

91231R



NEW ZEALAND QUALIFICATIONS AUTHORITY  
MANA TOHU MĀTAURANGA O AOTEAROA

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## Level 2 History, 2019

### 91231 Examine sources of an historical event that is of significance to New Zealanders

9.30 a.m. Monday 25 November 2019  
Credits: Four

## RESOURCE BOOKLET

Refer to this booklet to answer the questions for History 91231.

Check that this booklet has pages 2–16 in the correct order and that none of these pages is blank.

**YOU MAY KEEP THIS BOOKLET AT THE END OF THE EXAMINATION.**

# STATE HOUSING IN NEW ZEALAND 1900–2000

## INTRODUCTION

The New Zealand government was the first central government to provide housing for its citizens. They were responding to a range of factors, both private and public. While some people simply could not afford to provide adequate housing for themselves, successive governments have sought to improve society as a whole by building high-quality homes for New Zealanders.

Thousands of state homes have been built throughout New Zealand. While most New Zealanders recognise the distinctive design of the classic New Zealand state house, the ability of such similar houses to cater for individual and cultural differences has been an ongoing issue. This has particularly impacted Māori and other minority groups.

While New Zealand governments of the left\* and the right\*\* have both provided state housing, they have differed in their approach to the conditions under which the buildings are occupied. Historically, where Labour has preferred tenants<sup>†</sup>, National has more often sought to build and finance New Zealanders into home ownership. These preferences reflect significant differences in values and perspectives.

Today, New Zealand governments continue to provide state housing, and it remains a significant social and political issue.

\* *left*: a political party or system historically associated with the belief that wealth and power should be shared between all parts of society

\*\* *right*: a political party or system historically associated with traditional ideas, including private ownership of property

† *tenants*: a person(s) who occupies land or property rented from the owner



The Labour government's first state house at 12 Fife Lane, Miramar, Wellington, seen here not long after its completion in 1937, has become a symbol of the whole state housing scheme.

Source (adapted): Ben Schrader, *We Call it Home: A History of State Housing in New Zealand* (Auckland: Reed Publishing (NZ) Ltd, 2005), p. 33.

## SOURCE A: The poor state of private rentals and disease

... a free market\* approach characterised the building of cities in the nineteenth century.

Regulations, decreed city builders, dampened growth and inhibited commerce. Municipal governments<sup>†</sup> (often the same people) agreed, and placed few restrictions on activities on urban land.

... a laissez-faire<sup>‡</sup> environment didn't benefit everyone. ... Overcrowding and congestion were problems.

Lanes and alleys were driven through back sections and lined with flimsy and poky cottages which soon became home to the urban underclass: transients<sup>^</sup>, criminals, prostitutes and the poor. Physical deterioration followed social decline. With little provision for disposal, rubbish and effluent<sup>^^</sup> were thrown onto streets or dumped in empty, rat-infested sections. This, alongside an often-polluted water supply, provided an ideal breeding ground for diseases like scarlet fever and typhoid.

- \* *free market*: an economic system in which prices are determined by unrestricted competition between privately owned businesses
- \*\* *speculate*: to invest in property in the hope of gain
- <sup>†</sup> *municipal governments*: the local governing body of a town or district
- <sup>‡</sup> *laissez-faire*: an economic system in which transactions between private parties are free from government intervention
- <sup>^</sup> *transient*: a person staying in a place for a short time only
- <sup>^^</sup> *effluent*: liquid waste or sewage

Within decades of colonial settlement, commentators were complaining of slum conditions in New Zealand. This image of Dunedin in the 1860s shows a shantytown of shacks and tents on the city's edge.

Source (adapted): Ben Schrader, *We Call it Home: A History of State Housing in New Zealand* (Auckland: Reed Publishing (NZ) Ltd, 2005), pp. 16–17 (text) and p. 1 (Hocken Library, University of Otago image).

**SOURCE B: The lack of material progress in New Zealand as a 'social laboratory' c.1905**

For over 40 years, many people had endured living conditions that, while never as bad as the worst of the old world's slums, were still unsettling to those seeking to forge something better in the new.



In an age that championed progress, New Zealand seemed to be going backwards.



Typical workers' housing in Te Aro, Wellington.

Despite regular reports of congestion and decay in this area, the belief that governments shouldn't intervene in the market hindered reformers' attempts to improve housing conditions.

Source (adapted): Ben Schrader, *We Call it Home: A History of State Housing in New Zealand*, (Auckland: Reed Publishing (NZ) Ltd, 2005), p. 24 (text) and p. 19 (Alexander Turnbull Library, Bruce Orchiston Collection, F-86866-1/4 image).

### SOURCE C: The fear of revolution because of poor living conditions c.1917, 1932

With the Russian revolution of 1917 fuelling the flames of class conflict in Europe, conservatives (traditionalists) believed the best way to damp down local hot spots was to saddle revolutionaries with a mortgage. [REDACTED]

[REDACTED] Having abandoned the rent book for the promise of a freehold title, the government reasoned, few home buyers would willingly give it all up for the sake of a people's republic.

\* *Bolshevistic*: a person who identifies with the social, political, and economic theory of the group led by Lenin that took power in Russia in 1917

Source (adapted): Ben Schrader, *We Call it Home: A History of State Housing in New Zealand*, (Auckland: Reed Publishing (NZ) Ltd, 2005), p. 30.

#### Newspaper reports of the unemployment riot in Auckland, 14 April 1932



Typical scenes in Queen Street after Thursday night's outbreak:  
shop windows smashed and stripped of their contents.



Weapons used by the rioters in Queen Street, Auckland, on Thursday evening:  
a picket fence destroyed by the mob to provide batons.

Sources: <https://4.bp.blogspot.com> (top image) and <https://2.bp.blogspot.com> (bottom images).

**SOURCE D: Government spending on war memorials rather than better housing c.1935**

“Towering into the air above the smoke and dust of the city, Wellington’s War Memorial Carillon tower, with its great bells, and ever-shining Lamp of Remembrance for those who made the supreme sacrifice in the Great War, is a beautiful piece of architecture ... The tower was built right in the middle of Wellington’s slum area, and a stone’s throw away from it, men, women and children are making a different kind of sacrifice. They live in squalor and dirt, in little shacks lacking even the ordinary comforts of existence.”

The tabloid *Truth* (calling on New Zealand’s first Labour government to address the slum problem rather than spending on projects such as the newly completed National War Memorial, 4 December 1935)

Source (adapted): Ben Schrader, *We Call it Home: A History of State Housing in New Zealand*, (Auckland: Reed Publishing (NZ) Ltd, 2005), p. 34.



The dedication of the National War Memorial Carillon in Wellington on Anzac Day 1932

Source (adapted): ‘Dedication of the National War Memorial Carillon, 1932’, URL: <https://nzhistory.govt.nz/media/photo/carillon-1932>, (Ministry for Culture and Heritage), updated 4-Oct-2018 (image).



Backyards of houses in Tory Street, Wellington, 1922

Source: Te Aro: 1/1-026013-G, Alexander Turnbull Library, <https://natlib.govt.nz/records/22590952?search%5Bi%5D%5Bcategory%5D=Images&search%5Bi%5D%5Bsubject%5D=Backyard+gardens&search%5Bpath%5D=items> (image).

**SOURCE E: Māori housing and racial discrimination c.1900–c.1980****Rural Māori housing c.1930s**

An example of the poorest housing in a rural area, made from corrugated iron.



This home, described as a 'typical Maori dwelling', had been used in Labour Party campaigning on poverty during the 1930s.

Source: 'Poorest housing'. New Zealand Labour Party: Records. Ref: MS-Papers-0270-027-02. Alexander Turnbull Library, Wellington, New Zealand. /records/22787851 (left image) and 'Average Maori home'. New Zealand Labour Party: Records. Ref: MS-Papers-0270-027-01. Alexander Turnbull Library, Wellington, New Zealand. /records/23078531 and <https://www.rnz.co.nz/programmes/tangata-whenua/story/2018629805/stories-from-tangata-whenua-surveying-auckland-s-housing-crisis> (right image).

**Urban Māori housing c.1930s, 1955**

After the First World War, Māori began to migrate from the country to the cities in search of work and a better life. [REDACTED]

[REDACTED] This shows Māori children outside a dwelling in inner-city Nelson Street, Auckland, in the late 1930s.

Source: Ben Schrader, 'Māori housing – te noho whare – Urbanisation', Te Ara – the Encyclopedia of New Zealand, <http://www.TeAra.govt.nz/en/photograph/40352/Māori-living-in-the-city-1930s> (accessed 27 May 2019).

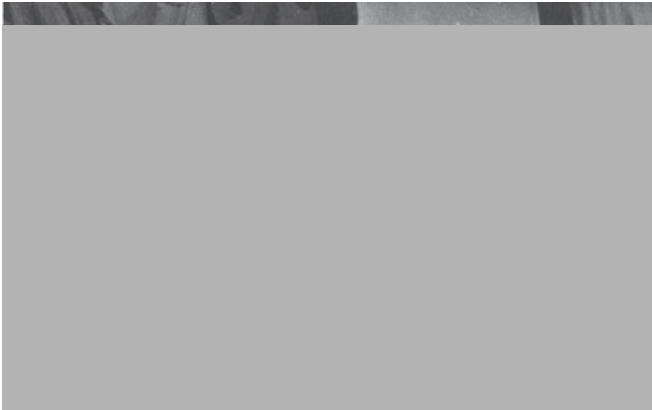
"With 10 people in a single room they cannot do their homework. Then they become afraid of their teachers because their homework isn't done and they don't want to go to school."

Maharaia Winiata (Ngāti Ranginui leader, speaking at a meeting at the Freeman's Bay Community Centre, 1955)

Source (adapted): Ben Schrader, *We Call it Home: A History of State Housing in New Zealand*, (Auckland: Reed Publishing (NZ) Ltd, 2005), p. 61.



### Whina Cooper's Māori housing survey, Auckland, 1952



Whina Cooper working on her survey of Māori housing for the Auckland City Council.

Source (adapted): Michael King, *Whina Cooper* (School Publications, 1987), p. 55.

"From there we went to Nelson Street, to a house named Glasgow Villa. But even Glasgow's Gorbals\* could have produced nothing more wretched. [REDACTED]

[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]  
[REDACTED]

[REDACTED] In an upstairs room, 10 feet by seven feet, a pregnant woman and her husband lived with five children. They had one bed between them. They also did their cooking in the same space – on a primus stove\*\*."

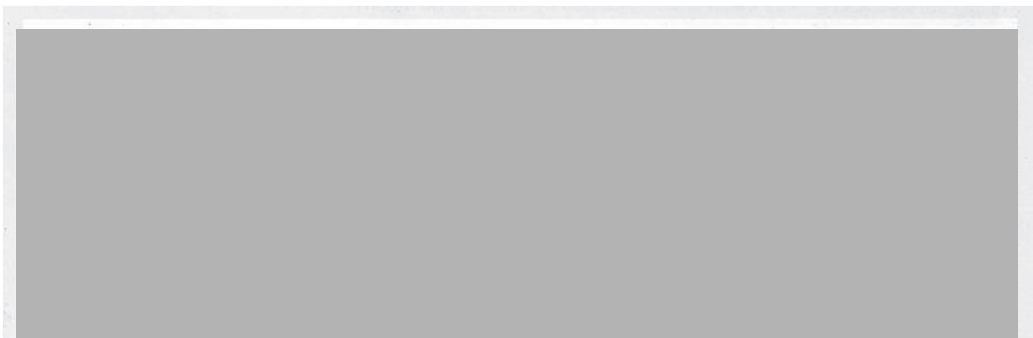
\* *Glasgow's Gorbals*: notorious Scottish slum  
\*\* *primus stove*: a portable kerosene cooking stove, often used by campers

The *Auckland Star* (following Whina Cooper for one day's surveying c.1952)

Source (adapted): Mark Sheehan, *Maori and Pakeha: Race Relations, 1912–1980* (Auckland: MacMillan New Zealand, 1989), p. 39.

### Office of the Race Relations Conciliator survey, Auckland, 1986

... in 1986, the Office of the Race Relations Conciliator surveyed Auckland landlords. Tactics for rejecting Maori and Pacific Island applicants included telling them the property was already let when it wasn't, quoting them a higher rental than Pakeha applicants, and placing conditions on the property which were not imposed on others. The only places available for non-Pakeha renters were often shabby dwellings in rundown areas.



Billy T. James and Chris Slane

Sources (adapted): Ben Schrader, *We Call it Home: A History of State Housing in New Zealand* (Auckland: Reed Publishing (NZ) Ltd, 2005), p. 56 (text) and George Bowen, *People and Promises: Race Relations Maori and Pakeha 1912–1980* (Auckland: Longman, 2000), p. 40 (image).

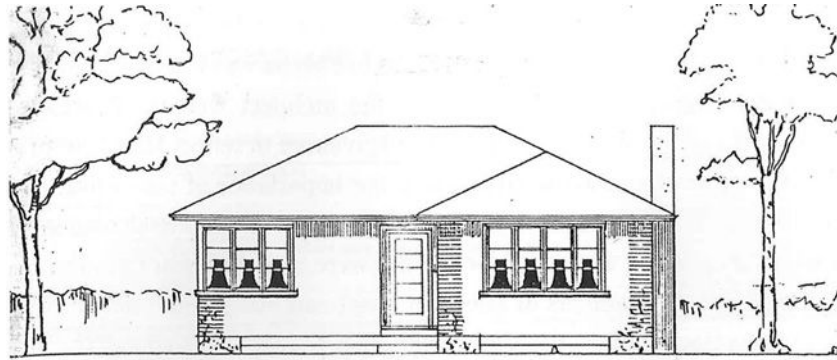
**SOURCE F: Māori state housing c.1950s**

Until the late 1940s, Maori were excluded from state houses because the government thought few could afford them.



... Between the 1950s and 1970s, huge numbers of Maori migrated from their rural homelands to towns and cities, and many found new homes in state houses. ... because governments then believed that the future of Maori lay in them assimilating\* into mainstream culture, state houses built for Maori were usually identical to those for Pakeha. In the typical design for a two-bedroom Department of Maori Affairs state house [see page 11], the only concession to Maori values was the location of the laundry and toilet. Everything else was the same.

\**assimilating*: becoming absorbed into



FROM MAORI HOUSING DEPARTMENTAL STANDARD PLANS  
DEPARTMENT MAORI AFFAIRS 1952

· F R O N T · E L E V A T I O N ·




In the 1950s and 1960s, state houses constructed for Maori were little different from those built for Pakeha, a point that is highlighted in this Department of Maori Affairs elevation and floor plan.

Source (adapted): Ben Schrader, *We Call it Home: A History of State Housing in New Zealand*, (Auckland: Reed Publishing (NZ) Ltd, 2005), pp. 57, 128–129 (text) and Ruth Goodwillie, *Designing Housing Compatible with Cultural Values* (1990) (image).

**SOURCE G: Māori state housing design c.2002**

The Māori design guide *Ki te Hau Kainga* (2002) shows a new commitment by the government to accommodate Māori cultural values in state housing.



### 2.07 TAPU AND NOA / CULTURAL SENSITIVITIES

In Māori society, certain household functions must be kept separate from others in order to preserve their tapu or noa nature. For example, all food related facilities must be separate from bathrooms, toilets and laundries.

Careful planning with due regard to issues of tapu and noa will ensure that Māori cultural practices are facilitated and maintained.

**Tapu = Sacred or prohibited**  
**Noa = Common or profane**

### 2.08 TAPU AND NOA PLANNING MATRIX

	MAIN ENTRY	LAUNDRY	TOILET	BATHROOM	LIVING RM	DINING RM	KITCHEN
BEDROOM							
KITCHEN							
DINING RM							
LIVING RM							
BATHROOM							
TOILET							
LAUNDRY							

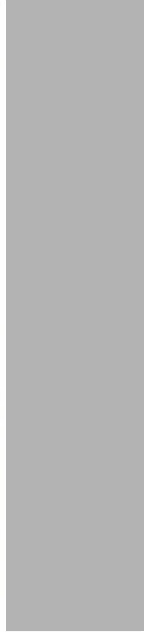
*Table of Tapu and Noa relationships for various spaces in a house*

HNZC Design Guide • *Ki te Hau Kainga* 9

# SPECIFIC DESIGN ISSUES

## 3.01 ENTRY / STREET PRESENCE

The entries to Māori houses should be obvious, welcoming and with front and back entries clearly articulated. This will assist in positive interactions with manuhiri.\*



If the entry is on the south side, the refuse, recycling and storage areas usually situated on this side of the house need to be screened from view.



*Outdoor covered area as welcoming entry and sunny outdoor dining area. Pattison House - Architect: John Scott*

10 *Ki te Hau Kāinga* • HNZC Design Guide

\*manuhiri: visitors

## 3.02 MAHAU - INDOOR / OUTDOOR ZONE

Verandahs, porches, patios and decks are key elements of Māori houses and provide essential transitional indoor/outdoor zones, connection to Papatuanuku and relieve pressure on internal spaces.

A north facing entry verandah directly off the living and dining areas can provide for a good welcoming/outdoor dining space.



*Auckland Pilot Māori Housing Development, Otara, August 2002*

Source (adapted): Rau Hoskins Design, 'Ki te hau kāinga: New perspectives on Māori Housing Solutions', A Design Guide prepared for Housing New Zealand Corporation (August 2002), pp. 9–10, <https://www.hnzc.co.nz/assets/Uploads/ki-te-hau-kainga-new-perspectives-on-māori-housing-solutions.pdf>.

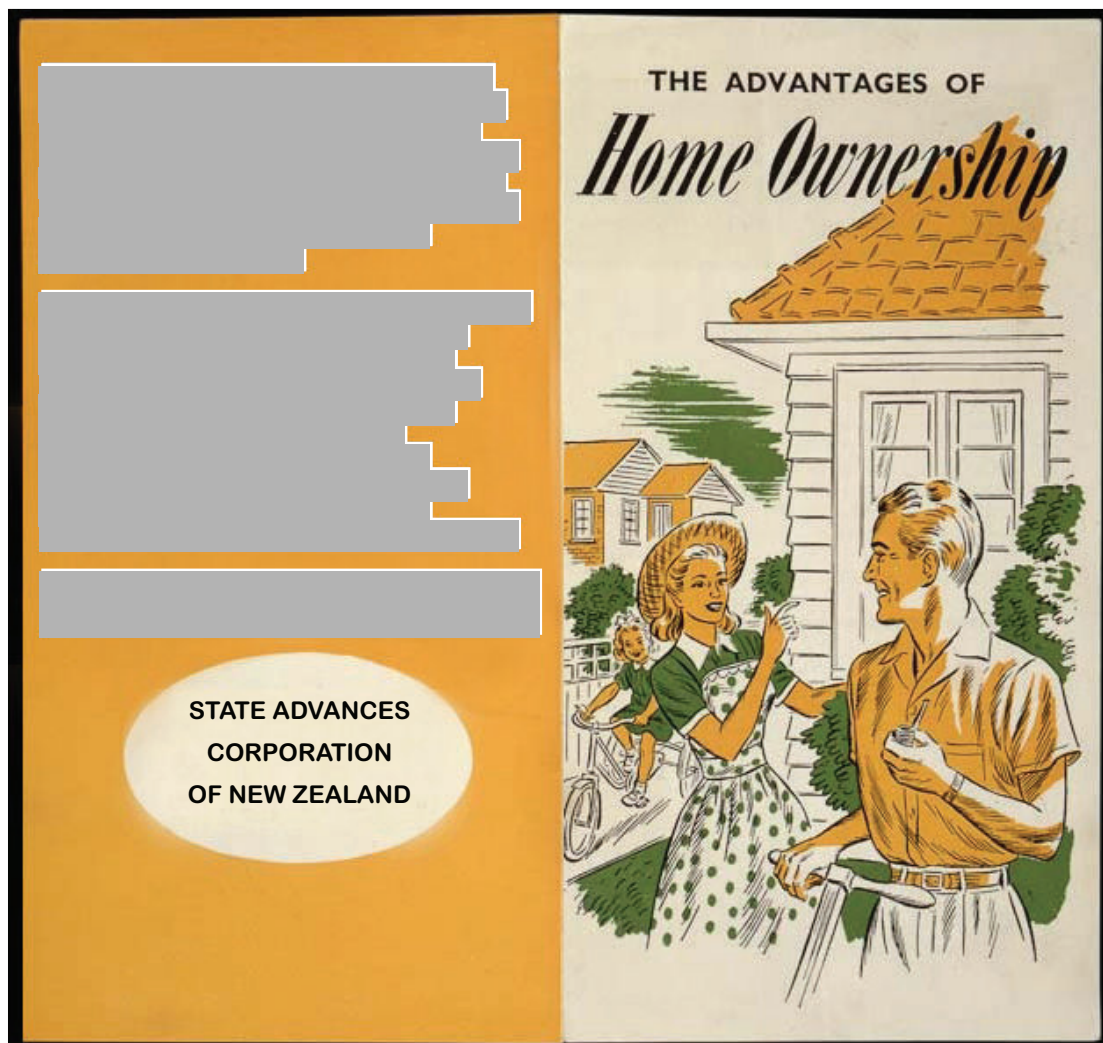
**SOURCE H: The government sale of state houses**

“The Government has great faith in the social value of home ownership. An important part of its policy is to encourage people to own their own homes, for it considers that home building and home ownership develop initiative, self-reliance, thrift, and other good qualities which go to make up the moral strength of the nation.

Above all, home ownership promotes responsible citizenship. To the community it gives stability, and to the home owner it gives a constant sense of security, pride, and well-being.”

Sidney Holland (New Zealand Prime Minister, 1950)

Source (adapted): Ben Schrader, *We Call it Home: A History of State Housing in New Zealand*, (Auckland: Reed Publishing (NZ) Ltd, 2005), p. 47.

**Government pamphlet ‘The Advantages of Home Ownership’ 1951**

The cover of a 1951 government booklet issued to state tenants explaining the benefits of home ownership.

Source: ‘Home ownership’, URL: <https://nzhistory.govt.nz/media/photo/home-ownership>, (Ministry for Culture and Heritage), updated 21-Jul-2014.

**Excerpts from a government pamphlet, 'Opportunity Knocks for You', 1953**

"For the first time in my life since I've been married, I am independent, and I like it. Buying my state house has been the best thing I've done and I can recommend anyone to do the same. Anyone will be a more substantial citizen because of it."

F.W. Carr (One Tree Hill, Auckland)

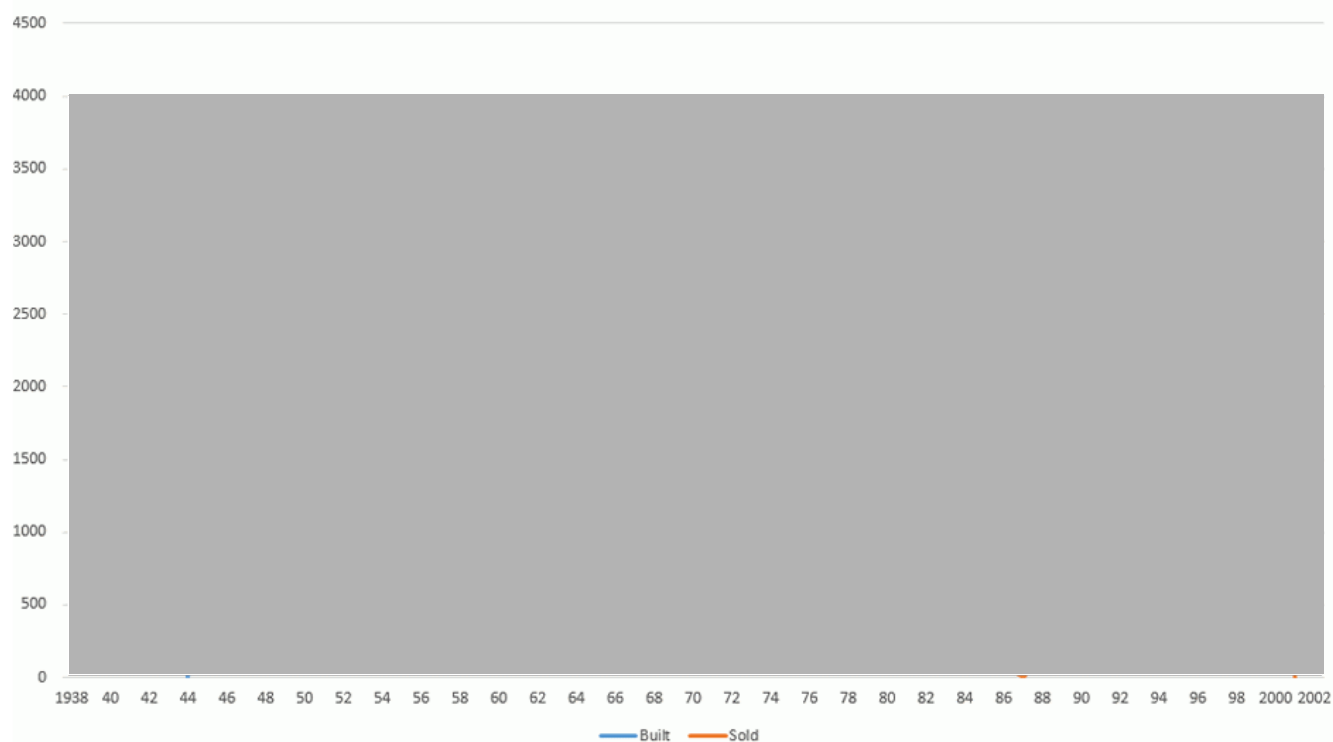
"... the low rate of repayment allows us to set aside the necessary finance to meet contemplated alterations to suit our personal tastes. Since purchasing our State Rental House, we have a greater sense of responsibility, a comforting feeling of security and an air of civic pride."

E.A. and R.G. Garfath (Spreydon, Christchurch)

Source (adapted): Ben Schrader, *We Call it Home: A History of State Housing in New Zealand*, (Auckland: Reed Publishing (NZ) Ltd, 2005), p. 51.

**Source H continues on the following page ►**

### Construction and sale of state houses, 1938–2002



State houses built and sold 1938–2002

Source: 'Construction and sale of state houses, 1938–2002', URL: <https://nzhistory.govt.nz/media/photo/construction-and-sale-of-state-houses-1938-2002>, (Ministry for Culture and Heritage), updated 22-Jul-2016.

### New Zealand governments, 1935–2008

1935–1949	First Labour Government
1949–1957	First National Government
1957–1960	Second Labour Government
1960–1972	Second National Government
1972–1975	Third Labour Government
1975–1984	Third National Government
1984–1990	Fourth Labour Government
1990–1999	Fourth National Government
1999–2008	Fifth Labour Government

Source (adapted): [https://en.wikipedia.org/wiki/List\\_of\\_New\\_Zealand\\_governments](https://en.wikipedia.org/wiki/List_of_New_Zealand_governments)