



## Proactive Release

The following documents have been proactively released by the Department of the Prime Minister and Cabinet (DPMC), on behalf of The Deputy Prime Minister, Hon Grant Robertson:

### **Implementation Unit 2022 Assignments - Progress Report**

The following documents have been included in this release:

- **Title of paper:** Progress Report on the Implementation Unit's 2022 Assignments (CPC-22-SUB-0012)
- **Appendix A:** Briefing: Lessons Learned from the Rotorua Emergency Housing Pilot
- **Appendix B:** Implementation Unit work programme update as at 27 May 2022
- **Title of minute:** Implementation Unit 2022 Assignments: Progress Report (CPC-22-MIN-0012)
- **Title of minute:** Report of the Cabinet Priorities Committee: Period Ended 10 June 2022 (CAB-22-MIN-0231)

Some parts of this information release would not be appropriate to release and, if requested, would be withheld under the Official Information Act 1982 (the Act). Where this is the case, the relevant section of the Act that would apply has been identified. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

### **Key to redaction code:**

- 9(2)(a) to protect the privacy of natural persons, including that of deceased natural persons
- 9(2)(f)(iv) maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials.

~~[In Confidence]~~

Office of the Minister Hon Grant Robertson  
**Deputy Prime Minister**

Chair, Cabinet Priorities Committee

## **Progress Report on the Implementation Unit's 2022 Assignments**

### **Proposal**

- 1 This paper is a progress update against the Implementation Unit's (the Unit) 2022 work programme.

### **Relation to government priorities**

- 2 The Unit's operations are critical to enabling the successful delivery of Government priorities, particularly *accelerating economic recovery* and *laying foundations for the future*.

### **Background**

- 3 Between August and December 2021 the Unit completed six priority assignments across the following programmes: *Budget 2019 Mental Health and Addiction Package; Jobs for Nature; Infrastructure Reference Group; New Zealand Upgrade (transport); Emergency and Transitional Housing and the Carbon Neutral Government Programme*. [CAB-21-MIN-0519; CAB-22-MIN-0045 refers].
- 4 On 1 March 2022, Cabinet [CAB-22-MIN-0057 refers]:
  - 4.1. **noted** that the Unit will undertake follow-on work across the following programmes: *the New Zealand Upgrade Programme (transport), Carbon Neutral Government Programme; Infrastructure Reference Group; Budget 2019 Mental Health and Addiction Package; Emergency and Transitional Housing*;
  - 4.2. **agreed** the following new assignments: *Te Aorerekura; Three Waters Reform Programme; Emissions Reductions Plan; Immigration Rebalance; Health System Reforms; He Waka Eke Noa*;
  - 4.3. **noted** that the Implementation Unit still retained capacity to undertake additional assignments in the second half of 2022 and the first half of 2023; and
  - 4.4. **noted** that I would report back to CPC in July 2022 on the Unit's progress and any additional programmes of work to be included in the Unit's work programme.

- 5 This paper provides an update on the Unit's progress against its 2022 work programme.

### **Completion of a report on lessons learned from the Rotorua placed-based pilot for emergency housing**

- 6 In November 2021, the Unit undertook an assessment of the working arrangements of agencies responsible for delivering emergency housing [attached to the submission under CPC-21-SUB-0034]. The Unit's review identified that in relation to a new emergency

housing model in Rotorua (the “Pilot”) “working arrangements... are promising but challenging to replicate at scale.” Following the delivery of the Unit’s report, the Minister for Housing and I directed the Unit to identify lessons that could be learnt from the set-up and initial delivery of the Pilot.

- 7 The Pilot is a new, more intensive, place-based approach to delivering emergency housing in Rotorua. This is through Te Tūāpapa Kura Kāinga – the Ministry of Housing and Urban Development (HUD) contracting motels to exclusively provide emergency housing; HUD and the Ministry of Social Development (MSD) providing clients with additional social support services; and the establishment of a new Housing Hub in Rotorua - “Te Pokapū”.
- 8 The Unit reported its findings to me on 11 March 2022. A copy of the Briefing is in Appendix A.
- 9 The Unit found that it is too early to be definitive about the impact that the Pilot is having on emergency housing in Rotorua, as the collection of appropriate data was not prioritised at the outset of the Pilot. At the time the report was done the outcomes were not able to be defined or measured. Work has been undertaken by agencies to resolve this.
- 10 The Unit also identified that the Pilot was designed to respond to specific conditions which may not be present to the same extent in other locations. It found that the design and delivery phase of the Pilot was resource intensive and would stretch the capability and capacity of agencies if replicated as a national model.
- 11 The Unit’s findings relating to the Pilot are relevant at a system-level. The Unit identified a broad series of key lessons learnt in the establishment and initial delivery of the Pilot, including those that worked well and should be carried forward as the national model is reconsidered, and the challenges the Pilot has faced that should be rectified before inclusion in a national model. The Briefing has been fed into the ongoing review of the emergency housing system being undertaken by the Ministries of Housing and Urban Development and Social Development.
- 12 I have discussed the Unit’s findings with the Minister for Housing and the Minister of Social Development. We have accepted the Unit’s recommendations. This includes committing to undertake both a comparative financial assessment of the costs of the Pilot and further analysis on the selection of social service providers.
- 13 I have directed the Unit to provide support to the agencies delivering the emergency housing system as they work to implement Cabinet’s future decisions on the redesign. This was confirmed by Cabinet in March 2022 [CAB-22-MIN-0057]. The Unit will review the scope of its support as part of its June review of its work programme. I will report back to the Cabinet Priorities Committee on this on 26 July 2022.

#### **Update on working alongside commissions**

- 14 The Unit has commenced each of the commissions that involve working alongside agencies to assist with the setup of implementation. To date this has focussed on working with agencies to understand the key facets and status of the programmes, so the Unit can identify where its support will be of most use. In all cases relationships have been established with the agencies it is supporting, and with their agreement, refinements

continue to be made to the scope of the commissions. At the same time the Unit has begun to provide advice as each programme is being implemented.

- 15 A tracker that summarises the progress made, as well as key milestones, is included in Appendix B.

### Progress on Briefings and Stocktakes

- 16 As the Unit progresses its work programme, I will continue to report on the Unit's findings, and will bring completed Reports and Briefings to CPC meetings. I will also report on the outcome of the Unit's June Review of its work programme and seek decisions on the inclusion of additional policy programmes for the second half of 2022.
- 17 The next suite of the Unit's papers will be brought to CPC in line with the schedule set out below.

**Table 1: Schedule of Implementation Unit papers through to August**

Date of Committee Meeting	Paper	Purpose of paper
21 June 2022, Cabinet Priorities Committee	Progress report on 2022 Implementation Unit Assignments	To report on (i) the Unit's findings from its review of the working arrangements of the agencies delivering the New Zealand Upgrade (Transport) Programme and any decisions made by the Minister of Transport and I; (ii) the Unit's findings from its assessment of the Infrastructure Reference Group agencies' progress in implementing the Unit's recommendations for its November 2021 report and any decisions by IRG Ministers; (iii) updates on the Unit's working alongside commissions.
26 July 2022, Cabinet Priorities Committee	Update on the Implementation Unit's 2022 work programme	To report on the outcome of the Unit's June review of its work plan, and seek decisions on any updates to, or inclusions of complex programmes in, its work plan for the second half of 2022.
23 August 2022, Cabinet Priorities Committee	Progress report on 2022 Implementation Unit Assignments	To report on (i) the Unit's findings from its second stocktake of progress against the delivery of the Budget 2019 \$1.9bn Mental Health and Addiction Package, and any decisions made by the Minister of Health and I; and (ii) updates on the Unit's working alongside commissions.

### Consultation

- 18 The Ministry of Housing and Urban Development, the Ministry of Social Development and the Treasury were consulted in the preparation of the Rotorua Lessons Learned Report appended to this paper prior to it going to the Deputy Prime Minister.



## **Financial Implications**

19 There are no direct financial implications from this paper.

## **Legislative Implications**

20 There are no legislative implications arising from this paper.

## **Impact Analysis**

21 An Impact Statement is not necessary for this paper.

## **Human Rights**

22 There are no Human Rights implications arising from this paper.

## **Gender Implications**

23 There are no gender implications arising from this paper.

## **Disability Perspective**

24 There are no matters arising from this paper that require a disability perspective.

## **Publicity**

25 No publicity is planned as a result of this paper.

## **Proactive Release**

26 I intend to proactively release this paper and its associated minute after the standard 30 business days from the decision being made by Cabinet.

## **Recommendations**

27 I recommend that the Committee:

- (a) **Note** that the Implementation Unit has delivered a Briefing on lessons learned from the Rotorua place-based pilot for emergency housing on 11 March 2022.
- (b) **Note** that I will provide the Cabinet Priorities Committee with a further Report on the work undertaken by the Implementation Unit on 21 June 2022.
- (c) **Note** that I will bring an updated work programme for the Implementation Unit for the second half of 2022 to the Cabinet Priorities Committee and Cabinet on 26 July 2022.

Authorised for lodgement

Hon Grant Robertson  
**Deputy Prime Minister**



# Briefing

## LESSONS LEARNED FROM THE ROTORUA EMERGENCY HOUSING PILOT

To: Hon Grant Robertson  
Deputy Prime Minister

Date	11/03/2022	Priority	Medium
Deadline	25/03/2022	Briefing Number	DPMC-2021/22-1625

### Purpose

The purpose of this briefing is to identify and share lessons learned from the emergency housing pilot in Rotorua (the "Rotorua Pilot"), to inform Ministerial decisions on the emergency housing system review in 2022.

### Recommendations

- Note** that the Implementation Unit (the Unit) considers that the Rotorua Pilot has the potential to be an effective place-based approach to emergency housing. A monitoring and evaluation framework that includes appropriate data collection and data-sharing mechanisms between relevant delivery agencies to ensure outcomes can be defined and measured has not been completed and needs to be done to validate aspects of the model that appear promising at this stage.
- Note** that the Unit found that the design of the Rotorua Pilot cannot and likely does not need to be replicated at scale in its entirety, but it did identify:
  - aspects that have worked well and should be broadly considered as part of any emergency housing models being designed
  - practices trialled in Rotorua best suited only to locations with similar characteristics such as high emergency housing demand and concentration of accommodation availability
  - aspects that have been challenging and should be addressed prior to the commencement of any similar programme and considered in the agencies' review of the emergency housing

system, as they have implications for the national emergency housing system.

3. **Note** that while contracted motels for (i) emergency housing (ii) transitional housing and (iii) COVID-19 were established to meet different purposes with distinct funding streams and settings, they have over time provided increasingly similar services. The emergency housing review should consider how these individual motel models operate as part of a wider housing system that is complex for clients to navigate, and whether there remain benefits to moving clients from one motel model to another. YES / NO
4. **Agree** that a financial assessment of the costs of the Rotorua Pilot is undertaken, comparing the Pilot to the costs of, and potential savings in, the operation of the Emergency Housing Special Needs Grant and enhanced social services in Rotorua, and that the results of this assessment should be considered as part of the agencies' review of the emergency housing system. YES / NO
5. **Agree** that an analysis should be undertaken to determine if selecting social service providers that operate as part of the broader housing continuum as has occurred in the Rotorua Pilot enables better pathways to longer term housing, thereby meeting one of the Pilot's key intended benefits. YES / NO
6. **Discuss** this report with the Minister of Housing and discuss which agency is best placed to undertake work covered in recommendations 4 and 5 above. YES / NO
7. **Agree** that this briefing is proactively released, with any appropriate redactions where information would have been withheld under the Official Information Act 1982, in April 2022. YES / NO



Katrina Casey  
Executive Director, Implementation Unit

11/03/2021

Hon Grant Robertson  
Deputy Prime Minister

...../...../2021

**Contact for telephone discussion if required:**

Name	Position	Telephone		1st contact
Katrina Casey	Executive Director, Implementation Unit	s9(2)(a)	s9(2)(a)	<input type="checkbox"/>
Maari Porter	Advisor Implementation Unit	N/A	s9(2)(a)	

**Minister's office comments:**

- ☐ Noted
- ☐ Seen
- ☐ Approved
- ☐ Needs change
- ☐ Withdrawn
- ☐ Not seen by Minister
- ☐ Overtaken by events
- ☐ Referred to



# LESSONS LEARNED FROM THE ROTORUA EMERGENCY HOUSING PILOT

## Executive Summary

### *The “Rotorua Pilot”*

1. In November 2021, the Implementation Unit (the Unit) undertook a review of the working arrangements between agencies who deliver the emergency housing system. The Unit's Review identified that in relation to the new emergency housing model in Rotorua (the Rotorua Pilot) “working arrangements in a pilot in Rotorua are promising but challenging to replicate at scale”. Following the Review, the Deputy Prime Minister and the Minister for Housing asked the Unit to undertake a “lessons learned” exercise, identifying any lessons that could be learnt from the set-up and initial delivery of the Rotorua Pilot.
2. The Rotorua Pilot is a new model to deliver emergency housing in Rotorua, beginning operations in July 2021 to respond to the highest reliance on the Emergency Housing Special Needs Grant (EH-SNG) in the country by population.<sup>1</sup> It is a locally-led programme, operated by a taskforce that at its inception in March 2021 included the Ministry of Housing and Development (HUD), the Ministry of Social Development (MSD), Te Puni Kōkiri (TPK), Kāinga Ora (KO), Rotorua Lakes Council (Council) and Te Arawa iwi representatives.
3. The Rotorua Pilot differs from the normal provision of emergency housing in that HUD officials have contracted motels to exclusively provide emergency housing (Contracted Motels). This is in contrast with the current system where MSD allocates EH-SNGs to individuals and families to select and stay in accommodation, typically motels, that are not exclusively for emergency housing.<sup>2</sup>
4. In the Rotorua Pilot, these Contracted Motels provide wraparound social support services following a kaupapa Māori approach to emergency housing clients and 24/7 security at the motels. The Rotorua Pilot also established Te Pokapū – the Rotorua Housing Hub, designed to operate as a physical hub co-locating social and support services alongside MSD staff. Te Pokapū is also intended to strengthen the referral, assessment and placement processes for emergency housing clients into motels. MSD is tasked with improving the support available for those remaining in the current EH-SNG funded motels. Recognising the need to increase supply of public housing in Rotorua, the Rotorua Pilot also intended to accelerate the Kāinga Ora housing pipeline.

### *The scope of the Unit's report*

5. This report contains the outcomes of the Unit's lessons learned review, which focussed on the elements of the Rotorua Pilot that either had, or had not, worked well. Lessons were identified that could be incorporated into HUD and MSD's review of the emergency housing system, s9(2)(f)(iv)

<sup>1</sup> In July 2021 there was a ratio of five-to-one of reliance on EH-SNG's relative to transitional housing, compared to roughly one-to-one elsewhere in the country.

<sup>2</sup> An EH-SNG grant is paid to eligible households to help meet the costs of temporary accommodation. It is intended to pay for short-term last resort accommodation, typically motels, initially for up to seven nights, with subsequent grants for up to 21 nights.



6. The Unit's report will also feed into the first phase of HUD's evaluation of the Rotorua pilot, which will assess the outcomes of the Pilot in two phases. The Commissioning Brief for the Unit's review is in Attachment A.

#### *Lessons learned*

7. While participants in the Unit's review reported that aspects of the Rotorua Pilot appear promising and should be considered as part of the design of any emergency housing options, the Unit found that it is too early to be definitive about the impact that the Pilot is having on emergency housing in Rotorua. A lack of prioritisation at the outset for the collection of appropriate data to ensure that outcomes could be defined and measured, has hindered the corroboration of the positive points made by many participants in the review. Work is now underway to rectify this in the Rotorua Pilot, but prioritising data collection, and establishing the shared outcomes that success will be evaluated against, at the outset of further Programmes is critical for any future model.
8. The Rotorua Pilot was designed to respond to specific conditions that may not be present to the same extent in other locations. The Unit has identified through this review that the design and delivery phases were resource intensive and would stretch the capacity and capability of agencies if replicated as a national model. A more targeted approach is warranted where the promising aspects of the Rotorua pilot approach can be applied.
9. The Unit also identified that a financial assessment of the Rotorua Pilot compared to the operation of EH-SNGs is needed. This is because costs and resource allocation are a critical part of assessing the viability for expansion of the promising aspects of the model, if it or any variation of it, is to be included as part of the EH Review.
10. Table 1 summarises the key "lessons learned" that the Unit identified through its review.

**Table 1. "Key lessons learned" from the Rotorua Pilot**

Structures	Key Lessons Learned	Paragraph of the Report
<b>Aspects that have worked well, and that should be part of the design of emergency housing options</b>		
<b>Governance</b>	<ul style="list-style-type: none"><li>The targeted use of locally led taskforces that are nationally enabled to deliver locally responsive solutions can be effective to solve location specific issues (the lead role should be determined locally)</li></ul>	29-31
	<ul style="list-style-type: none"><li>A lead government agency with the mandate to coordinate the Government response on the ground is critical to success</li></ul>	32
<b>Systems Design</b>	<ul style="list-style-type: none"><li>Aligned services, including contracting motels for the exclusive use of EH-SNG clients, and providing social services and 24/7 security, is a promising practice to improve living environments, safety and stability of emergency accommodation.</li></ul>	33-37
	<ul style="list-style-type: none"><li>Initiating a triage approach to improve referrals, assessments and placements of clients into motels that are suited to their needs.</li></ul>	38-40



	<ul style="list-style-type: none"> <li>Social and support services delivered by providers with a kaupapa Māori approach embedded in the longer-term housing continuum is promising where there is a high proportion of Māori clients<sup>3</sup>.</li> </ul>	41-45
<b>Practices trialled in Rotorua that may be difficult to replicate due to localised conditions</b>		
<b>Governance</b>	<ul style="list-style-type: none"> <li>Coordinated communications among partners (and a workgroup) is valuable in delivering consistent messaging where there is strong public and media interest, which may not be present or needed at the same level in other locations.</li> </ul>	50
<b>Programme Design</b>	<ul style="list-style-type: none"> <li>The housing "Hub" model that physically co-locates social services with MSD staff is responsive to Rotorua's high concentrated demand and strong provider partnerships, which may not exist in other places. A resource intensive model to replicate that should be assessed before considering it as part of ongoing design.</li> </ul>	48-49
	<ul style="list-style-type: none"> <li>Acceleration of medium and long-term housing solutions by Kāinga Ora was essential to give confidence locally that there are pathways to more stable housing options but may not be able to be applied in all locations due to market conditions and supply constraints.</li> </ul>	51-52
<b>Aspects of the Rotorua pilot that remain challenging and should be addressed prior to the commencement of any similar programme and considered as part of the emergency housing review</b>		
<b>Programme Design</b>	<ul style="list-style-type: none"> <li>Agency roles, responsibilities, policy and legislative settings to be clearly defined and can be operationalised prior to commencement, especially if it is a multi-agency programme with overlapping agency functions, or agencies are operating in unfamiliar, or new, settings.</li> </ul>	54-55
	<ul style="list-style-type: none"> <li>Agencies lack end to end responsibilities for the whole housing system which should be resolved to help reduce gaps in delivery, data collection and visibility of the outcomes for people as they move through the housing system.</li> </ul>	56
	<ul style="list-style-type: none"> <li>Very early prioritisation in the design of a monitoring and evaluation framework that includes appropriate data collection and data-sharing mechanisms between relevant delivery agencies to ensure outcomes can be defined and measured from the outset, including:                             <ul style="list-style-type: none"> <li>A kaupapa Māori approach, and operationalising the Māori and Iwi Housing Innovation (MAIHI<sup>4</sup>) framework, in setting client outcomes and measures.</li> </ul> </li> </ul>	57-58
<b>Programme Planning</b>	<ul style="list-style-type: none"> <li>The scale and complexity of the problem, and the proposed solution, need to be well-defined from the outset to ensure the capacity and capability of agencies, and that delivery partners are resourced to deliver at pace.</li> </ul>	59-61
	<ul style="list-style-type: none"> <li>Multi-year funding is needed to ensure consistency in services, activities and recruitment of qualified local staff.</li> </ul>	64-65

<sup>3</sup> Nationally 60 percent of total EH-SNG recipients with recorded ethnicity are Māori, as of January 2022, refer: MSD, Emergency Housing-SNG monthly report.

<sup>4</sup> The Māori and Iwi Housing Innovation (MAIHI) framework was approved by Cabinet on 18 May 2020 [CAB-20-MIN-0229.02 refers]

<b>LESSONS LEARNED FROM THE ROTORUA EMERGENCY HOUSING PILOT</b>	<b>DPMC-2021/22-1625</b>
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Partnerships	<ul style="list-style-type: none"><li>Iwi are included as part of solution design and implementation phases and are resourced appropriately to participate.</li></ul>	62-63
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## Purpose

- The purpose of this report is to identify lessons learned from the emergency housing pilot in Rotorua to inform Ministerial decisions on the emergency housing system review in 2022.

## Scope of this Report

- In December 2021, the Implementation Unit undertook a review of the working arrangements between agencies who deliver the emergency housing system, primarily MSD and HUD. The Unit's Review identified that agencies are performing their respective roles and responsibilities as they were designed, and that working arrangements between agencies are operating as intended.<sup>5</sup> It also identified that "working arrangements in a pilot in Rotorua are promising but challenging to replicate at scale".
- Following the Review, the Deputy Prime Minister and the Minister for Housing asked the Unit to undertake a "lessons learned" review, identifying any lessons that could be learnt from the set-up and initial delivery of the "Rotorua Pilot". Lessons were also identified that could be incorporated into HUD and MSD's review of the emergency housing system, due s9(2)(f)(iv)
- This review was undertaken in conjunction with agencies who have played a significant role in the Rotorua Pilot, and involved interviewing: officials from MSD, HUD, Kāinga Ora and Te Puni Kokiri; visiting Rotorua to meet with providers of social services in Rotorua (including Emerge Aotearoa, Visions of a Helping Hand Charitable Trust and Wera Aotearoa Charitable Trust); Te Arawa iwi representatives; Te Taumata o Ngāti Whakaue Iho Ake representatives; motellers providing accommodation services in Rotorua for emergency housing; Rotorua District Police; and officials from the Council. The Unit also received a tour of the housing hub, Te Pokapū, in Rotorua.
- The Unit's report will also feed into the first phase of HUD's evaluation exercise for the Rotorua pilot, which will assess the outcomes of the Pilot in two phases. Interviews for the report were conducted together with the HUD's Impacts and Evaluation Team.

## Background to the Rotorua Pilot

### *The "Rotorua Pilot" Design and Model*

- The Rotorua Pilot comprises:
  - Thirteen contracted 'exclusive use' emergency motels. These were primarily for 200 families and whānau with children in emergency housing, supported by security, providing 24/7 safety services to the Contracted Motels. Contracted Motels, and the security services that are also contracted by HUD, are held to a set of quality standards, that are not a feature in non-contracted EH-SNG motels.

<sup>5</sup> DPMC-2021/22-788

LESSONS LEARNED FROM THE ROTORUA EMERGENCY HOUSING PILOT	DPMC-2021/22-1625
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- b) Four social service providers<sup>6</sup> are contracted to deliver wrap around social and support services, primarily for the families and whānau with children (singles and couples with children) that are placed in the Contracted Motels. Each provider is contracted to support specific Contracted Motels, developing relationships with motel managers, and making Navigators, Social Workers and Mental Health Clinicians available to clients based on their individual need and risk factors. These services also include workforce and education related support. The providers have formed a “collective”, which is aligned around a shared kaupapa Māori strategic framework, *Te Hau Ki Te Kainga*<sup>7</sup>, which is a whānau led approach that spans the housing continuum.
  - c) The Rotorua Housing Hub, Te Pokapū, is designed to improve referral, assessment and placement services for clients into the Contracted Motels. Te Pokapū is intended to receive referrals from MSD, and determine which Contracted Motel a household will be placed in. It will also co-locate relevant social services, a Clinical Response Team, and MSD staff. Te Pokapū has operated virtually to date and is due to physically open in late March 2022, pending a privacy audit. It is led by Ngāti Whakaue, a hapu of Te Arawa iwi, and contracted by MSD.
  - d) Te Pokapū also includes a Client Management System (software and database) not yet operational but will be deployed to track the delivery of interactions providers have with clients, and services provided. It will also capture KPI information based upon SMART objectives set out in *Te Hau Ki Te Kainga* and in the MSD contract. It will be implemented by Te Taumata o Ngāti Whakaue in late March 2022 working with WERA Aotearoa Charitable Trust, contracted by MSD.
  - e) Improving supports available for those remaining in the current EH-SNG funded motels by MSD through the assignment of Case Managers and Navigators to provide a range of support and social services.
17. An acceleration of the medium-term housing supply solutions by Kāinga Ora (KO) also supports the model. KO is purchasing and converting accommodation for transitional housing in Rotorua, and scaling up work to identify new build opportunities, purchase or lease land. KO has a delivery target of 305 homes by June 2024, it currently has 182 builds in the pipeline and is working to add to that pipeline in order to achieve the 2024 target.

#### *Intended Benefits and Funding*

18. Cabinet papers from April 2021 to June 2021 indicate the intended results of the Rotorua pilot are to increase quality and suitability of accommodation, increase support services, increase safety, provide better pathways to more permanent housing, and to provide streamlined assessment and placement for clients (CAB-21-MIN-0231.01 refers).
19. The Rotorua pilot has funding of \$35.2 million for one fiscal year, 2021/2022. The funding is split between HUD for contracted emergency housing and accommodation security, social and support services (\$28.8 million) and MSD for on-site support for EH-SNG clients not in Contracted Motels and the Housing Hub (\$6.4 million capital expenditure).

<sup>6</sup> Te Taumata o Ngāti Whakaue Iho Ake, Emerge Aotearoa, Visions of a Helping Hand Charitable Trust and Wera Aotearoa Charitable Trust

<sup>7</sup> Te Hau Ki Te Kainga, The Winds that Guide You Home: A community led collective supporting whānau into stable housing



## Rotorua Pilot Governance

20. In March 2021 the Taskforce – Te Rākau Taumatua – was established and led by Rotorua Lakes Council (Council) with MSD, HUD, KO, and Te Puni Kōkiri (TPK), Te Arawa Iwi representatives. Other agencies, such as NZ Police, were included as needed.
21. Taskforce membership and focus has evolved over time. It was initially focused on solution generation from March to April 2021, before shifting to finalisation of the model and planning for delivery from May to July 2021, and implementation from July 2021 onwards. At this time the taskforce is for local and central government representatives only, led by the Council with membership from HUD, MSD and KO.
22. The taskforce regularly tracks key activities and milestones but does not have clear measures and outcomes across the programme that are quantifiable and able to be tracked. Acknowledging the gap, HUD initiated an evaluation process to clarify the theory of change for the Programme and its intended outcomes. To support implementation, the following structures were put in place:
  - a) A Programme Steering Group (PSG), to coordinate, direct and provide oversight of the planning and implementation of the model, facilitated by the Council's Programme Manager. It was intended to provide a mechanism to review activities and projects and ensure they were being delivered. PSG was meeting monthly but paused between December 2021 to February 2022. Meetings are due to resume in March 2022, in more of an advisory role.
  - b) An Operational Governance Group (OGG), whose role was to direct implementation and transition to business as usual (BAU), monitor and control project delivery, outputs and outcomes. It is chaired by the Taskforce's Programme Manager. The OGG was meeting monthly but is no longer meeting as members report many activities are now BAU. Concern has been expressed by some Taskforce members and agency staff, that the focus and momentum risks being slowed on the longer-term actions on housing supply as a result.

## Emergency Housing Special Needs Grants

23. Part of the Rotorua Pilot is improving the support available for those remaining in the current EH-SNG motels. In Rotorua approximately 30 non-contracted motels continue to receive individuals, couples and whānau with children requiring emergency housing through EH-SNGs. These clients have a Case Manager who helps to access MSD benefits and products, and more recently a Navigator intended to provide access to a range of social services<sup>8</sup>.
24. Taskforce members, social service providers, and Iwi report ongoing concerns that some of the most high and complex needs clients remain in EH-SNG motels and are not receiving or taking up the social services, and lack security services necessary to keep them safe and meet the broader interests of the community.
25. In Rotorua, the Navigator role is delivered by two local providers, Visions of a Helping Hand Charitable Trust and Te Arawa Whānau Ora. Their contracts were finalised in

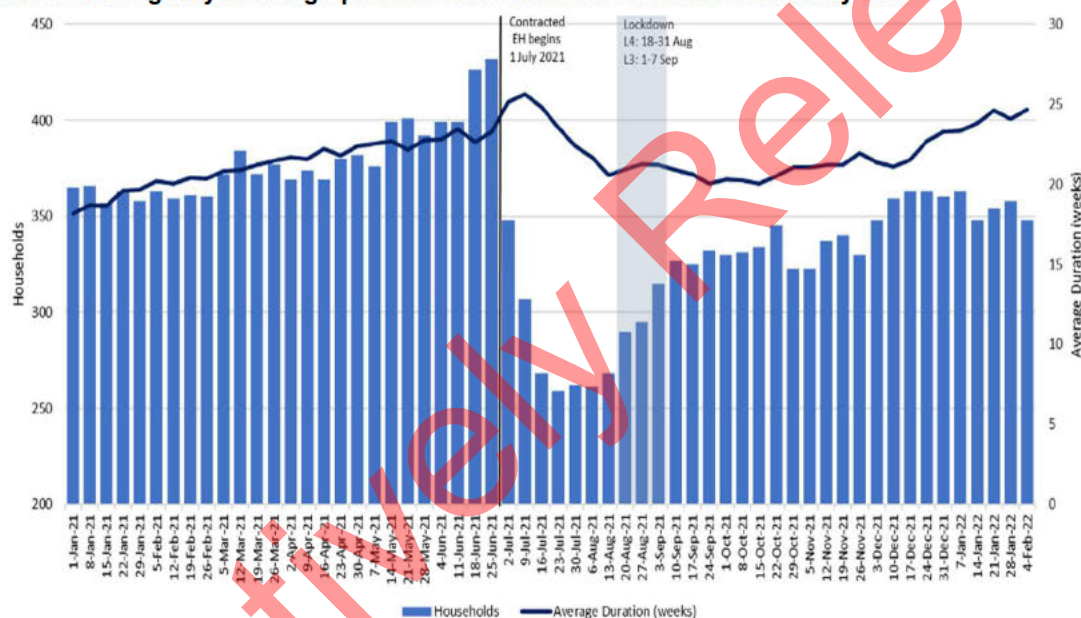
<sup>8</sup> MSD is funded for these services as part of the NZ Homelessness Action Plan initiatives, refer [Aotearoa Homelessness Action Plan 2020-2023 | Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development \(hud.govt.nz\)](#)



December 2021, and they commenced work in January 2022 six months later than set out in the June Cabinet paper [CBC-21-MIN-0061]. Taskforce members and providers report the Navigator role is more difficult to operate in EH-SNG Motels, and the results are expected to have less impact, as providers do not have the same levers or relationships with moteliers and clients, and do not have security, conduct and behaviour expectations as with Contracted Motels. However, as the contract has been operational for two months, it was too early for the Unit to validate these concerns and compare with Contracted Motels.

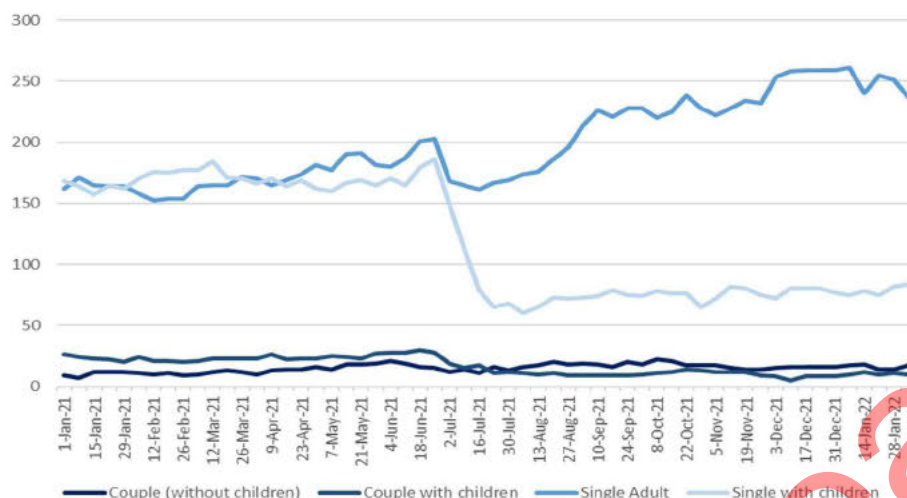
26. When the Rotorua Pilot started there was a reduction in the number of households in EH-SNG Motels, but since then numbers have gradually increased (refer Table 2). MSD analysis indicates that this increase may in part be due to the increase in motel availability as a result of households with children moving into Contracted Motels. There will also be local and market conditions, such as rental supply and price rises, that place continued pressure on the system.

**Table 2: Emergency Housing Special Needs Grants for clients in Rotorua by week**



27. The Contracted Motels did, as intended, decrease the number of families and whānau with children in EH-SNG motels and that trend has continued for single headed households with children (refer Table 3).
28. As of January 2022, just under 100 families and whānau with children are still receiving EH-SNGs to stay in EH-SNG Motels, accounting for 26% of households in EH-SNG Motels in Rotorua. This can be compared to the end of June 2021, where families and whānau with children accounted for 49.5% of households in EH-SNG Motels. The Contracted Motels have some capacity due to throughput or “churn” to take in a portion, but not all, of these households, with around 20 motel units available awaiting referrals and arrivals from EH-SNG Motels.

**Table 3: Number of Rotorua Households in EH SNG funded Emergency Housing by Household type by week**



## Lessons Learned: Promising Aspects of the Rotorua Pilot

*Locally led taskforce, nationally enabled to rapidly deliver solutions responsive to local conditions with strong senior level buy-in and support*

29. In March 2021, the formation of a taskforce locally led and staffed by a Council appointed Programme Manager was critical to the design and implementation of a solution tailored to the emergency housing needs in Rotorua. The taskforce had executive level decision makers at the table, with strong buy-in and support at a national level, which contributed to taskforce members' ability to work intensively and at pace from March to April to design a new model, and enabled them to present initial options to Ministers in April 2021, HUD (BRF20/21030881) and final decisions by Cabinet in June 2021 (CAB-21-MIN-0231.01 refers). Taskforce members consistently report that they operated in an energised, fast paced, solutions-orientated environment, facilitated by the Council providing a physical space for members to co-locate and brainstorm. Strong relationships were formed and continue to be a hallmark of the taskforce.
30. Some taskforce members advise that due to the high, complex and clinical needs among families<sup>9</sup> and whānau with children in the 13 contracted motels, the consistent presence of the Lakes District Health Board would have been beneficial. The role of district health boards (Health New Zealand after 1 July 2022) and the NZ Police should also be considered as part of local governance and oversight, if there is to be an expansion to localised models.
31. A locally led taskforce that has central and local decision makers as members was critical to the development of a locally responsive model and should be considered for future placed based approaches. However, in future models the Council does not necessarily need to lead, but should be part of, a taskforce. The lead role should be determined locally by who is best placed to fill it.

<sup>9</sup> Families with children and those with disabilities are also highly represented in emergency housing. More than 50 percent are people with disabilities, health conditions, mental health needs, or are experiencing issues with alcohol and other drugs [CBC-21-MIN-006110 refers].



*Lead agency with a mandate to coordinate government response*

32. Senior leadership from HUD took responsibility for interagency coordination from the outset. Taskforce representatives and social service providers valued HUD's visible leadership and coordination across multiple government agencies. Those interviewed felt there was a direct line to Ministers, which kept participants motivated, at the table and helped the Pilot to move ahead at pace in the early phases. However, the role did become challenging when inter-agency issues around role definition surfaced between MSD and HUD, coupled with uncertainty concerning which agency budget would be the most appropriate funding source (refer para 53-55).

*Aligned services, contracting motels for exclusive use with security and social services for clients*

33. The selection of the Contracted Motels was a collaborative process between the Council, HUD and MSD based on a set of criteria followed by in-person site visits to ensure clean, safe, warm spaces with adequate facilities. The criteria and visual inspections of the Contracted Motels helped to improve the quality of accommodation, compared to EH-SNG motels.
34. To contract motels and align services, HUD deployed its regional Contract Management leads, who were proven to be efficient and effective in this role and culturally competent at incorporating *Te Hau Ki Te Kainga* within the contract terms. The team met the timeline set out in the June Cabinet paper [refer CBC-21-MIN-0061] to have contracts in place by end of June 2021. The team also initiated a renovation and repair programme to ensure rooms meet quality standards supported by a cost sharing model between HUD and motel owners.
35. In all interviews conducted for this report, a clear and consistent message received was that Contracted Motels in Rotorua create a safer, more secure and suitable accommodation than non-contracted EH-SNG motels, especially for children. Interviewees, including Rotorua Police, reported a noticeable reduction in anti-social behaviours. However, data and evidence to corroborate this anecdotal finding is not available. The Client Management System to track client activities and outcomes is not operational due to contracting delays, and data collected by NZ Police is not at this time able to be analysed in a way that is able to corroborate this anecdotal finding<sup>10</sup>.
36. The Contracted Motel model appears promising at responding to the complexities that face emergency housing clients and should be included as part of the considerations for the EH Review.
37. At the same time contracted motels for (i) emergency housing (ii) transitional housing and (iii) COVID-19 while established to meet different purposes with distinct funding streams and settings, have over time provided increasingly similar services. The emergency housing review should consider how these individual motel models operate as part of a system, which is complex for clients to navigate, and whether there remain benefits to moving clients from one motel model to another. In discussion with providers, a whānau centred model would have the services follow the people, rather than following the motel model.

<sup>10</sup> MSD continues to work with NZ Police to try to resolve these issues.



*Client triage approach to improve referrals, assessments and placements into motels*

38. In the Rotorua Pilot a new triage approach was established, facilitated by Te Taumata created by Ngāti Whakāue, to help determine which motel is the best fit for families, whānau and children based on an assessment of wellbeing, risks, cohort, motel focus or whakapapa affiliation.
39. Social service providers, MSD and HUD agency staff report the triage approach is an improvement on the provision of EH-SNGs as it reduces the risk of harm by keeping children in motels more suitable for families, and improves the opportunities for whānau, hapū and iwi connections. The current practice is to keep hapū and iwi cohorts together within motels, and the intention is to maintain those familial connections, as they move into transitional and public housing, wherever possible.
40. The triage approach to client placement should be considered for any future emergency housing programmes and as part of the EH review. However, the physical housing hub, while suited to Rotorua conditions, may not be appropriate in other locations where the alignment of providers is not as strong, or demand for emergency housing and services is not as geographically concentrated. It is also a resource intensive aspect of the model that should be assessed before considering it as part of ongoing design.

*Social and supportive services delivered by providers with an aligned kaupapa Māori strategic framework and operating as part of the broader housing continuum*

41. The partnerships forged by the four social service providers, based on their strategic framework and an aligned theory of change to support whānau into long term accommodation, is strong and should be commended. Regional HUD and MSD staff have enabled and supported a collaborative environment for the delivery of social services supportive of Iwi/Māori principles. HUD completed the contracts in June 2021, in line with timeline set out in the June Cabinet Paper (refers CBC-21-MIN-0061).
42. Three of the four providers are also contracted to deliver housing accommodation beyond emergency contracted motels and are in a position, working alongside HUD, to enable pathways to more stable accommodation (refer Table 4). For example, Visions of a Helping Hand Charitable Trust operates 49<sup>11</sup> transitional housing places in addition to the seven motels they operate through the contracted emergency housing model, and report that as a result they can transition clients along a pathway to more stable housing.
43. Analysis of Rotorua Pilot data is needed to assess and validate if selecting social service providers that operate as part of the broader housing continuum enables better pathways out of emergency housing into longer term housing, thereby meeting one of the Pilot's key intended benefits.

<sup>11</sup> HUD data shows that the number of Visions of a Helping Hand places at 31 January 2022 was 49, however, total contracted Transitional Housing Places by early March 2022 was 53.



Table 4: Rotorua Pilot Social Service Providers Operate Across the Housing Continuum

Social Service Providers	Contracted Emergency Motels	Transitional Housing Motels	Transitional Housing Houses	Covid- 19 Motels
Te Taumata o Ngāti Whakaue iho Ake				1 Motel 56 units
Visions of a Helping Hand Charitable Trust	7 Motels 185 units		49	2 Motel 57 units
WERA Aotearoa Charitable Trust	3 Motels 80 units		2	
Emerge Aotearoa Ltd	3 Motels 39 units	1 Motel 16 units	22	

44. It is too early to determine if outcomes for families and whānau with children have improved, as data collection has not been prioritised or data systematically collected. Further analysis should be undertaken to determine if selecting social service providers that operate in the broader housing system enables better pathways to longer term housing, thereby meeting one of the Pilot's key intended benefits. Comparisons with EH-SNG motel exits and length of stay would also be valuable, although concerns identified in the Unit's 2021 report concerning data collection persist.<sup>12</sup>
45. The original goal of the pilot was to accommodate 200 families and whānau with children. At the time of writing, HUD had contracted a total of 304 motel units. While occupancy numbers vary day-to-day, HUD reports that around 180 to 190 units are usually occupied by parents and children. At any point in time around 40 further units are occupied by couples and singles<sup>13</sup>, and around 65 are undergoing some form of repair or remediation or are awaiting arrivals or referrals. A small number of units are also used for on-site management.

### Lessons Learned: Aspects Difficult to Replicate due to Localised Conditions

46. As a total package the Rotorua model would be difficult to replicate at scale (i.e. throughout the country) as it was designed to be responsive to specific conditions that may not be present in other locations, such as:
- a) High emergency housing demand as a proportion of the population
  - b) Visible geographic concentration of emergency accommodation
  - c) Low rate of building consents as a proportion of population
  - d) Strong provider partnerships

<sup>12</sup> The IU's November 2021 report recommended officials be directed to strengthen data collection and monthly reporting on the delivery of housing support services and pathways through the emergency and transitional housing system to help identify delivery risks and improve client outcomes

<sup>13</sup> Although the focus of the Pilot is on families and whānau with children the model did allow for occupancy by adults without children, such as the elderly or expectant mothers where the Contracted Motel model was determined more suitable than EH-SNG non-contracted motels



e) Pre-existing relationships between HUD and the Council resulting from a strategic place-based homelessness and housing process starting in 2019.

47. The design and delivery phases of the model are also resource intensive and would stretch the capacity of agencies if replicated as a national model. A more targeted approach is warranted where lessons of promising practices can be applied according to the set of circumstances that exist in each location where there is a high level of demand for emergency housing.

#### *The Housing Hub Model*

48. Te Pokapū, the housing “Hub”, is intended to be the “front door” to the emergency housing system in Rotorua, fostered by the strong partnerships and an aligned kaupapa Māori strategy. While core to the Rotorua model, it may not be appropriate in all localities, where concentration of emergency housing is dispersed and provider partnerships different. Opening a hub, virtually and in person, has taken much longer than taskforce members and providers anticipated due to contracting delays at MSD<sup>14</sup>, and privacy and security audit requirements. Ngāti Whakaue are waiting for the results of the privacy and security audit before they can physically open Te Pokapū.
49. The delays in opening Te Pokapū were due in part due to COVID-19, and a protracted contracting process to procure and set up the Client Management System, finalised in December 2021, six months after the Pilot began. MSD officials reflected that in the future they will not procure a bespoke Client Management System, as it was outside of their standard procedures, but instead procure the service and outcomes of what that system will produce.

#### *Coordinated Communications*

50. In Rotorua the visible concentration of motels and reported anti-social behaviour was cause for concern for the Council and the public, generating significant media interest and attention. Taskforce members all discussed the value of the communications workgroup, which is still operational, and is staffed by local and central government agencies. These agencies meet regularly to ensure coordinated and consistent messaging to local and national audiences. While this was a good practice and is valued in Rotorua, it may not be appropriate for other place-based solutions.

#### *Aligned & Accelerated Medium and Longer-Term Housing Supply*

51. Visible acceleration of KO transitional and public housing initiatives is acknowledged locally as important to improving confidence that there is a longer-term plan beyond the provision of motels. The active leadership of KO in the taskforce and acceleration of its work in Rotorua is widely recognised and valued, although iwi expressed disappointment at the pace of Government policy decisions where they are seeking changes to standard terms for the leasing of Māori land to build housing. It is recognised that market conditions in localities differ significantly, and an accelerated programme of work by KO may not be possible more broadly.

<sup>14</sup> Contracts were due to be complete by August 2021 [refer CBC-21-MIN-0061]



52. Despite this accelerated work it was widely recognised that affordable housing supply and efficacy of local resource consent planning<sup>15</sup> is structural and will take time to reform and improve. As such all local interviewees were clear that emergency housing contracted motels, while not ideal, will be needed for at least five years in Rotorua.

## Lessons Learned: Challenging Aspects of the Rotorua Pilot

53. Aspects of the Rotorua pilot that have been or remain challenging and should be addressed prior to the commencement of any similar programme and as consideration for the emergency housing review are set out below.

*Ensuring that agency roles, responsibilities, policy and legislative settings are well defined, clear and can be operationalised prior to commencement*

54. A lesson learned in the set-up phase of the Rotorua pilot is the importance of being clear about delivery agency roles, policy and legislative settings from the beginning. The taskforce developed a model suited to the conditions in Rotorua in March 2021, but it took to June 2021 to finalise which agency, MSD or HUD, would contract motels, security and wrap around social services. Members of the taskforce report frustration at the lack of clarity, time delays and relitigating of roles, legislative and policy settings between the two agencies.
55. MSD could have avoided some of the delays at its end and perceptions of the agency withdrawing if a senior decision maker from Wellington was present at the taskforce from the start, as was the case for the other agencies. This was recognised and addressed by MSD appointing a General Group Manager to the taskforce in May 2021. Following Ministerial direction, HUD took on the responsibility for procuring contracted housing, security and social services<sup>16</sup>.
56. In place-based approaches it is probable that localities will ask delivery agencies to take actions that are new or may not be permissible under current settings. Reducing the time to resolve these issues and being clear from the outset about constraints is critical to delivery. A lesson for consideration, which is within the remit of the EH Review, is that the respective roles of MSD and HUD are not clear when translated into operational policy and implementation. In particular, no one agency has end to end responsibilities for the whole housing system, which is demonstrated in programmes such as the Rotorua Pilot, where there are gaps in delivery, data collection and limited visibility into the outcomes for people as they move within and across the housing system.<sup>17</sup>

*Prioritisation of a comprehensive monitoring and evaluation framework to track progress and outcomes supported by appropriate data collection and data-sharing mechanisms from the outset; including a framework consistent with kaupapa Māori approaches*

57. The Rotorua pilot was initiated quickly, and while intended results were identified at a high level, establishment of measures that would provide an understanding of the agreed

<sup>15</sup> One of the contributing factors to Rotorua's housing crisis is that the number of building consents granted remains one of the lowest in New Zealand by population

<sup>16</sup> As part of the establishment of HUD, the housing procurement function and staff capacity in MSD was transferred to the new agency

<sup>17</sup> MSD has visibility of EH-SNG clients on the public housing register and EH-SNG clients who move into private accommodation through its administration of the Accommodation Supplement.



outcomes across the Pilot were not. The taskforce has the opportunity now, having seen how the model is working, to provide clarity on these measures and outcomes and in a way that is consistent with kaupapa Māori approaches that the social service providers set out in their strategic framework, Te Hau Ki Te Kāinga. It is also an opportunity to operationalise HUD's Māori and Iwi Housing Innovation (MAIHI) framework for action.

58. The delivery agencies would benefit from shared analysis and regular reporting of measures and outcomes to the taskforce to inform ongoing delivery, and to assess if intended benefits are being met, to help inform decision making and adjustments to the model.

*Ensuring scale and complexity of the problem, and the proposed solution, is well-defined to ensure capacity and capability of delivery partners can be resourced to implement at pace*

59. A common lesson among delivery agencies, social service providers and other taskforce members was that they under-estimated, and as a result under-resourced the staffing, skills and expertise required to rapidly create and implement the model.
60. Government agencies overcame this by either adding senior level resources to support their regionally based staff (as in MSD's case), or freeing up regional staff time (as HUD did by enabling the Senior Advisor in the Contract Management Team to work almost exclusively on the delivery of the pilot). Delivery agency leaders also report the pilot would have benefited from bringing in more operational people and service designers to help move more seamlessly from model design to implementation at the pace required by the model.
61. Providers have significantly expanded their staff levels and acknowledge it comes with governance, management, financial and operational risks, as well as concerns about recruiting and retaining staff in a small labour market. Building the capacity and capability of Iwi/Māori social service providers to contract and grow, and mitigating risks, is a consideration for the Rotorua pilot and future models.

*Multi-year funding to ensure consistency in services, activities and recruitment of qualified staff locally*

62. The Rotorua pilot was funded for one year at \$35.2 million outside of the annual budget cycle. This is not unusual for a pilot programme. However, where emergency housing options are being expanded or redesigned, and if they involve contracting providers, budget allocation over multiple years is needed to provide certainty to providers and motel owners. For example, providers report concerns with recruitment and retention of qualified staff in some areas, as they cannot provide employment certainty beyond a year. This is particularly stark for the housing hub, which only finalised its contract in December 2021, with only six months remaining. In Rotorua, the demand for emergency housing is expected to continue to be necessary after the current financial year.
63. The Rotorua pilot needs a thorough financial assessment alongside the evaluation of its results. This would compare the costs of the model, notably contracted emergency motels, to non-contracted EHSNG motels. This type of assessment should be done to assist and to inform the future design of emergency housing options as part of the EH Review. Any of the options proposed for the future should have a predictive cost-benefit assessment undertaken. This should not just be about the pilot findings itself but also include where MSD have expanded its support for the existing EH-SNG scheme as was done alongside



the Pilot. The total offering for emergency housing in Rotorua should form part of the cost benefit assessment.

*Iwi are included as part of solution design and implementation phases, and are resourced appropriately to participate*

64. Te Arawa Iwi and their representatives were engaged through an existing Council Housing Steering Committee in the early phases of the taskforce, and later through the active involvement of their hapū, Ngāti Whakaue who took on the coordination role of Māori social service providers, holding the contract for the Rotorua housing hub, Client Management System and the Clinical Response Team. TPK played a pivotal role, calling government agencies to a first meeting in early March, elevating the perspective and expectations of iwi and Māori, which was valued by all taskforce members.
65. Taskforce members reflected that the work of the taskforce was rapid, with iwi representatives asked to respond to iterations and options with already busy schedules and day-jobs, and no expectations of their time and expertise being resourced. Government expectations of iwi/Māori engagement need to be more proportionate to the time and resources needed for them to genuinely participate as a partner in an intensive, rapid process. The Council reported it has since instituted a new policy addressing this issue, and government agencies should also consider how they approach this as part of the options for emergency housing.

## Next steps

66. The findings and recommendations from this lessons learned review will feed into the first phase of HUD's evaluation exercise for the Rotorua pilot, which will assess the outcomes of the Pilot in two phases. The lessons will also feed into the EH Review being undertaken by HUD and MSD.

## Financial Implications

67. This report has no direct financial implications.

## Consultation

68. This report was consulted with officials from Ministry of Housing and Development, Ministry of Social Development and Kāinga Ora and Treasury New Zealand. Te Taumata o Ngāti Whakaue Iho Ake, Emerge Aotearoa, Visions of a Helping Hand Charitable Trust and Wera Aotearoa Charitable Trust, also commented on aspects of the Report that were relevant to the provision of social services.

Attachments	
Attachment A	Implementation Unit Commissioning Brief



# Attachment A

## Implementation Unit Commissioning Brief Housing: Rotorua Pilot Emergency Housing

**Commissioning Agent:** Deputy Prime Minister

**Commission to:** Implementation Unit, DPMC

**Commission:** To report to the Deputy Prime Minister on 11 March 2022 identifying and sharing lessons learned from emergency housing pilot in Rotorua and informing Ministerial decisions on emergency housing in 2022.

### Background

In 2016 the Government implemented a range of emergency housing initiatives including an emergency housing grant and a transitional housing programme. Since 2016, pressure in New Zealand's housing market has increased the demand for emergency housing and COVID-19 has further exacerbated pressures on the emergency housing system. Cabinet has funded further initiatives to increase supply of places in transitional housing in 2020 and 2021.

In May 2021, the Government announced central government agencies had been working with the Rotorua Lakes Council and Te Arawa iwi on changes to provide better emergency housing support and provision in Rotorua. The Rotorua pilot is now operational and has established a new collaborative programme management and governance arrangement through a taskforce which includes Rotorua Lakes Council, Te Arawa iwi, Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development (HUD), the Ministry of Social Development (MSD), Kāinga Ora and Te Puni Kōkiri. The taskforce is monitoring progress against agreed milestones, as well as being accountable for delivering the pilot's intended outcomes. HUD has directly contracted motels for emergency housing for approximately 200 families and whānau with children (who were receiving Emergency Housing Special Needs Grants from MSD). It has also contracted wraparound social support services and onsite support for families and whānau in contracted places. A one-stop community-led Housing Hub for access to services and support has been established.

In December 2021, the Implementation Unit completed a review of the emergency and transitional housing system assessing if responsible delivery agencies were taking a coordinated approach and to validate whether current programme management arrangements, delivery plans, and reporting routines were fit-for-purpose. In response, Ministers requested a brief follow-up that will identify lessons learned of the Rotorua pilot to date and that will inform Ministerial decisions on the emergency housing system review in 2022.

Working with the taskforce, HUD is planning a two phased evaluation of the Rotorua Emergency Housing pilot over 2022 and 2023. The first phase is a formative evaluation, which will help identify the expected outcomes from the pilot. The second phase of the evaluation will look at the effectiveness of the model in beginning to achieve these outcomes. HUD and DPMC are working



together to ensure the Implementation Unit's work forms part of the first phase of the evaluation activity.

### **Purpose**

The purpose of the Implementation Unit's follow-up is to support delivery agencies by identifying and sharing lessons learned from the emergency housing pilot in Rotorua and to inform Ministerial decisions on the emergency housing system review in 2022. The follow-up will also contribute to the first phase of HUD's evaluation activity for the pilot.

### **Scope**

The Implementation Unit will:

- assess and identify lessons learned in the approach, processes and roles in setting up the Rotorua pilot, including the establishment of a multi-sector taskforce, the one-stop housing hub, contracting of motels, and arrangements for wrap around social service supports
- assess and identify lessons learned in the engagement, inclusion and partnership of key stakeholders in the Rotorua pilot including Te Arawa iwi, Rotorua District Lakes Council and social service providers
- identify aspects of the pilot that have worked well and explain reasons why to help inform ongoing work. At the same time aspects of the Rotorua pilot that, looking back, could have benefited from a different approach, process or mechanism will also be identified and shared to support delivery agencies in their roles

### **Parties**

This assessment will be undertaken by the Implementation Unit which will work with relevant senior leaders and officials within HUD and MSD, as well as other agencies, stakeholders (including Rotorua Lakes Council and other taskforce members) and Iwi/Maori where relevant. Treasury will support the Implementation Unit as required.

To ensure continuity of HUD's evaluation activity across the two phases, a representative from HUD will join the DPMC representatives for the onsite meetings in Rotorua.

### **Timeframe**

The Implementation Unit will report to the Deputy Prime Minister on 11 March 2022.

Hon Grant Robertson  
Deputy Prime Minister

Date:



## Appendix B – Implementation Unit work programme update as at 27 May 2022

Follow-on work from 2021					2022			
Programme	Commission	Status	Milestone	Update	Q1	Q2	Q3	Q4
Mental Health and Addiction	Follow-on support from the Unit's first report		Complete	The Unit closed out its support at the end of March 2022.				
	Second stocktake of progress of the 2019 \$1.9bn package	In progress	17 June '22 – final report due	Stocktake commenced in April and is on track to deliver on 17 June 2022.				
New Zealand Upgrade Programme (transport components)	Assessment of the effectiveness of working arrangements between agencies		Complete	The Unit has concluded its assessment. Its findings will be reported to the Cabinet Priorities Committee on 21 June 2022.				
Infrastructure Reference Group	Assessment of progress of the implementation of the Unit's recommendations from the Nov 21' report		Complete	The Unit has concluded its report. Its findings will be reported to the Cabinet Priorities Committee on 21 June 2022.				
Emergency and Transitional Housing	Rotorua emergency housing pilot lessons learned report		Complete	The Unit's report has concluded its report and it was submitted on 12 March 2022. Its findings will be reported to the Cabinet Priorities Committee on 31 May 2022.				
	Working alongside agencies to support implementation of revised emergency housing model	Not started	Support will commence after Cabinet decisions are made on the new design. The Unit's commission will be reviewed in June '22, and revisions to the work programme will be included in the 26 July '22 Cabinet Priorities Committee meeting.					
	Undertake a stocktake of delivery of the revised model	Not started	Proposed date for the stocktake will be revised as part of the Unit's work programme review, and included in the 26 July '22 Cabinet Priorities Committee meeting.					
Carbon Neutral Government Programme (CNGP)	Work alongside delivery agencies to support a review of governance arrangements, strengthen reporting and the revised process for State Sector Decarbonisation Fund (SSDF) approvals	In progress	July '22 – support to conclude	Work continues with the CNGP secretariat agencies on strengthening reporting against the CNGP and with Ministry for the Environment (MfE) on the scope of governance and programme management arrangements due in July 2022. The Unit has supported Energy Efficiency and Conservation Authority (EECA) and the Ministry of Business, Innovation and Employment (MBIE) on draft advice to Ministers on a streamlined SSDF to be delivered by the end of May 2022.				
New Commissions for 2022								
Te Aorere Kura	Work alongside the Joint Venture Business Unit (JVBU) to support the transition to the Interdepartmental Executive Board (IEB)	In progress	Aug '22 – support to conclude	Engagement continues with the JVBU to focus on reporting structures to its Board, the ongoing development of the Investment Plan, and the transition to the Interdepartmental Executive Board (IEB).				
	Stocktake of progress against the Action Plan	Not started	Stocktake will commence in early 2023.					
Three Waters Reform Programme	Work alongside agencies to strengthen transition planning and risk mitigation	In progress	Oct '22 – support to conclude	Engagement with agencies has focussed on identifying areas of greatest need for the Unit's support.				
	Stocktake of readiness	Not started	Stocktake will commence in early 2023.					
Emissions Reductions Plan	Work alongside agencies as the IEB is established and Emissions Reduction Plan (ERP) implementation plan developed	In progress	Oct '22 – support to conclude	Engagement with agencies continues to focus on providing advice on the establishment of the IEB in July '22, from an implementation perspective, and on the development of the implementation plan.				
Immigration Rebalance	Work alongside MBIE as it delivers the Immigration Rebalance programme	In progress	Sept '22 – support to conclude	Engagement with MBIE continues to focus on the need for an integrated approach to implementation from policy design to delivery.				
Health system reforms	Support the Ministry of Health (MoH) to identify its working arrangements with new health agencies	In progress	July '22 – support to conclude	Engagement continues with key senior leaders in MoH to assist them to work through the precursors to identify working arrangements. A workshop will occur 31 May '22 to focus on progress made and proposed working arrangements.				
	Support MoH as it designs performance frameworks for the redesigned health system	In progress	July '22 – support to conclude	Work continues to assist in the design of interim performance frameworks for Crown entity monitoring and system performance are ready for Day 1.				
	Support MoH to develop plans to implement the additional funding received in Budget '22 to increase its capability	Not started	Support will commence in July 2022.					
	Stocktake on the effectiveness of the new working arrangements between agencies	Not started	Stocktake will commence in October 2022.					
He Waka Eke Noa	Work alongside MPI and MfE to assist with implementation planning and provide assurance of delivery of programme milestones	In progress	26 Aug '22 – support to conclude	Work continues with MfE, MPI, and the He Waka Eke Noa Partnership's Programme Office to strengthen implementation planning for each policy option. In June, the Unit will support the Programme Office to reorient its focus from policy development to delivering policy milestones.				
	Undertake a stocktake of progress towards the farm-level emissions reporting and planning milestones	Not started	Stocktake will commence in late 2022.					
					We are here ▲			





# Cabinet Priorities Committee

## Minute of Decision

*This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.*

### Implementation Unit 2022 Assignments: Progress Report

**Portfolio** Deputy Prime Minister

On 8 June 2022, the Cabinet Priorities Committee:

- 1 **noted** that the Implementation Unit delivered a briefing, attached to the submission under CPC-22-SUB-0012, to the Deputy Prime Minister on 11 March 2022, on lessons learned from the Rotorua place-based pilot for emergency housing;
- 2 **noted** that the Deputy Prime Minister will provide the Cabinet Priorities Committee with a further report on the work undertaken by the Implementation Unit on 21 June 2022;
- 3 **noted** that the Deputy Prime Minister will bring an updated work programme for the Implementation Unit for the second half of 2022 to the Cabinet Priorities Committee on 26 July 2022.

Jenny Vickers  
Committee Secretary

**Present:**

Rt Hon Jacinda Ardern (Chair)  
Hon Grant Robertson  
Hon Kelvin Davis  
Hon Andrew Little  
Hon David Parker  
Hon Nanaia Mahuta  
Hon Poto Williams  
Hon Stuart Nash  
Hon Kris Faafoi  
Hon Michael Wood

**Officials present from:**

Office of the Prime Minister  
Officials Committee for CPC



# Cabinet

## Minute of Decision

*This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.*

### Report of the Cabinet Priorities Committee: Period Ended 10 June 2022

On 13 June 2022, Cabinet made the following decisions on the work of the Cabinet Priorities Committee for the period ended 20 June 2022:

CPC-22-MIN-0012	<b>Implementation Unit 2022 Assignments: Progress Report</b> Portfolio: Deputy Prime Minister	CONFIRMED

Michael Webster  
Secretary of the Cabinet