

# Project scoping: Auckland housing action plan for Māori

May – June 2018

## SUMMARY

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## 1. Executive summary and recommendations

### Principal observations on need, purpose and opportunity

There is evidence of a high need for this strategic action to be developed. There was a clear call from the summit illustrating this, and the fluidity of a range of critical government policy settings creates significant current opportunities. The plan's purpose as scoped relates to that context, specifically the development of a plan to capture and optimise opportunities in Crown policy and Ministerial direction for Māori outcomes.

There are major strategic opportunities at Crown/policy level as agencies move to align with new Ministerial direction. Government housing development in Auckland is gearing up quickly but key policy directions remain fluid, confirming a near-term opportunity to influence.

There is urgency with calls for the plan to be affirmed at the National Māori Housing Conference in November.

### Stakeholder views

There is broad support for this scoping exercise and a future strategic action plan. We understand including from engagement with agencies that there is strong Ministerial support.

### The role of leading the development of an Auckland-specific plan

The summit proposed this plan be developed outside of government to reflect the aspirations of whanau and communities, and to scope government participation without conflict. The Board is well-placed to undertake this work.

### Recommendations

Based on the scoping exercise it is recommended that:

1. **The Board approve the findings of this scoping report specifically that:**
  - a. **There is an identified need for a strategic action plan to improve Māori housing outcomes in Auckland**
  - b. **There is urgent need for this work to be undertaken**

- c. **There is current support for this work among Board stakeholders and Crown agencies**
  - d. **There are important viable opportunities to influence Crown policy making and service delivery**
  - e. **There are viable current opportunities to optimise housing outcomes for Māori in Auckland**
2. **The Board agree to lead the development of the strategic action plan**
  3. **The Board approve stage 2 of this project being:**
    - a. **The development the strategic action plan by November 2018**
    - b. **On-going engagement with stakeholders to achieve that outcome**
    - c. **On-going public and stakeholder communications in accordance with normal protocols**
    - d. **Continued resourcing to enable the secretariat to achieve that outcome**

## 2. Scoping brief

The brief for this scoping exercise was:

- To scope the need for and purpose of a strategic action plan to improve housing outcomes for Māori in Auckland
- To scope the opportunities for this plan and directions and forms for the plan
- To scope stakeholders and their roles in supporting development or implementation
- To scope risk and identify critical risks and propose mitigations
- To complete a scoping report and recommendations for further action
- To provide:
  - a draft framework for the plan including a proposed intervention logic
  - a draft proposed work plan identifying critical steps toward delivery
  - indicative resourcing needs.

## 3. Background

In April 2018 the Board hosted the Auckland Māori Housing Summit. The summit was well attended with strong alignment between Ministerial and Māori aspirations. Minister Twyford called for an action plan against which the government could be held to account and Ministers Twyford and Mahuta both elevated the concept of *kāinga*, echoed and supported by the summit.

The context includes the following observations:

- there are few Māori housing providers in Auckland and none of scale;
- the major community housing providers in Auckland have some Māori capacity and deliver Māori housing outcomes;
- Te Matapihi has a national rather than regional mandate; and
- the Board is well placed to progress this and further work.

## 4. Scoping assessments

### a. Assessed need

The Auckland Māori Housing Summit elevated calls for an action plan on Māori housing and Minister Twyford called for an action plan that the government could be held accountable for (this would require government buy-in).

*Strategic landscape*

There are few strategic action plans on housing in operation in New Zealand. *He Whare Ahuru He Oranga Tangata*, the Māori housing strategy released in 2014, has been shelved since publication without subsequent reporting.

There is a gap in housing strategic action plans, regional housing strategic planning, and strategic housing plans for Māori. This implies a strong need for a new approach and a need for pilot-style activities to enable quick, clear and measurable action.<sup>1</sup>

#### *Government functions*

There is however now a strong government political and policy direction, a new Ministry of Housing and Urban Development initiating on October 1, and work underway in MBIE on the development of a national housing strategy.

The government policy direction is built around Labour's KiwiBuild policy. This policy is showing fluidity and responsiveness to influence creating need and opportunity. Strategically the government must be advised the new Ministry must include strong Māori capacity. A focused Māori unit within the Ministry would be ideal and urgent work is required on this.

At the summit Minister Mahuta indicated Māori aspirations would be woven through all aspects of the national housing strategy. This was well supported but in a context in which an Auckland specific Māori specific plan was also on the table.

There is a significant need and role for a strategic action plan in focusing government functions on Māori outcomes. Critical policy decisions, the form of the new Ministry, and the approach of the national housing strategy are all current developments and opportunities.

#### *Targeted regional and Māori approach*

Auckland's housing situation is acute, of significant scale, and Auckland plays a role of scale in New Zealand's overall social and economic wellbeing. The scale and nature of Auckland housing issues requires Auckland specific action.

Likewise, there is a need for a Māori-specific housing plan. Auckland has the largest Māori population and a broad range of Māori iwi and mataawaka entities to support action, offering a critical opportunity for alignment and change at a structural level.

There is a need for clear strategic action in Auckland for Māori, optimising government investment, and a new approach such as a regional targeted action plan. The need for an Auckland and Māori focused strategic action plan is assessed as **high**.

#### **b. Assessed purpose**

The proposed high-level purpose of a strategic action plan is to improve housing outcomes for Māori in Auckland. The detailed purpose of the plan is multi-dimensional including:

- to develop direct specific action to shift current experiences for Māori whanau;
- to target better coverage of better services leading to better access to housing and housing products, and an increase in housing options for Māori in Auckland;
- to gather government resources in a sensible and optimal way;
- to help government agencies translate Ministerial direction into action and outcomes;
- to direct Auckland Council and family in its housing related activities; and
- support Māori service providers and providers to Māori including in collaboration.

#### **c. Assessment of opportunity**

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<sup>1</sup> Any pilots must be carefully monitored and planned for scaling-up if successful.

The opportunity potentially realised by a strategic action plan to improve housing outcomes for Māori in Auckland is assessed as **significant** and **achievable**.

Significant government related opportunities include but are not limited to:

- HLC developments on Housing New Zealand super-lots and related policy settings
- Progressive home ownership policy development
- National Housing Strategy influence
- Development of new Ministry of Housing and Urban Development
- Forceful Ministerial direction for housing outcomes based on whanau wellbeing
- Evidence of successful and innovative programme implementation

Together these offer a significant opportunity for systems outcomes change.

#### *Outside of government opportunities*

Opportunities outside of government include innovation and prefabrication, community housing sector collaboration, and the aggregating force of a strategic action plan. The plan must be one in which Māori, whanau, NGOs and service providers, marae, iwi and hapu can see themselves and understand their own circumstances and aspirations being expressed.

This plan will promote kaupapa Māori approaches to a critical political issue and help the government to hear and understand what is meant by 'kāinga'.

#### **d. Assessment of stakeholders and potential roles**

Māori in Auckland including marae, iwi and hapu, along with Ministers and government agencies are the critical stakeholders without whom this exercise is redundant.

Māori stakeholders in the project have been already identified from the summit. This group has been engaged further through communications and retain a strong interest at this time.

A reference group with housing expertise provided additional analysis and input to the scoping exercise. The Iwi Chairs Forum have also been appraised via their housing officer.

#### *Government stakeholders*

Ministers and agencies are critical stakeholders. MBIE as a policy office and business and innovation agency, MSD as a service intervention design and funding office, Housing New Zealand as state housing landlord, HLC as the key development agency, and TPK in providing assurance to other agencies on kaupapa Māori matters, are key agencies.

Initial engagement suggests these agencies:

- are aware of our work and understand the needs and drivers;
- either attended or have been updated on the summit;
- have similar understanding of Ministerial direction and agree the value of this work.

The new Ministry of Housing and Urban Development will be engaged and is anticipated to be a welcome benefit to housing advocacy generally. Other government stakeholders to be engaged include regional offices, Treasury, Social Impact Agency (SIA), and Statistics NZ.

Project communications will increase and be more targeted in stage 2, if approved.

#### **e. Assessment of risk**

The principal risks of stage 2 of this project identified in the scoping exercise are:

- Challenge to Board's role leading this work and the resulting risk that the project itself is compromised;
- opposition or challenges from Māori, iwi or hapu to the validity of the plan;

- failing to achieve Ministerial and/or government agency alignment and support;
- political opposition.

The first 3 are stakeholder risks mitigated by strategic communications and engagement.

The risks of challenge or opposition to the Board’s role in this plan arises if a stakeholder perceives they are or were excluded, also mitigated through communications/engagement.

The risk of political opposition is mitigated by effective stakeholder engagement which includes the use of communications from all Board channels to political stakeholders (Board/Chair to Mayor or Governing Body, Chair to Ministers, CEO to Council CEO, etc).

The current risk profile of the project is **low risk, with mitigations in place.**

#### f. Directions and possible forms of the plan

The summit identified the following guiding principles:

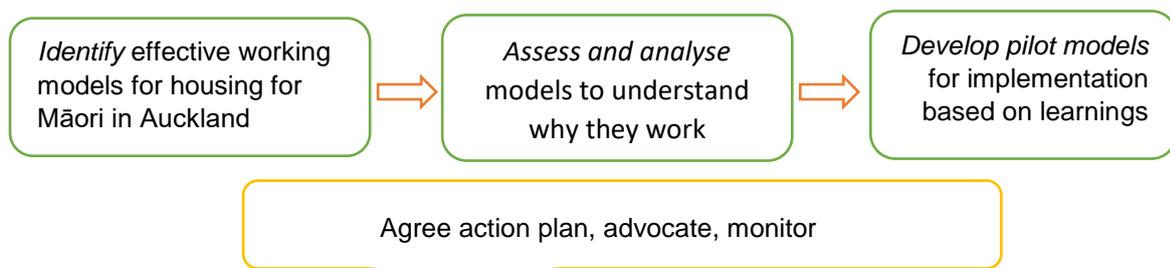
- for Māori by Māori / developed by Māori not the Crown;
- kaupapa Māori oriented and strengths-based; and
- focused on the concept of kāinga, not ‘houses’.

The summit also calls for the plan to be strategic. It should:

- be tailored for Māori and for Auckland;
- take a short- medium- and long-term view in identifying options and opportunities;
- consider order of magnitude impact for population level change; and
- Include early planning to secure the support of those whose support is required.

The proposed model aims to build on ‘what works’. This protects against some delays and mitigates the *risk of surprise* to Ministers. In addition we propose the project be open to but not focused on ‘quick wins’, agile in grabbing ‘low hanging fruit’, and relatively easy for government and stakeholders to agree to implement.

We propose the form of the strategic action plan is based on the following framework:



Our assessment is that there is strong support for this project to be based on the summit and on kaupapa Māori. The basic form proposed above highlights what is working (strengths-based) and building real ways to put learnings into action.

The recommendations of this scoping report are made on the basis of these and other observations made during the scoping exercise, and on-going analysis.