban Development (the Ministry) is the Government's system lead for housing and urban development in New Zealand.

We work closely with other government agencies, the private sector, Māori, local government and the social sector – acting collectively to support good housing and urban development outcomes.

Our functions include:

- leading the design, implementation and review of the Government's strategy for housing and urban development
- designing and developing policy, and maintaining and reviewing legislation, regulations and settings across the housing and urban development system
- funding and coordinating the delivery of housing and urban development solutions and programmes.

We also monitor:

- Kāinga Ora – Homes and Communities: Kāinga Ora owns and manages Crown's portfolio of public housing. While it has a wider remit related to new housing construction and urban development, following the 2024 independent review its purpose is shifting back to a core role of being a good social landlord.
- Tamaki Redevelopment Company Limited: The Company is a joint venture between the Crown and Auckland Council and was established to manage the urban regeneration programme in the East Auckland suburbs of Glen Innes, Point England and Panmure.

Our purpose is: He kāinga ora, he hāpori ora – thriving communities where everyone has a place to call home.

Our values

We have three values and related behaviours that shape the way we work together.

Wānangatia – Curiosity	Arohatia – Empathy	Kōkiritia – Drive
To think and seek knowledge. To meet, discuss and deliberate.	To love, and care for. To empathise and respect. To embrace.	To thrust forward. To champion (a cause) or make happen. To initiate.

How we manage our organisation

We are structured across five groups:

- **Strategy, Insight and Governance:** Provides strategic, data, analytics, monitoring, research and evaluation capability, advice and support to the Chief Executive, supports our governance arrangements and risk management, registers and monitors community housing providers via the Community Housing Regulatory Authority.
- **Policy:** Leads system-level policy work and plays a critical role in cross-government work programmes, contributing to our role as system leader.
- **Te Kāhui – Māori Housing:** Leads our Māori-Crown relationship and works across the organisation to support us to be a good Treaty of Waitangi partner and drive our ability to improve housing outcomes for Māori.
- **Delivery:** Responsible for our national investment strategy and our investment approach. Manages end-to-end delivery of programmes and local place-based strategies.
- **Organisational Performance:** Supports organisational efficiency and effectiveness. The group includes Finance, Legal, People and Community, Communications and Government Services and Crown Entity Monitoring.

Staff and appropriations

At 31 March 2025, our workforce numbered 309. We are funded for a workforce of 315 to 320.

Between 2024/25 and 2028/29, we administer the following appropriations:

\$ millions	2024/25	2025/26	2026/27	2027/28	2028/29
Departmental	72.0	66.1	64.3	64.0	63.6
Non-departmental	8,598.3	6,725.0	8,650.0	3,948.6	2,998.2

This includes appropriations funding for both operating and capital, as at the October Baseline Update (OBU) 2024.

Governance

Our governance model enables the Chief Executive and senior leadership team (SLT) to work effectively and efficiently, plan strategically, manage risk and work across system stakeholders. The SLT supports the Chief Executive to shape our strategic direction, keep focus on the priorities that matter and take a whole of organisation approach. SLT sub-committees provide oversight of our activities.

For example, our Organisational Health Committee provides oversight of our people, information technology and data to ensure we operate effectively and efficiently, manage risk and meet core compliance requirements. We also use governance structures to provide oversight of specific projects, programmes and priority areas.

Measuring progress

Our framework for measuring progress towards intended outcomes has three levels, as shown in the table below.

What we measure	Measurement
System outcomes From GPS-HUD <ul style="list-style-type: none">Is the system shifting in the right direction?	GPS-HUD system indicators
Ministry outcomes From Statement of Strategic Intentions <ul style="list-style-type: none">Are the Ministry's programmes having the intended impacts?	Ministry of Housing and Urban Development outcome indicators
Ministry outputs From Estimates of Appropriations <ul style="list-style-type: none">Is the Ministry doing what it said it would do?	Output measures

- GPS-HUD system indicators measure the overall health of the housing and urban development system and whether progress is being made towards the system outcomes. You can find the indicators on our website: [He Oranga Kāinga, He Oranga Hapori – Housing and Urban Development Indicators](#). The suite of indicators will be reviewed to align with the Government Policy Statement on Housing and Urban Development (GPS-HUD) review.
- Ministry of Housing and Urban Development outcome indicators: We are developing impact measurement and monitoring frameworks that support our strategic priorities. Key indicators developed as part of this work will be included in future strategic intentions and reported in our annual report.
 - For Going for Housing Growth, we will monitor the progress of the programme itself (legislative and regulatory changes) and the outcomes it is seeking to achieve (e.g. whether councils are meeting the requirement to free up 30 years of land for development).
 - For the housing investment system, we will monitor whether the funding is resulting in improved outcomes for those most in need.
- We measure direct outputs and deliverables using output measures which are included in the Estimates of Appropriations each year. The results are included in our annual report.

System context

The housing and urban development system

A well-functioning housing and urban development system contributes to economic growth by removing barriers to unlock market supply of housing, supporting businesses to grow and access skills, innovation and investment, and improving people's access to jobs, services and leisure activities. Several interconnected elements must function well for the market to deliver housing and infrastructure cost-effectively.

The land, infrastructure, building and development markets work together to produce housing and urban infrastructure, supported by fiscal and monetary settings. Targeted government intervention and investment responds to needs that the market cannot meet. This includes the provision of social housing and other forms of housing support.

The key roles of Government in the system:

- Enabling efficient land markets – more responsive supply of land and infrastructure to shift market expectations and behaviour, moderate the price of urban land and increase opportunities for housing and urban development.
- Delivering better housing support to those who need it – supporting people into safe and stable housing (whether market or non-market) to improve the welfare of New Zealanders and minimise wider costs to society. The objective is “Right house, right place, right people” – people have the type of housing they need, where it is needed.
- Addressing residual barriers to urban development – coordinating development where required to ensure optimal market delivery and address key issues, such as maximising gains from transit-oriented housing and urban development in main centres.
- Protection of rights and obligations through efficient regulation – supporting investment certainty and protecting the interests of participants through efficient and effective regulation of tenure and building and construction quality.

We have a limited set of tools and funds to directly effect change and address challenges across the system through investment, delivery and regulation. Understanding those challenges and the underlying drivers of change in the system allows us to prioritise our efforts and resources to set our strategic priorities.

As the housing and urban development system lead, we work with other stakeholders and partners to influence change and collaborate to create better housing and urban outcomes. Building strong working relationships is central to our work. In addition, we provide reliable data and insights about the system that help to inform evidence-based decision-making for us and our stakeholders.

Challenges facing the system

New Zealand faces complex housing and urban development challenges. The poor housing and urban outcomes we are experiencing have developed across decades and require a concerted and aligned effort to resolve. The Ministry was established to help address these system challenges.

New Zealand does not build enough homes

Contributing to the housing supply shortage is land use and infrastructure constraints, high costs of construction labour and materials, and inefficiencies and economic volatility affecting our construction sector. This undersupply has major social and economic consequences, including unaffordable house prices and rents, and high demand for government-provided and subsidised housing.

26.6% of households who owned or partly owned their dwelling and 45.9% of households who do not own their dwelling spent 30% or more of their disposable household income on housing costs (Household Economic Survey 2024, Stats NZ).

Growth in towns and cities is being hampered by planning rules and insufficient infrastructure

In recent years, planning restrictions have been reduced and in our main cities, new townhouses and apartments have overtaken new stand-alone housing. However, in many places, planning and consenting rules still act as barriers to growth. There is also a significant infrastructure deficit, and major challenges to funding and financing the infrastructure needed to support housing growth.

Artificial zoning constraints push up land prices at urban boundaries, for example, each square metre of land inside Auckland's Rural Urban Boundary costs 4.2 to 4.4 times more than land immediately outside it (Te Waihangā New Zealand Infrastructure Commission, 2023).

Building and construction sector

For a variety of reasons, building new homes in New Zealand is costly. Increased construction costs can be caused by the environments we build in, a preference for customised housing, and inefficiencies in our construction sector. Other issues include the capacity and capability of our construction workforce, material supply chain, volatility of investment and risk aversion.

Over the decade to December 2024, the cost of building a new home rose 80 percent while the median household disposable income rose only 55 percent (the Ministry's Change in Housing Affordability Indicators and Consumer Price Index, Stats NZ).

People on lower incomes have fewer housing choices

Lower income earners are less likely to own their own home or access secure rental housing. They sometimes live in poor quality, insecure housing, which is strongly linked to worse outcomes in other areas such as health and education. These social impacts disproportionately affect specific population groups, including Māori, Pacific peoples, children and young people, disabled people and older people.

An increasing number of people reaching superannuation age are renting or still paying a mortgage. This can exacerbate cost of living pressures in retirement (the Ministry's Long-term Insights Briefing, March 2023).

Māori have often experienced poor housing outcomes

Poor housing outcomes for Māori are not new but have been exacerbated by broader housing affordability issues. While there has been progress in increasing 'by Māori for Māori' housing supply and building capability in the Māori housing sector, there are still systemic and legislative barriers to achieving better outcomes for Māori housing.

Around 30 percent of Māori own their own home, compared to just over 58 percent of those of European ethnicity (2023 Census, Stats NZ).

The impact of government investment has been variable and uncertain

Government has a role in supporting housing for those in most need. The funding system for housing and urban development has been complicated and confusing, with multiple overlapping funds, often without long-term funding, making it difficult to navigate and creating uncertainty about the pipeline of government investment.

The government spends over \$5 billion a year on assistance with housing costs and these costs are continuing to grow (Ministry data). Demand remains very high for housing support, with thousands of people waiting on the social housing register.

New Zealand's population is growing, ageing and diversifying

The growth and ageing of our population is placing pressure on housing supply and on the ability of our housing stock to meet the needs of older people. The make-up of families and extended households are expected to continue to diversify, requiring an increasing variety of housing to accommodate different types of family needs and sizes.

Statistics New Zealand projects the number of people aged 65 or over will nearly double between 2023 and 2053, from around 850,000 (17 percent of the population) to around 1.5 million (24 percent).

Many places in New Zealand are at risk from natural hazards

New Zealand is inherently vulnerable to hazards such as flooding and earthquakes. Climate change exacerbates some of these risks. It is becoming increasingly expensive or even impossible, to insure homes in vulnerable areas.

A 2023 National Institute of Water and Atmospheric Research (NIWA) study identified that more than 400,000 residential buildings are at risk of flooding.

Strategic priorities

The poor housing and urban outcomes we are experiencing have developed across decades. Fixing those issues will require concerted and aligned work over a similar timeframe. Our work programme over the next one to five years supports the Government's priorities, which aim to establish the foundations of a more adaptive, responsive system to enable growth while supporting those in greatest need.

This section sets out the strategic priorities that will shape our work programme:

- Removing system barriers to unlock housing supply.
- Ensuring our investment delivers value for money.
- A place-focused approach.

These priorities are not mutually exclusive and there are strong linkages between aspects of each.

Over the short-term, we expect that executing these strategic priorities will contribute to the delivery of the Government's priorities for the system, and provide:

- increased capability and capacity across the system to deliver more homes, including building and resource consenting processes that flow more effectively and efficiently
- cost-effective housing support for those who need it, and increased ability for people to move from highly subsidised social housing to other forms of affordable housing.

Removing system barriers to unlock housing supply

Restricted housing supply means not enough people have adequate housing. Lack of housing supply drives public spending through increasing rents and forcing more people to depend on government support. We need more homes for both rental tenants and homeowners to live in. To do this we must remove barriers in the land, infrastructure, development and construction markets.

Going for Housing Growth

We are leading the Going for Housing Growth programme to change a range of legislation and regulatory settings that target the underlying causes of the housing shortage and support growth – both 'up' within the existing urban area and 'out' into greenfield areas. It focuses on three pillars:

- Pillar 1: Freeing up land and removing unnecessary planning barriers to provide certainty around future land supply and development capacity, to enable increased future housing supply and put downward pressure on prices and rents.
- Pillar 2: Enabling better urban development through improved funding and financing of infrastructure needed for growth.
- Pillar 3: Providing incentives for communities and councils to support growth, intensification and development in the right places.

The pillars aim to improve housing affordability and address the underlying causes of the housing supply shortage by making the system more flexible and responsive.

We are leading the Going for Housing Growth programme in close collaboration with the Ministry for the Environment, the Ministry of Transport and the Department of Internal Affairs.

Reforming the resource management system

A key part of delivering Going for Housing Growth is through the Government reform of the resource management system, which will drive economic growth and increase productivity by making it easier to get things done. The new system will provide a framework that makes it easier to plan and deliver infrastructure as well as protecting the environment. This means removing unnecessary planning regulation constraining the supply of housing and infrastructure, as well as unlocking future development capacity for housing, infrastructure and business growth.

The reforms should make it easier for councils to plan for urban growth and infrastructure through spatial planning.

The Ministry for the Environment is leading the resource management reforms and is closely collaborating with us on changes to the planning system to free up land for housing and make it easier to consent to new housing and infrastructure.

Improving efficiency and competition in building and construction

Greater efficiency and competition in building and construction will be achieved by removing regulatory barriers to delivering housing supply and making it easier to build quickly, and ensuring that affordable, high quality construction products can enter the market.

The Ministry for Business, Innovation and Employment is leading these initiatives. Our role is to influence the policy design to ensure the new settings support increased housing and infrastructure supply.

Improving rental markets and other tenures

To ensure balanced and effective regulation of the rental market and other tenures, we are working on changes to the Residential Tenancies Act, a review of the Retirement Villages Act 2003, revisiting regulations for residential property managers and managing methamphetamine contamination in rental housing.

Ensuring our investment delivers value for money

There will always be vulnerable people in need of government assistance to access suitable housing. Government funding is limited and requires us to measure and understand the value of investment for New Zealand to get best value for every dollar invested.

Our housing investment approach will invest to enable people in high housing need to have access to stable and secure housing. We invest where it is clear what housing outcomes government investment will achieve, and success can be measured.

Key work in this area includes:

- establishing a dedicated flexible fund and housing investment approach that will better target new and existing government investment to focus on particular needs in particular regions and be more effective at delivering the right types of houses

- supporting the refocusing of Kāinga Ora as a social landlord, including continuing to monitor delivery of the turnaround plan for financial and operational sustainability
- supporting community housing providers (CHPs) to increase housing supply by lowering the cost of finance
- maintaining the target reached at the end of 2024 of reducing households in emergency housing by 75 percent (jointly shared with Ministry of Social Development).

A place-focused approach

Different communities, towns, cities and regions have different housing needs and government's role in each one may vary. For example, in some places markets work well, and government can continue to work to remove barriers to market-led development. In other areas, government investment may play a more significant role.

Our partnership approach to place-focused work means we are still prioritising the support of people in housing need. We will do this through identifying locations with high housing need, alongside developing an understanding of the region's housing market situation and any other context affecting housing supply.

We use this information to work with the community, including Māori, to determine how government investment can support local housing needs, determine effective interventions and deliver solutions with the greatest and lasting impact to improve the housing system in that place.

We are:

- making a step-change in how we invest and work in places with others to deliver housing and urban development for communities, for example, by implementing Going for Housing Growth
- identifying and prioritising housing need in places to support people most in need in the most effective way
- moving to an outcome-focused partnership model, working with community housing providers and a more efficient contracting approach
- continuing to work in partnership with Māori to deliver housing.

This shift in approach to how we support housing delivery requires us to develop new processes and measures, so that we can target populations and places in high need and understand the impacts of different interventions.

Developing our organisation

This section sets out how we continue to build on our strengths and develop essential capabilities.

Working with housing and urban partners

Large-scale systemic change is not something that government can do on its own. Successfully addressing housing and urban development challenges requires central and local government to partner and collaborate with others – including the private sector, Māori and the social sector – on a system-wide response.

Nationally, we work with government agencies and key stakeholders to ensure that system settings and tools are fit-for purpose and can be used flexibly to deliver good housing and urban development outcomes.

Locally, we work with partners, to coordinate planning and delivery of local solutions that are supported and delivered by communities. Local communities have a better understanding of local needs and capability and are often better placed to leverage relationships and make trade-offs.

Partnership with Māori

We are committed to improving outcomes for, with and by Māori, through strengthened Māori-Crown relationships using the MAIHI Framework, which brings the Crown and Māori together in partnership to deliver housing solutions for Māori.

As part of the Crown, we have responsibility for operating as a Treaty of Waitangi partner and helping achieve Māori housing aspirations. We do this through supporting Māori-Crown partnerships, such as engaging with post-settlement governance entities through high level arrangements and meaningfully engaging with mandated iwi entities on their relationship redress. We also have an important role to play in facilitating Māori-led local solutions, housing supply and housing support. Through strengthening the Crown-Māori relationship and empowering Māori to create their own housing solutions we can strengthen both Māori housing sustainability and the overall Māori housing system.

An example of how we are putting this into practice is through the \$200 million in funding accelerated into Māori housing projects across the country that will enable the delivery of 400 affordable rentals in high-need areas by the end of June 2027.

We also lead the Crown response to Wai 2750: the Māori Housing Policy and Services Kaupapa Inquiry. Participating in the Inquiry is an opportunity to reset the housing system in partnership with Māori and strengthen the Māori-Crown relationship.

We have developed tools aimed at improving the ability of our staff to fulfil our obligations as a Treaty partner. For example, Taukaea – Our Māori Language Plan provides short- and long-term goals to promote the status and awareness of te reo and tikanga Māori at the Ministry.

Investing in our people and technology

We develop our workforce and digital capability, equipping our people with the right skills and systems to support efficient and effective delivery.

Our Delivery function has and will play a critical role in embedding our new settings and investment programmes in the system. To support this, we have restructured our Delivery group with the objective of shifting to a place-focused approach and moving away from a programme focus.

We are looking at how to use new technologies to enhance or improve our processes and delivery, including exploring the controlled use of artificial intelligence tools to improve productivity and enhance innovation.

We also want to use existing technology to become more efficient. This includes improving our financial and employee management systems and looking at improvements to our other tools, systems and processes (such as our contract management system).

Using evidence and insights

Data and evidence are a critical part of how we plan and deliver, and monitor our investment strategies, at national or local level, supporting how we prioritise investment to ensure value for money. This helps direct our investment decisions across all types of housing and urban initiatives. We are enhancing our use of data and evidence and considering diverse stakeholder views to better understand housing and urban system-wide developments and make informed decisions.

We have developed and are implementing our Data Strategy, a multi-year plan aimed at enhancing our own and our partners' ability to safely store, collect, analyse and use data. This strategy and approach will deepen our collective understanding of the housing and urban development system.

As an example, we are using our data and evidence to design and deliver our revised investment strategy, and to design, implement and evaluate the Going for Housing Growth programme.

Strategic direction

Government Policy Statement on Housing and Urban Development¹

Our strategic intentions work towards the long-term outcomes set out in the Government Policy Statement on Housing and Urban Development (GPS-HUD).

The vision of the GPS-HUD is that 'Everyone in Aotearoa New Zealand lives in a home and within a community that meets their needs and aspirations'. Beneath this are four outcomes that describe, at a high level, what we want the housing and urban development system to look like in the longer term.

GPS-HUD outcomes

An adaptive and responsive system

The system is integrated, self-adjusting and delivers in response to emerging challenges and opportunities. Land, infrastructure, development and construction are responsive to demand, well-planned and well-regulated. System settings and government interventions are based on evidence and designed to meet people's needs and get the best return on investment.

Wellbeing through housing

Everyone lives in a home, whether rented or owned, that is affordable and has certainty of tenure. The quality, accessibility, size and features of homes support people and families to live healthy, successful lives.

Māori housing through partnership

Māori and the Crown are working together in genuine Treaty of Waitangi partnership so all whānau have stable, affordable, healthy homes. Māori housing solutions are led by Māori and are delivered locally. Māori can use their own assets and whenua Māori to invest in and support housing solutions and build equity in housing that can be transferred to the next generation. This is achieved through the MAIHI Framework.

Thriving and resilient communities

The places where people live are accessible to everyone and connected to employment, business, health, education, leisure, social and cultural activities. They grow and change well within environmental limits, drive economic growth, support culture and heritage, are resilient to natural hazards, and help to reduce emissions and adapt to the impacts of a changing climate.

¹ The GPS-HUD is currently being reviewed as required under the Kāinga Ora – Homes and Communities Act 2019. The vision and outcomes are based on those in the 2021 GPS-HUD and may change after consultation on, and finalisation of, a revised GPS-HUD.

Our kaupapa – our strategic framework

We use the 'Our kaupapa' framework to illustrate how we connect the long-term system strategy, our short-term strategic priorities, and how we work, to deliver on our organisational purpose and the vision of Government Policy Statement – Housing and Urban Development.

System strategy	30-year system direction	Government Policy Statement – Housing and Urban Development			
		Everyone in Aotearoa New Zealand lives in a home, and within a community, that meets their needs and aspirations			
Organisational strategy	Purpose and role	He kāinga ora, he hapori ora – thriving communities where everyone has a place to call home Shape a platform for change and provide leadership and kaitiakitanga of the system			
	Strategic priorities	Removing system barriers to unlock housing supply	Ensuring our investment delivers value for money	A place-focused approach	
	Developing our organisation	Working with partners	Partnership with Māori	Investing in our people and technology	Using evidence and insights
	Our values	Wānangatia Curiosity	Arohatia Empathy	Kōkiritia Drive	