
KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

CROWN BUNDLE OF UPDATED AND NEW EVIDENTIAL FACT SHEETS FOR TE
TŪĀPAPA KURA KĀINGA - MINISTRY OF HOUSING AND URBAN DEVELOPMENT

4 Whiringa-ā-rangi | November 2022

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Waitangi Tribunal

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Ministry of Justice
WELLINGTON

CROWN LAW

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UPDATED EVIDENTIAL FACT SHEET

**AOTEAROA NEW ZEALAND HOMELESSNESS ACTION PLAN (TE TŪĀPAPA KURA
KĀINGA - MINISTRY OF HOUSING AND URBAN DEVELOPMENT)**

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| | | |
|----|--------------------------|---|
| 1. | Basic information | <p>Title of policy / programme: Aotearoa New Zealand Homelessness Action Plan (HAP)¹</p> <p>Year introduced: February 2020</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <p>Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development (HUD) in collaboration with Ministry of Social Development (MSD), Oranga Tamariki, Ministry of Health (MoH), Te Ara Poutama - Department of Corrections (Corrections), New Zealand Police, Te Puni Kōkiri (TPK), Ministry of Pacific Peoples and Kāinga Ora – Homes and Communities (Kāinga Ora).</p> <p>High level summary of policy/programme:</p> <p>The HAP sets out a framework to prevent and reduce homelessness. It consists of a vision, guiding principles, action areas, outcomes and actions. The vision of the HAP is that “homelessness in New Zealand is prevented where possible, or is rare, brief and non-recurring”.</p> <p>The HAP has a particular focus on partnering with, supporting and empowering Māori, iwi and local communities in responding to local needs; and aims to embed, support and promote strength-based and positive Kaupapa Māori approaches.</p> <p>The HAP has a list of all immediate and long-term actions which form the “Action Plan”, categorised under the headings Prevention, Supply, Support and System with time frames for implementation noted: see Annex 1 of the HAP.</p> <p>The Tribunal is referred to the 6-monthly public reports on the HAP for progress updates, available at: https://www.hud.govt.nz/community-and-public-housing/addressing-homelessness/aotearoa-homelessness-action-plan-2020-2023/progress-on-the-homelessness-action-plan/</p> <p>The HAP built on existing work to reduce reliance on motels and drew on over \$350million from the consolidated homelessness contingency, including \$175million for short-term supply and in addition to nearly \$54million approved by Cabinet in August 2019.</p> |
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¹ [Homelessness Action Plan \(hud.govt.nz\)](https://www.hud.govt.nz) (accessed 15 January 2021) – see HUD.001.0001

This funding supports the design and delivery of actions and \$24 million was specifically allocated to partner with Māori, iwi, hapū and marae, through Te Maihi o te Whare Māori – the Māori and Iwi Housing Innovation (**MAIHI**) Framework for Action, to prevent homelessness; support Māori Community Housing Providers (**CHPs**) and other Māori and Iwi providers to expand supply; build capacity and capability of Māori providers; and enable and support kaupapa Māori approaches to homelessness.

Separate Budget 2020 investment also supported the impact of the HAP Budget, including through the following separate budget processes led by different Ministries to fund specific measures and outcomes:

1. \$570 million to deliver 8,000 new additional public and transitional housing places,
2. \$40 million appropriated for MAIHI, which is being used for Māori housing supply and building technical capability in the Māori housing sector. While this is not directly part of the HAP, increasing housing for low-income Māori whānau will help prevent homelessness at the same time as increasing the connection of whānau Māori to Māori land,
3. \$41.3 million secured by the Ministry of Pacific Peoples to improve housing for pacific families and communities.

Most of the 18 new immediate actions in the action plan are now underway. Some areas of work were adapted or accelerated to meet urgent needs or expected demand. Actions that were paused, or impacted by COVID-19, have now started back up.

Budget 2022 included an additional \$75 million HAP funding, including:

- \$25m for the provision of kaupapa Māori support services
- \$20m for the expansion of rangatahi/youth-focused transitional housing places
- \$20m for the design and delivery of a new supported accommodation service for rangatahi/young people with higher and more complex needs
- \$10m for homelessness outreach services.

Overlapping/Related policies/programmes:

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| | | <ul style="list-style-type: none"> • Te Maihi o te Whare Māori - Māori and Iwi Housing Innovation (MAIHI) Framework for Action • Government Policy Statement on Housing and Urban Development • Whai Kāinga Whai Oranga • Housing First • Rapid Rehousing • Transitional Housing • Public Housing Plan • Creating Positive Pathways • Sustaining Tenancies • Contracted Emergency Housing <p>Agencies involved in development, implementation, or ongoing administration:</p> <p>HUD, MSD, Oranga Tamariki, MoH, Corrections, and Kāinga Ora.</p> <p>Cross-agency working groups (including at Deputy Chief Executive level) also include the Department of Prime Minister and Cabinet (DPMC), MoE, NZ Police TPK, Ministry of Pacific Peoples and the Treasury.</p> <p>Stats NZ and the Department of Internal Affairs were also consulted during development.</p> |
| 2. | Description of Policy / Programme | <p>The HAP is the first coordinated, All of Government response to homelessness.</p> <p>The HAP is designed to:</p> <ol style="list-style-type: none"> 4. prevent homelessness where possible; 5. result in a clear reduction in reliance on motels as emergency housing; 6. increase housing supply and affordability to provide appropriate housing opportunities for vulnerable people at risk of homelessness or experiencing homelessness; 7. support a system that responds quickly and appropriately to people’s needs; and |

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| | | <p>8. produce a flexible and resilient system in which government agencies work effectively together, and with the wider sector.</p> <p>The HAP also includes targeted actions to improve outcomes for Māori experiencing homelessness and increase the number of Māori providers, through MAIHI, by:</p> <p>9. working with Māori, iwi and marae to prevent homelessness through whenua-based initiatives;</p> <p>10. supporting Māori Community Housing Providers and other Māori and iwi providers to expand supply;</p> <p>11. building capacity and capability of Māori providers to enhance their capacity to provide services and support new and potential Māori Community Housing Providers; and</p> <p>12. enabling and supporting kaupapa Māori approaches to homelessness to build and deliver actions in a way that demonstrates Māori principles and ensuring delivery is in line with those principles.</p> <p>The MAIHI Framework for Action, which includes a kaupapa Māori approach to addressing homelessness, is embedded within the HAP. In particular, the following kaupapa Māori principles drive the design and implementation of actions:</p> <p>13. Te Mauri o te whānau;</p> <p>14. Tikanga;</p> <p>15. Whanaungatanga;</p> <p>16. Manaakitanga;</p> <p>17. Whakamana; and</p> <p>18. Tino Rangatiratanga.</p> |
| 3. | <p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori</p> | <p>In 2019 a strategy to prevent and reduce homelessness was developed by government agencies in response to increasing housing need in New Zealand which, among other things, aimed to respond to a need to coordinate efforts across government and the housing sector with an aim to bring together new initiatives as well as existing actions being progressed individually into a coherent framework. Officials carried out regional engagement with iwi and Māori organisations, non-government organisations and local authorities with workshops held in</p> |

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| <p>were engaged in the development of the Programme</p> | <p>Northland, Hamilton, Rotorua, Napier/Hastings, Wellington, Auckland (South and Central), Christchurch and Nelson.</p> <p>In-depth interviews were also conducted with 19 Māori housing providers across the North Island. Te Kāhui Kāinga Ora (Māori housing unit within HUD) engaged with Te Matapihi, representatives of the Iwi Chairs Forum, and Māori housing experts to develop a specific approach for Māori housing stress.</p> <p>The development of the HAP was also informed by engagement with organisations such as Community Housing Aotearoa, Local Government New Zealand, Lifewise, Auckland City Mission and the Salvation Army.</p> <p>A group of housing sector experts was convened in August 2019 to provide their views on the draft HAP.²</p> <p>Using insights from this engagement as well as data³ and national and international research,⁴ cross agency working groups (including at the Chief Executive and Deputy Chief Executive level) met regularly to build consensus on what was needed to address homelessness and to develop advice for Ministers. These groups included representatives from HUD, MSD, MoH, TPK, Ministry for Pacific Peoples, Corrections, New Zealand Police, Oranga Tamariki, Kāinga Ora, MoE, DPMC and the Treasury.</p> <p>On 11 December 2019 the Cabinet Social Committee approved the Homelessness Action Plan Phase I (2020-2023).</p> <p>The Homelessness Action Plan was launched on 13 February 2020.</p> <p>An 18-month review of the HAP was conducted in the second half of 2021.⁵ The review considered the following:</p> |
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² Attendees included Toa Faneva, Chief Executive Officer, Te Rūnanga o Whaingaroa; Chris Farrelly, Chief Executive Officer, Auckland City Mission; Ali Hamlin-Paenga, Chief Executive, Kahungunu Whānau Services; Stephanie McIntyre, Executive Director, Downtown Community Ministry; Julie Nelson, Chief Executive, Wise Group; Ronji Tanielu, Policy Analyst, Salvation Army.

³ Such as census data and administrative data.

⁴ International research which informed the development of the HAP included homelessness prevention frameworks used in Finland ([\(PDF\) The Strategic Response to Homelessness in Finland: Exploring Innovation and Coordination within a National Plan to Reduce and Prevent Homelessness \(researchgate.net\)](#)), Canada ([The Homeless Hub](#)) and Ireland ([Preventing Homelessness: A Review of the International Evidence \(york.ac.uk\)](#)).

Research used to identify the main issues relevant to New Zealand, including reports on homelessness and housing issues at a national level, existing local and regional initiatives to prevent and reduce homelessness, and research to identify the housing needs and challenges for different cohorts included: [Severe-housing-deprivation-in-Aotearoa-2001-2013-1.pdf \(healthyhousing.org.nz\)](#) see HUD.002.1580; [\(PDF\) Service usage by a New Zealand Housing First cohort prior to being housed \(researchgate.net\)](#) see MIS.001.0040; [An Indigenous Approach to the Living Standards Framework \(DP 19/01\) \(treasury.govt.nz\)](#) see HUD.002.1950; [The People's Project: Housing First in Hamilton and Tauranga](#); [Counting Ourselves – Aotearoa New Zealand Trans and Non-binary Health Survey](#).

Other sources used to develop the HAP included data from the 2013 and 2018 census; Auckland's Homelessness Count Report (<https://www.aucklandshomelessnesscount.org.nz/homeless-count-findings>); [Building Better: Kāinga Tahi, Kāinga Rua; Service Responses to Māori Urban Homelessness \(tematapihi.org.nz\)](#); [Understanding whānau-centred approaches: Analysis of Phase One Whānau Ora research and monitoring results \(tpk.govt.nz\)](#); [Whānau Ora - Whānau experiences of homelessness from a Marae health and social service \(whanauora.nz\)](#).

⁵ Cabinet Paper concerning 18 month review of the Aotearoa New Zealand homelessness action plan, 29 April 2022 (Wai 2750, #D44).

- the changing state of homelessness in Aotearoa;
- how action plan activities are responding to the needs of Māori and other groups at higher risk of homelessness;
- progress made to date on implementation;
- broader work underway to address housing and homelessness, and critical areas for the next stages of implementation of the action plan; and
- tools for gathering an evidence base to understand the effectiveness and impact of the action plan.

The review was informed by insights from Homelessness Sector Services, sector experts, from the Government agencies leading immediate actions and the cross-agency working group supporting the action plan.

Following the 18-month review of the HAP, five focus areas were identified as priority:

- Strengthening Kaupapa Māori approaches to prevent and reduce homelessness for Māori;
- Continuing to deliver public and transitional housing;
- Support for rangatahi youth experiencing, or at risk of, homelessness;
- Improving access to health and mental health and addiction support; and
- Resetting the emergency housing system.

In December 2021, the Cabinet Social Wellbeing Committee agreed to these priority focus areas to respond to the recent changes in the housing system and increased pressures from the pandemic.

Focus will also remain on maintaining momentum on delivering the immediate and longer-term actions already underway and focus on improving delivery of the action plan including strengthening partnership with the sector and providers.

Work will continue on other actions, but on a longer-term track, with the pace of implementation contingent upon the capacity of Government agencies and the sector from 2022 onwards, and on the evolving COVID-19 situation.

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| | | <p>Delivery through the second half of Phase One of the HAP will also be supported by wider work across the housing system to increase the supply of affordable housing, reset the housing and urban system, and address the underlying drivers of homelessness. This work will have a significant impact upon preventing and reducing homelessness over the longer-term and supporting the HAP's objectives.</p> |
| 4. | <p>Aims or Objectives of the Policy / Programme</p> | <p>The HAP aims to provide an overarching framework to prevent and reduce homelessness by setting out immediate and longer-term actions to achieve that goal throughout Aotearoa New Zealand. Through the HAP, the Crown seeks to work with the housing sector and wider community partners to prevent homelessness from occurring in the first place. This means working closely together to support individuals, families and whānau at risk of experiencing homelessness at crucial points, such as insecure tenancies, leaving prison or hospital.</p> <p>Where homelessness does occur, people need quick access to stable housing and support services, to stay housed and improve wellbeing. Substantially increasing public housing and improving the ability of individuals, families and whānau to afford rents in the private market are vital to the success of the HAP.</p> <p>Enabling the housing aspirations of Māori, partnering with Māori to build on successful Māori-led approaches, and placing whānau at the centre will also be vital to the success of the HAP. Kaupapa Māori principles and partnerships underpin the development of the HAP and will drive the design and delivery of actions to seek measurable change for whānau, hapū and iwi. A kaupapa Māori approach to homelessness means responding not just to the physical realities of homelessness, but the cultural, emotional and spiritual disconnections from kāinga and whenua. The HAP aims to address that and is supported by MAIHI to guide the development and implementation of immediate and longer-term actions.</p> |
| 5. | <p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p> | <p>Reversing the growth in homelessness requires a phased, multi-year approach. Phase One of the HAP set out actions to be put in place from 2020-2023. The intention is to build on this work and address ongoing gaps in response to homelessness through Phase Two of the HAP.</p> <p>The action plan is being delivered through a collaborative cross-government commitment from multiple agencies and partners.</p> <p>A cross-agency Deputy Chief Executive governance group and HAP working groups continue to meet regularly to coordinate action and monitor implementation. Individual agencies are taking responsibility for the development and implementation of HAP initiatives as applicable.</p> |

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| | | <p>Agencies continue to collaborate with Māori housing providers, people with lived experience of homelessness, non-governmental organisations and local authorities in order to develop and implement initiatives.</p> <p>Homelessness Sector Services, including Te Matapihi and Community Housing Aotearoa, is working closely with HUD to support the development and delivery of action plan initiatives. Homelessness Sector Services does this through leading engagement with providers and whānau with lived experience, strengthening policy and Kaupapa Māori approaches, and supporting the capability and capacity development of providers.</p> <p>The overall action plan uses MAIHI Kaupapa Māori principles to inform the HAP and recognises the long-term and international focus of MAIHI.</p> |
| 6. | <p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p> | <p>All actions need to respond to Māori needs, strengths, aspirations, and principles, with four current initiatives focusing specifically on Māori. Monitoring of initiatives includes the requirement to report on implementation of MAIHI or other relevant kaupapa Māori principles in the design and delivery of each initiative.</p> <p>HUD regularly monitors and reports on the HAP. These monitoring and reporting functions include quarterly internal HUD progress updates to the cross-agency Homelessness DCE governance group, six-monthly public progress updates, ministerial updates, review of the HAP after 18-months, and reviews and evaluations of individual HAP initiatives led by HUD and other cross-agency partners.</p> <p>An evaluation of Phase One of the HAP (including consideration of the HAP's 18 immediate initiatives) is being designed and expected to begin in late 2022.</p> |
| 7. | <p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p> | <p>Since the launch of the Action Plan, the Government has, among a number of other things:</p> <ol style="list-style-type: none"> 19. accelerated immediate actions to respond to Māori homelessness, including working at pace to provide financial support to Māori providers and working with iwi and Māori partners on projects to increase housing supply; 20. opened the He Taupua fund, which will allow whānau Trusts and Ahuwhenua Trusts, hapū, iwi, and registered Māori housing providers to build capability and initiate community housing projects so they can respond to emergency housing needs and end homelessness; |

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| | <p>21. opened the Local Innovation and Partnership Fund;</p> <p>22. continued to increase transitional housing with a pre COVID-19 target of 1,000 new places by the end of 2020;⁷</p> <p>23. increased the number of Sustaining Tenancies places in the short term;</p> <p>24. expanded support to more people in emergency housing.</p> <p>During COVID-19 Level 4 lockdown in 2020, motel places for people sleeping rough or living in vulnerable accommodation were urgently acquired: over 1,000 households are tenanted through COVID-19 motel places.</p> <p>Progress was also made on the following initiatives, through MAIHI:</p> <p>25. Partner with Māori, iwi, hapū and marae to prevent homelessness;</p> <p>26. Support Māori Community Housing Providers and other Māori and iwi providers to expand supply;</p> <p>27. Build capacity and capability of Māori providers;</p> <p>28. Enable and support Kaupapa Māori approaches to homelessness.</p> <p>Details on progress are presented in the First Report on the Homelessness Action Plan: August 2020⁸ and Cabinet paper: Progress on the Homelessness Action Plan and the Homelessness Response to COVID-19.</p> <p>Further details of progress made under the HAP can be found in the public reports on the HAP which can be found at:</p> <p>How we're tracking: progress on the Homelessness Action Plan Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development (hud.govt.nz)</p> |
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⁷ As of December 2020, 597 places were made available, and 594 were secured and will be available in the future.

⁸ see HUD.006.3298.

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CONTRACTED EMERGENCY HOUSING MOTELS

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| 1. | Basic information | <p>Title of programme: Contracted Emergency Housing Motels</p> <p>Year introduced: March 2021</p> <p>Still current? Yes</p> <p>Administering agencies:</p> <p>Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development (HUD) in collaboration with the Ministry of Social Development (MSD), Kāinga Ora – Homes and Communities (Kāinga Ora) and Te Puni Kōkiri (TPK)</p> <p>High level summary of programme:</p> <p>Motels being used for emergency housing, in particular with Emergency Housing Special Needs Grants (EH-SNGs), is not intended as a long-term solution for emergency housing. With Rotorua having the highest reliance on EH-SNGs in the country by population and a high ratio of EH-SNGs to transitional housing, a task force of government agencies, iwi and council was established in March 2021 to develop a bespoke approach to emergency housing in Rotorua, aimed at developing options for providing better support and outcomes for people in emergency housing motels. Immediate actions were announced in May 2021, with implementation from July 2021 onwards.</p> <p>Overlapping/Related policies/programmes:</p> <ul style="list-style-type: none"> • Te Maihi o te Whare Māori - Māori and Iwi Housing Innovation (MAIHI) Framework for Action • EH-SNGs • Transitional Housing • Place-based strategy <p>Agencies involved in development, implementation, or ongoing administration:</p> <p>HUD, MSD, TPK and Kāinga Ora, together with Rotorua Lakes Council, Iwi in Te Arawa (including Ngāti Whakaue)</p> |
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| 2. | <p>Description of Programme</p> | <p>The programme provides for:</p> <ul style="list-style-type: none"> • HUD contracting specific motels to provide emergency accommodation • HUD contracting additional wraparound support services to meet the needs of the families and whānau with children in those motels • MSD retaining responsibility for assessment and placement of people into the contracted motels and strengthening assessment and placement processes for emergency housing clients • MSD providing better support for those remaining in non-contracted EH SNG funded places • The implementation of Te Pokapū – a Rotorua Housing Hub. The Hub is a single point of contact for individuals and whānau with emergency housing needs in Rotorua. The Hub has a focus on strengthening assessment and referral processes to ensure the right supports are put in place to meet needs. Agencies, Iwi and local providers are co-located with defined roles and responsibilities, and holistic assessments of need are undertaken. • Kāinga Ora is also progressing immediate, medium and long-term housing opportunities in Rotorua to begin putting pathways in place to permanent housing. <p>Providers of wraparound support services include Te Taumata o Ngāti Whakaeue Iho Ake, Visions of a Helping Hand Charitable Trust, Emerge Aotearoa and Wera Aotearoa Charitable Trust. They are part of Te Hau ki te Kāinga (Collective) who co-designed wraparound support services in motels with HUD and MSD.</p> <p>The original goal of the pilot was to accommodate 200 families and whānau with children. While occupancy numbers vary day-to-day, as at 22 June 2022, 175 units were occupied by parents with 315 tamariki and 30 units were being used for couples and singles.</p> |
| 3. | <p>Outline of the process to develop this Programme</p> <p>Identify how Māori were engaged in the</p> | <p>In late 2019 a place-based partnership was agreed between Rotorua Lakes Council, Te Arawa Iwi and government agencies, in response to the pressing issues facing the Rotorua community and its housing and urban system.</p> |

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| | <p>development of the Programme</p> | <p>This led to the development of He Papakāinga, He Hāpori Taurikura – A Strategy for Homes and Thriving Communities.</p> <p>The Rotorua Housing Taskforce (Te Rākau Taumatua) was then established in March 2021 (made up of Rotorua Lakes Council, Iwi in Te Arawa and officials from HUD, MSD, Kāinga Ora and TPK) to develop options for providing better support and outcomes for people living in emergency housing motels. Police Officials and the Lakes District Health Board also participated in some of the discussions.</p> <p>Te Rākau Taumatua worked collaboratively and intensively to develop immediate solutions to the homelessness and emergency housing situation in Rotorua. On 13 May 2021, Ministers announced immediate actions to be implemented in Rotorua.</p> <p>Taskforce membership and focus has evolved overtime. Initially focused on solution generation from March to April 2021, shifting to finalization of the model and planning from May to July 2021 and implementation from July 2021 onwards. A re-set of the taskforce is currently underway.</p> <p>Cabinet approved funding for the initiative in June 2021. The approved budget was \$35.2 million for the fiscal year 2021/2022. The funding is split between HUD for contracted motels, security, and social support services (\$28.8 million) and MSD for on-site support for EH-SNG clients not in contracted motels and the new housing hub (\$6.4 million including capital expenditure). Further funding of \$146million over the next four years was provided in Budget 2022.</p> <p>Iwi in Te Arawa were engaged through an existing Council Housing Steering Committee in the early phases of the taskforce and were involved in the development phase of the model.</p> <p>Documents produced to support the introduction and delivery of the programme include:</p> <ul style="list-style-type: none"> • Te Hau Ki Te Kāinga¹ • Report: <i>Lessons Learned from Rotorua Emergency Housing Pilot</i>² • He Papakāinga, He Hāpori Taurikura – A Strategy for Homes and Thriving Communities³ |
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¹ The Crown is not aware of a copy of this document being publicly available. It is the property of the Taskforce.

² This document has been proactively released by government and is filed as **Appendix hereto**.

³ <https://letstalk.rotorualakescouncil.nz/a-strategy-for-homes-and-thriving-communities> (Document accessed 1 July 2022)

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| 4. | Aims or Objectives of the Programme | <p>Objectives of the programme, as identified by Te Rākau Taumatua (the Taskforce), include:</p> <ul style="list-style-type: none"> • enabling more stable, safe and supported housing with an initial priority focus on families with children • ensuring a pathway to more-permanent housing outcomes • a “by Te Arawa, for Te Arawa” approach to developing solutions for their whānau and those who call Rotorua home |
| 5. | <p>Outline of steps taken to implement the Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p> | <p>Following the establishment of the Te Rākau Taumatua, a Programme Steering Group (PSG) was set up to coordinate, direct and provide oversight of the planning and implementation of the programme, facilitated by the Rotorua Lakes Council’s Programme Manager. The PSG was intended to provide a mechanism to review activities and projects and ensure they were being delivered. The PSG was meeting monthly but paused between December 2021 to February 2022. Meetings have resumed, although are in more of an advisory and oversight role.</p> <p>An Operational Governance Group (OGG) was also established, 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 OCG was meeting monthly, although has been intermittent and limited in function, as many activities are now BAU.</p> <p>The focus of the programme currently remains on the performance and outcomes of related activities, such as Te Pokapū (Housing Hub), the contracted and non-contracted emergency housing supply, as well as the new housing supply opportunities being delivered. As at July 2022, HUD continues to progress consent applications for 13 contracted emergency housing motels.</p> <p>Iwi in Te Arawa were involved in implementation through the existing Council Housing Steering Committee in the early phases of the taskforce, and later through the active involvement of Ngāti Whakaue taking on the coordination role of Māori social service providers, holding the contract for the Rotorua housing hub, Client Management System and Clinical Response Team.</p> |

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| 6. | <p>Outline of monitoring and evaluation built into Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p> | <p>In March 2022, the Department of Prime Minister and Cabinet (DPMC) reviewed the implementation of the pilot and produced a report: <i>Lessons learned from Rotorua Emergency Housing Pilot</i>. (See footnote 2 above)</p> <p>Further evaluation activity is expected to take place in 2022 and 2023.</p> <p>HUD has commissioned Te Paetawhiti Ltd, a kaupapa Māori evaluation and research company based in Rotorua, to complete an initial evaluation piece. This will look to:</p> <ul style="list-style-type: none"> • clarify the outcomes across the entire pilot to inform a more comprehensive evaluation • identify what initial outcomes are being achieved for family and whānau with children accessing contracted motels • inform improvements in emergency housing in Rotorua and other parts of the country. <p>This evaluation will take place from June to December 2022. Representatives from government agencies, Rotorua Lakes Council, Iwi, providers, moteliers and whānau will be invited to participate.</p> |
| 7. | <p>Availability of quantitative or qualitative data to demonstrate success or failures of the Programme to achieve its stated aims</p> | <p>The DPMC report (Lessons learned from Rotorua Emergency Housing Pilot) noted that the Taskforce does track a range of activities and holds client data but lacks clear measures and outcomes to help determine if the results of the Rotorua pilot are being achieved.</p> <p>These are expected to be developed as part of the evaluation activity mentioned above.</p> |



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

1. **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.
2. **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:
 - 2.1 aspects that have worked well and should be broadly considered as part of any emergency housing models being designed
 - 2.2 practices trialled in Rotorua best suited only to locations with similar characteristics such as high emergency housing demand and concentration of accommodation availability
 - 2.3 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

Proactively Released

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.¹ 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 Kokiri (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.²
4. In the Rotorua Pilot, these Contracted Motels provide wraparound social support services following a kaupapa Maori 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)

¹ 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.

² 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 |
|--|---|-------------------------|
| Aspects that have worked well, and that should be part of the design of emergency housing options | | |
| Governance | <ul style="list-style-type: none"> • 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) | 29-31 |
| | <ul style="list-style-type: none"> • A lead government agency with the mandate to coordinate the Government response on the ground is critical to success | 32 |
| Systems Design | <ul style="list-style-type: none"> • 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. | 33-37 |
| | <ul style="list-style-type: none"> • Initiating a triage approach to improve referrals, assessments and placements of clients into motels that are suited to their needs. | 38-40 |

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| | <ul style="list-style-type: none"> 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 clients³. | 41-45 |
| Practices trialled in Rotorua that may be difficult to replicate due to localised conditions | | |
| Governance | <ul style="list-style-type: none"> 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. | 50 |
| Programme Design | <ul style="list-style-type: none"> 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. | 48-49 |
| | <ul style="list-style-type: none"> 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. | 51-52 |
| 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 | | |
| Programme Design | <ul style="list-style-type: none"> 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. | 54-55 |
| | <ul style="list-style-type: none"> 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. | 56 |
| | <ul style="list-style-type: none"> 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"> A kaupapa Māori approach, and operationalising the Māori and Iwi Housing Innovation (MAIHI⁴) framework, in setting client outcomes and measures. | 57-58 |
| Programme Planning | <ul style="list-style-type: none"> 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. | 59-61 |
| | <ul style="list-style-type: none"> Multi-year funding is needed to ensure consistency in services, activities and recruitment of qualified local staff. | 64-65 |

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

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

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| Partnerships | <ul style="list-style-type: none"> Iwi are included as part of solution design and implementation phases and are resourced appropriately to participate. | 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.⁵ 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; moteliers 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.

⁵ DPMC-2021/22-788

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- b) Four social service providers⁶ 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*⁷, 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).

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

⁷ 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 OCG 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 services⁸.
- 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

⁸ 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 \(hud.govt.nz\)](https://www.hud.govt.nz/homelessness-action-plan-2020-2023/)

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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.

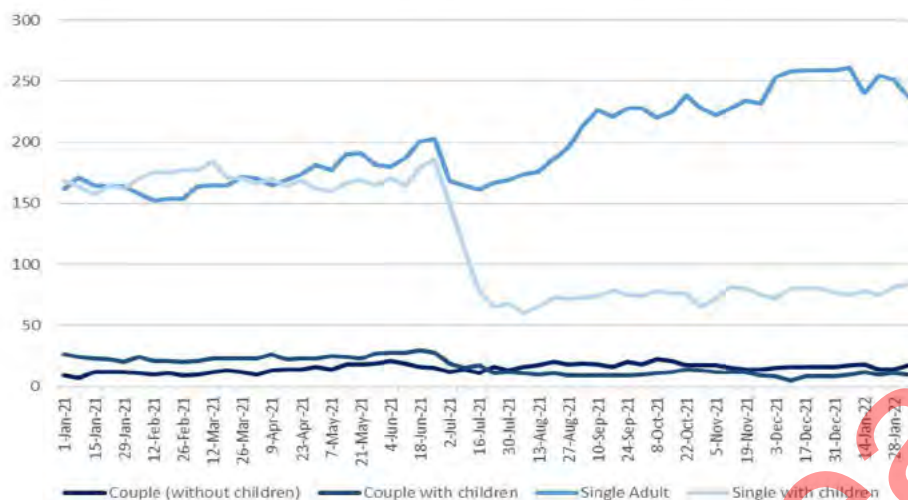
- 26. When the Rotorua Pilot started there was a reduction in the number of households in EH-SNG Motels, but since then numbers have gradually increased (refer Table 2). MSD analysis indicates that this increase may in part be due to the increase in motel availability as a result of households with children 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 families⁹ 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.

⁹ 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 finding¹⁰.
- 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.

¹⁰ 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 Whakaeue, 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, hapu 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 49¹¹ 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.

¹¹ 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.¹²
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 singles¹³, 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

¹² 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

¹³ Although the focus of the Pilot is on families and whanau 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 MSD¹⁴, 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.

¹⁴ 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 planning¹⁵ 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 services¹⁶.
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.¹⁷

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

¹⁵ 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

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

¹⁷ 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 | |
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| 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

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| LESSONS LEARNED FROM THE ROTORUA EMERGENCY HOUSING PILOT | DPMC- 2021/22-1625 |
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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:

KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET
COVID-19 HOMELESSNESS RESPONSE
(TE TŪĀPAPA KURA KĀINGA - MINISTRY OF HOUSING AND URBAN
DEVELOPMENT)

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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| 1. | Basic information | <p>Title of policy / programme: COVID-19 Homelessness Response (Updated September 2022)</p> <p>Year introduced: 2020</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <p>Te Tūāpapa Kura Kāinga - The Ministry of Housing and Urban Development (HUD), in collaboration with Kāinga Ora – Homes and Communities (Kāinga Ora), the Ministry of Social Development (MSD) and the Ministry of Health (MoH).</p> <p>High level summary of policy/programme:</p> <p>The programme was part of the All of Government response to the COVID-19 pandemic and 2020 lockdown, and the initial focus was the delivery of accommodation capacity with wrap-around services for housed clients and whānau. Chronically homeless (often rough sleepers) were moved into temporary accommodation as the COVID epidemic reached Aotearoa New Zealand; they were a highly vulnerable group in terms of COVID infection and transmission risks. Once in accommodation, for the most part in motels, they were supported to be self-isolating and the underlying drivers of their homelessness could be addressed.</p> <p>Since the initial months of the All of Government response, the Crown has seen a number of people successfully supported into more stable and longer term housing solutions. The Crown acknowledges that further work is required to ensure support continues and more appropriate longer term housing can be identified – where it has not yet be identified.</p> <p>Since August 2021, Te Tūāpapa Kura Kāinga has been working with Housing First and other social services providers, as well as other Crown agencies, in response to the outbreak of the Delta strain and subsequent lockdowns. Where further accommodation needs are identified by HUD’s social services providers, and MSD has limited availability, HUD has provided additional capacity and support in some locations under the COVID-19 Homelessness Response. In total, 163 additional places and associated support have been delivered under that programme with the assistance of existing Housing First and other social services providers.</p> |
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| | | <p>As at 1 July 2022, the Crown was supporting 879 places for people who were experiencing homelessness in 54 motels across the country. This includes the additional places provided as part of the 2021 outbreak of the Delta strain.</p> <p>Overlapping/related policies/programmes:</p> <p>While the programme was initiated in 2020 as a context-specific, one-off intervention designed to address a clear presenting problem (the need to urgently accommodate a cohort of people who needed to be provided the means to self-isolate), it also has a focus on ensuring those accommodated through the response do not need to return to homelessness, but have access to longer term housing and wrap-around services appropriate for their level of need.</p> <p>Housing this cohort and identifying that a substantial proportion could benefit from (and be most effectively assisted by) transitioning into Housing First puts more pressure on that programme, as it is current running at or around capacity.</p> <p>Efforts to find longer term housing for this cohort overlaps with the Government’s public and transitional housing building programme which is needed to deliver additional housing.</p> |
| 2. | Description of Policy / Programme | <p>The original purpose of the policy was to get the chronically homeless (often rough sleepers) into accommodation so they could self-isolate during the height of the COVID-19 pandemic in 2020. It achieved its aspirations insofar as it managed to rapidly house over 1,200 people who had been sleeping rough or were in poor housing situations.</p> <p>The objectives (other than maintenance of that situation) are to ensure that the people supported through lockdowns are not discharged back into homelessness and that they are supported into permanent housing with the wrap-around support they need, including kaupapa Māori approaches to ensure their holistic and cultural wellbeing are maintained.</p> |
| 3. | Outline of the process to develop this Policy / Programme | <p>The operating concept was developed by HUD, MoH and Kāinga Ora in consultation with community groups including iwi and Māori organisations, such as Te Kahu o Tāonui (the Northern Iwi Chairs collective) and Te Matapihi He Tirohanga mō te Iwi Trust. The response leveraged off the underpinning principles of the Housing</p> |

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| | <p>Identify how Māori were engaged in the development of the Programme</p> | <p>First programme insofar as the intervention prioritised meeting a housing need over prospective clients meeting any specific behavioural entry criteria (for instance, presenting as being drug and/or alcohol free).</p> <p>Te Āo Māori frameworks were incorporated by the wrap-around service providers where appropriate, noting that a significant proportion of the housed cohort self-identified as Māori. Many of the service providers were established Housing First providers with well-developed operating procedures incorporating kaupapa Māori approaches (such as Kāhui tū Kaha and Kahungunu Whānau Services). The Māori partners provided on-the-ground lived experience and knowledge of the housing needs and strengths of Māori (as recipients and providers), maximising the reach into communities.</p> <p>The scope of the project was well defined, and providers and agencies worked together to overcome issues with implementation, including identifying and locating rough sleepers, finding appropriate temporary accommodation, ensuring providers and moteliers felt supported, and that issues were promptly addressed. The high trust environment that operated at this time was generally believed to work well.</p> <p>Partnerships with providers integrated kaupapa Māori approaches:</p> <ul style="list-style-type: none"> • agencies were able to quickly coordinate and work together with existing Māori service providers to vulnerable whānau to mobilise people and whānau into accommodation, • providers were able to play a critical role in providing a safe housing solution with the full support of Crown agencies, providers therefore had the drive and support to change the delivery of solutions to better support the most vulnerable, rough sleepers and people experiencing homelessness, • providers could triage and wrap around services to this cohort of people to ensure their immediate wellbeing with a level of dignity, • providers who stepped in to support the COVID Homelessness Response continue to support clients and work with them to identify longer term accommodation options. <p>The plan to deliver the longer-term response is being developed through cross-agency consultation and with input from the providers involved in the initial response. The starting assumption has been that providers who</p> |
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| | | <p>stepped in to support the COVID-19 immediate response will continue to support clients and work with them to identify longer-term accommodation options.</p> <p>HUD has worked with a range of providers since March 2020. As at July 2022, the current providers are Kāhui Tū Kaha, Kahungunu Whānau Services, Visions of a Helping Hand, Housing First Rotorua – Te Taumata o Ngāti Whakaue, Te Rūnanga o Whaingaroa, Te Runanga o Ngai Te Rangi Iwi Trust, Gisborne New Life Fellowship Trust, Te Tuinga Whanau Support Services Trust, The Auckland City Mission, LinkPeople Limited, The Lifewise Trust and VisionWest Community Trust.</p> <p>For the purposes of on-going development of the programme, a survey of motel providers was undertaken at 1 June 2020 which sought to understand the health and housing needs of the cohort. The survey covered approximately 1300 of the 1500 people in motels at that time. Data provided key information on ethnicity (and therefore cultural needs), housing need (in terms of what kind of housing would be required, as well as level of support that would be needed), and health and mental health need.</p> |
| 4. | Aims or Objectives of the Policy / Programme | <p>The principal objective of the programme was to get the chronically homeless into safe and secure accommodation so they could self-isolate during COVID lockdowns.</p> <p>The objective of the programme has evolved to take advantage of the opportunity provided to end homelessness for those accommodated through the initial response in 2020. Though not all clients accommodated in COVID temporary accommodation present at the high end of the needs spectrum, it is likely a significant proportion of those who were rough sleeping were accommodated in both the 2020 and 2021 lockdowns, at least initially.</p> <p>The programme also presented an opportunity to provide housing and support to people experiencing homelessness during the 2021 outbreak, where need arises through providers' existing links and connections.</p> |

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| 5. | <p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p> | <p>Housing First providers, Transitional Housing and other local social services providers initially supported people into the motels, providing them with food, checking in on their wellbeing on a regular basis and connecting them with other services such as healthcare. HUD contracted providers for seven Kaupapa Māori projects to meet unprecedented demand for emergency housing in Māori communities. These providers were Kāhui Tū Kaha, He Korowai Trust, Kahungunu Whānau Services, Visions of a Helping Hand, Housing First Rotorua – Te Taumata o Ngāti Whakaue, Matawhaanui Trust, Te Rūnanga o Whaingaroa, Ko Tuwharetoa Te Iwi Charitable Trust, Te Rūnanga o Ngāi Te Rangi Iwi Trust, Gisborne New Life Fellowship Trust, Ngāti Awa Social and Health</p> |
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| | | <p>Services Trust, Te Tuinga Whānau Support Services Trust, Te Runanganui o Ngāti Porou and Te Rūnanga o Turanganui a Kiwa.</p> <p>HUD also contracted a range of community social service providers to support the COVID response across most of the motu, including The Auckland City Mission, The Wellington City Mission, LinkPeople Limited, The Lifewise Trust, Vision West Community Trust and Homes for People Trust.</p> <p>The priority of effort was deliberately placed on housing those in need ahead of establishing firm contractual monitoring and reporting requirements when the programme commenced.</p> <p>Although Te Maihi o Te Whare Māori (MAIHI) was not officially launched until August 2020, it was used during the 2020 effort to review, respond and where necessary reset policy and programmes using a kaupapa Māori approach. HUD's approach was to:</p> <ul style="list-style-type: none"> • engage with existing Māori housing providers who HUD has ongoing relationships with • work across government with agencies who had a direct responsibility with health, security, accommodation needs and Māori development • review in real time policy and programmes that could accelerate accommodation solutions for the homeless • work at a regional level delivering housing and accommodation for the different needs of Māori organisations and iwi. <p>Ongoing care</p> <p>Providers have continued to deliver support to meet the needs of those accommodated and to identify longer term accommodation where they can.</p> <p>Due to limited housing supply across most regions, there is significant reliance on the delivery of new public and transitional housing for this cohort. HUD and Kāinga Ora are working to deliver a robust pipeline of new build public and transitional homes, with more new places being added each month. For example, in July 2021, Wellington City Mission opened Te Pā Pori, the largest transitional housing facility in the city. Over five floors, this facility has provided 83 fully refurbished units for four separate communities consisting of men,</p> |
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| | | <p>women, couples and people who are transgender, many of whom had been living in COVID response motel accommodation. Auckland City Mission brought on 40 Housing First places and 40 Public Housing places at their new site 'Mission Homeground'. They also anticipate to open Day Street in August 2022 which is an 80 apartment block, that will be utilised for both Housing First and Public Housing. Auckland City Mission have managed to exit some of their clients and plan to continue exiting them from the motels into these newly available sites.</p> <p>Some moteliars recently requested to exit from service, as they are wanting to open back up for the reopening of the international borders. Fortunately, Kāhui Tū Kaha recently secured 60 units in Takanihi which allowed them to exit these clients across from the motels into Transitional Housing.</p> <p>New build places will grow the country's overall housing stock, however it will take time to deliver what is needed. In the meantime, short term housing for COVID response clients will continue to be provided to ensure this cohort does not return to homelessness, or into emergency housing where support services will not be available to the same extent.</p> <p>Government agencies are focused on responding quickly to the changing needs and circumstances. Each regional location has had its own location-specific needs, for example women seeking refuge, vaccination and testing services, and tailored support services for rangatahi.</p> |
| 6. | <p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p> | <p>HUD has worked to improve reporting and monitoring arrangements as required, including developing monthly reporting that provides data on people accommodated in COVID response motels. This includes demographic characteristics, the length of stay and housing outcomes. This will enable analysis of a set of data for a group for which there has previously been limited information available.</p> <p>Data is submitted by social services providers; reporting is often incomplete and the quality can vary from month to month. Work is underway to analyse what we have received and improve reporting in the future.</p> <p>Māori organisations are not presently involved in the monitoring or evaluation of the programme as this is undertaken internally within HUD.</p> |

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| 7. | <p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p> | <p>The initial response ensured approximately 1500 people sleeping rough or in poor housing situations were safely accommodated, through the 2020 COVID lockdown period and onward. This number included a significant proportion of those rough sleeping in New Zealand at that time. This group of people has previously been hard to reach and support but has now been able to receive support services in line with their need.</p> <p>Several providers have reported that, even at an early stage, people were seeing positive health and wellbeing outcomes from being housed, were developing a sense of community and were providing support to each other. Some of those who have been rough sleeping, in some cases for prolonged periods, have moved into, or are working towards moving into, permanent accommodation.</p> <p>An example of an early success was in Whakatane where Ngāti Awa Social and Health Services (NASH) supported a small group of rough sleepers and homeless in Whakatane over the lock-down. This group were able to move into permanent accommodation not long after lockdown, including a small number who chose to move into share accommodation together.</p> <p>At the peak of the 2020 COVID lockdown, approximately 1,200 motels unit/accommodation places were contracted to support those sleeping rough or in overcrowded situations. As at 1 July 2022 this number had reduced to 879 motel units/accommodation places.</p> <p>HUD continues to collect monthly provider reports to track individuals' progress towards permanent housing. Whilst clients continue to be supported and housed, pressure on the housing register, limited housing supply, and the high cost of private rentals means that providers continue to face significant challenges in identifying longer term housing for those who remain in motels.</p> <p>For April 2020 – August 2021 across New Zealand, 52-58% of reported individuals each month reported Māori ethnicity. It should be noted that the ethnicity of people who have participated in this programme is not a mandatory reporting requirement as declarations of ethnicity have always been voluntary across the range of</p> |
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| | | <p>Government housing offerings. Ethnicity, when collected, is usually only for the lead client of a household and the self-identified ethnicity of that person may not be the same for the balance of the household.</p> <p>Reporting from Auckland providers is of higher quality; this data can give an indication of the type of reporting that will be possible in the future as HUD continues to improve reporting processes.</p> <p>Just under half of the places contracted for the COVID Homelessness Response were in Auckland. As at the end of August 2021 in Auckland:</p> <ul style="list-style-type: none">• 50% of individuals reported Māori ethnicity and less than 10% of reported individuals were children.• 90% of households were single individuals.• The median number of weeks that households resided in this accommodation as at the end of August 2021 was 17. |
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KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI
BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF the Treaty of Waitangi Act 1975

AND

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Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET

HOUSING FIRST

**(TE TŪĀPAPA KURA KĀINGA - MINISTRY OF HOUSING AND URBAN
DEVELOPMENT)**

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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| 1. | Basic information | <p>Title of policy / programme: Housing First (This evidential fact sheet should be read in conjunction with the Rapid Rehousing response EFS given the intertwining of the programmes/actions since 2020.)</p> <p>Year introduced: 2017 (although note the origins of the Housing First programme date back to 1992)</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <p>The Ministry of Housing and Urban Development (HUD), since October 2018. Prior to HUD's establishment, the Ministry of Social Development (MSD) was the administering agency.</p> <p>High level summary of policy/programme:</p> <p>Housing First is a programme to house and support people who have been homeless for a long time or who are homeless and face multiple and complex issues. Recognising that Māori are disproportionately represented in all areas of housing need and homelessness, Housing First is one of a range of initiatives across government that seek to reduce disparities for Māori experiencing homelessness.</p> <p>Overlapping/Related policies/programmes:</p> <p>Aotearoa New Zealand Homelessness Action Plan (HAP)</p> <p>Māori and Iwi Housing Innovation Framework for Action (MAIHI)</p> <p>Rapid Rehousing</p> <p>COVID-19 Homelessness Response</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>MSD, prior to HUD's establishment in October 2018.</p> |
| 2. | Description of Policy / Programme | <p>Housing First is an internationally recognised programme to house and support people who have been homeless for a long time, or who are homeless and face multiple and complex issues. Housing First aims to end homelessness for people, not just manage it. The goal is that homelessness should be brief, rare and non-recurring.</p> |

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| | | <p>Housing First sits within the ‘support’ area of the Aotearoa New Zealand Homelessness Action Plan 2020-2023 (HAP). The ‘support’ focus of HAP is for individuals, families, and whānau experiencing homelessness to move quickly into stable accommodation and access wider social and cultural support to address needs and thereby lead better lives.</p> <p>Housing First recognises it is much easier for people to address issues, such as poor physical or mental health, substance abuse and unemployment, once they are housed. To address the complex issue of homelessness, Housing First is premised on the understanding that a collective effort is needed across services, organisations and communities:</p> <ul style="list-style-type: none"> • HUD funds providers¹ to deliver Housing First services and pays rent subsidies for tenants. • Housing First providers reach out to homeless people, find houses, manage tenancies and properties, offer long-term social support and connect with other frontline services. • Private landlords, iwi and community housing providers and Housing New Zealand provide houses. • Frontline services - health, mental health, income support, police, education, probation, iwi and community social services - support and work with people in Housing First. • Local councils provide vital support and may also boost funding. • Communities and whānau create social and cultural connections and opportunities such as learning and employment. |
| 3. | <p>Outline of the process to develop this Policy / Programme</p> | <p>The Housing First model originated in the United States of America, and was driven by the work of Dr Sam Tsemberis, a clinical-community psychologist at the Columbia University department of psychiatry. Tsemberis founded <i>Pathways to Housing</i> in 1992 in New York.²</p> <p><i>The People’s Project</i> in Hamilton, which was established by the Wise Group to end chronic homelessness in</p> |

¹ HUD funds a total of 12 Housing First programmes which are delivered both individually and collectively by 17 community-based providers in Mid-Far Northland, Whangarei, Auckland, Hamilton, Tauranga, Rotorua, Napier/Hastings, Wellington, Nelson, Blenheim and Christchurch. Of these 17, 10 are iwi or Māori providers. Providers differ in the length of time they have delivered Housing First. For example, Housing First has been operational in Hamilton since 2014, while other programmes have only just been implemented.

² [Pathways Housing First](#) (accessed 14 January 2021).

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| <p>Identify how Māori were engaged in the development of the Programme</p> | <p>Hamilton, was the first large-scale, researched pilot of Housing First in New Zealand. Housing First has operated in Hamilton since 2014 and was piloted in Auckland by a collective of providers since March 2017. By 31 March 2018, the Auckland Housing First programme had housed 215 households in both public and private housing.</p> <p>Decisions were made through the 2017 budget process to fund Housing First in Auckland and in other high need locations. Extensive international research was used to develop Housing First, together with information learned from the 2013 Social Housing Deprivation Report³ and other administrative data⁴</p> <p>There is international literature that supports Housing First’s ability to be adapted to local contexts. A key consideration for planned evaluation is whether Housing First meets the needs of Māori.</p> <p>Housing First Auckland launched⁵ in March 2017 as a joint initiative between MSD, Auckland Council, and a collective of five services including Affinity Services, Auckland City Mission, Lifewise, LinkPeople and VisionWest. The pilot made \$4.7 million available and aimed to house 472 homeless Aucklanders and provide wrap-around services to address the causes of their homelessness.</p> <p>In Budget 2017, \$16.45m was allocated⁶ to support Housing First to expand into regions of high-need across New Zealand. This funding enabled the purchase of approximately 500 new housing places, and support services, for individuals and families who are homeless across New Zealand. Budget 2018⁷ expanded Housing First services to a further 550 households in other regions - \$42.9 million and Budget 2019⁸ provided \$197 million to ensure that Housing First programmes are sustainable and can continue to deliver services for over 2,700 people and whānau over the next few years.</p> <p>Following recent October Baseline Update adjustments, the programme has funding of \$251 million spread over the five financial years 2021/22 to 2025/26.</p> |
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³ See HUD.002.1580.

⁴ Administrative data used included data from the Emergency Housing Special Needs Grants, and the Public Housing Register as well as the 2016 Auckland street count ([storyofhousingfirst_digitalFinal.pdf \(lifewise.org.nz\)](#))

⁵ [Housing First launches to help Auckland’s homeless | Beehive.govt.nz](#) see MIS.001.0021

⁶ [Helping more rough sleepers into homes | Beehive.govt.nz](#) see MIS.001.0018

⁷ [Fact-sheet-Budget-2018-Housing-First-for-homelessness.pdf \(hud.govt.nz\)](#) see HUD.002.1808

⁸ [Housing-First-Fact-Sheet-Budget-2019.pdf \(hud.govt.nz\)](#) see HUD.002.1892

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| | | The roll-out of Housing First after initial establishment of the programme in Auckland looked to establish locally appropriate solutions. In many places, the Ministry was guided by local Social Service and Housing Providers in terms of making connections with prospective iwi/ Māori providers. The aim was to develop a collaborative partnering approach rather than a commercially competitive procurement process. Some perspectives on the history of the development, roll-out of the programme and Māori provider views of the same are captured in part in the Housing First Evaluation and Rapid Rehousing Review: Housing-First-Evaluation-Rapid-Rehousing-Review-Phase-1-Report-v2.pdf (hud.govt.nz) . |
| 4. | Aims or Objectives of the Policy / Programme | The principal aim of Housing First is to get individuals, families, and whānau experiencing homelessness to move quickly into stable accommodation and access wider social support to address needs and thereby lead better lives. |
| 5. | Outline of steps taken to implement the Policy / Programme Identify how Māori were engaged in the implementation of the Programme | <p>The Housing First programme was being implemented in New Zealand concurrently with the refinement of the policy settings and the adaption of the model to be fit for purpose in this country.</p> <p>Housing First Auckland launched in March 2017 as a joint initiative between MSD, Auckland Council, and a collective of five services including Affinity Services, Auckland City Mission, Lifewise, LinkPeople and VisionWest. The pilot made \$4.7 million available and aimed to house 472 homeless Aucklanders and provide wrap-around services to address the causes of their homelessness.</p> <p>As at 3 March 2022, there were 4,289 households accepted into the programme, and 1,326 households housed.⁹</p> <p>As development and implementation of the programme occurred concurrently to some degree, the description in section 3 above concerning Māori involvement is equally applicable to the implementation phase of the policy. Refer again to the Housing First evaluation and Rapid Rehousing Review: Phase One Report.</p> |
| 6. | Outline of monitoring and evaluation built in | Regular monthly data is collected from providers and used for the Housing Dashboard and Contracts |

⁹ [The Government Housing Dashboard | Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development \(hud.govt.nz\)](https://www.hud.govt.nz/publications/housing-first-evaluation-rapid-rehousing-review-phase-1-report-v2.pdf)

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| | <p>to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p> | <p>Management. The Housing Dashboard is a publicly available portal on the Te Tūāpapa Kura Kāinga website and is a single place to track progress of key parts of the Government’s housing programme.¹⁰ The Housing Dashboard records there were 1,800 households engaged in the Housing First programme in November 2020. This number reflects those people who have been accepted into the programme and continue to need the intensive support provided through Housing First.</p> <p>A report was completed by Advisian in March 2020 that looked at the funding model for Housing First. The raised the key question of sustainability, which is being considered in upcoming evaluation.</p> <p>A comprehensive evaluation of Housing First has been launched and the data collected from providers will be a key part of the evaluation. A core question for this work will be understanding more about how the programme has been adapted to the local context and how it is responsive to Māori.</p> |
| 7. | <p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p> | <p>Two pūrākau that tell the story of Housing First in Christchurch and Rotorua have been published:</p> <ul style="list-style-type: none"> • He oranga ngākau, he pikinga wairua – A pūrākau of He Kāinga Ora ki Ōtautahi Housing First Christchurch see HUD.006.1591 • He whare kōrero o Mangatakitahi – Housing First Rotorua see HUD.006.1641 |

¹⁰ The purpose of the dashboard is to demonstrate what people are experiencing by tracking things such as how many families have bought their first home, how many households are in public housing, and how many new homes are being built. The dashboard shows the results being achieved in housing and is updated and produced monthly. The dashboard tracks aspects of the current housing situation, the government outputs in response, and the results of those. It can be found at: [The Government Housing Dashboard | Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development \(hud.govt.nz\)](https://www.hud.govt.nz/)

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THE LOCAL INNOVATION AND PARTNERSHIP FUND

(TE TŪĀPAPA KURA KĀINGA - MINISTRY OF HOUSING AND URBAN
DEVELOPMENT)

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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| 1. | Basic information | <p>Title of policy / programme: The Local Innovation and Partnership Fund (LIP Fund)</p> <p>Year introduced: August 2020 (The LIP Fund was a Homelessness Action Plan Immediate Action)</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <p>Te Tūāpapa Kura Kāinga - The Ministry of Housing and Urban Development (HUD)</p> <p>High level summary of policy/programme:</p> <p>All communities around New Zealand are different, with their own distinct challenges and aspirations. Local leadership is essential to respond to local needs and drivers of homelessness. Local communities are already involved in developing innovative and locally responsive approaches, however existing national funding parameters, programmes and settings do not always fund or enable locally designed or innovative initiatives. The LIP Fund has been established to provide funding for such initiatives with the aim of contributing to the reduction of homelessness in Aotearoa.</p> <p>Overlapping/Related policies/programmes:</p> <p>Aotearoa New Zealand Homelessness Action Plan 2020/2023 (HAP)</p> <p>Housing First</p> <p>Rapid Rehousing</p> <p>MAIHI – He Taupua Fund</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>N/A</p> |
| 2. | Description of Policy / Programme | <p>Supporting and enabling local approaches is a guiding principle of the HAP, and the LIP Fund. All communities around New Zealand are different, with their own distinct challenges and aspirations. The Crown is of the view that local leadership is essential to effectively respond to local needs and drivers of homelessness. While local communities are already involved in developing innovative and locally responsive approaches, funding is not always available for development, design and implementation costs.</p> |

The LIP Fund is designed to:

- support the development and implementation of local initiatives that respond to and prevent homelessness
- enable and support community organisations, Iwi and wider community partners to work together on initiatives to address homelessness
- support innovative ways of working to address homelessness, address system gaps and improve responses tailored to needs in local areas
- support functional zero (ending or reducing the most acute forms of homelessness) approaches to street homelessness and/or reduce reliance on motels
- fund wider homelessness projects where a community identifies a need that is currently not being responded to, or where existing support is not adequate
- enable locally designed innovative initiatives to be funded, planned, and implemented in a local area. Initiatives should propose new ways to respond to local causes and drivers of homelessness that may not be addressed by existing national policy, programmes or operations.

The LIP Fund is intended to complement existing responses, particularly the Housing First approach (for example by targeting those who are not in Housing First or providing additional services that are needed such as hubs), and build stronger partnerships between agencies, local authorities, providers, Iwi and communities. The LIP Fund will stimulate innovation for agencies to work more strategically and effectively together towards a shared outcome of addressing street homelessness.

Ministers initially agreed the fund would support approaches to respond to street homelessness and/or reduce reliance on motels. Following the initial response to the first COVID-19 lockdown, Ministers agreed that the first round of the fund support population groups identified in the HAP, with the potential for future funding rounds to focus more tightly on specific groups. This recognised that many people who were formerly rough sleeping were accommodated as part of the COVID-19 response, and the ability to consider a wider range of projects where a community identifies a need would support the aim of the fund to respond to local needs rather than telling communities what to focus on.

The LIP Fund's first Round opened on 21 August 2020 and closed on 16 October 2020. The opening date of the

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| | | <p>fund was delayed as providers were focussed on the immediate COVID-19 homelessness response and did not have the capacity to develop applications in this time period.</p> <p>There is \$16.6 million available in the LIP Fund over four years, with up to 25% (\$4.15 million) of the LIP Fund being released in Round 1 for fund-ready initiatives, with initiatives that required further development encouraged to apply for Round 2.</p> <p>A total of \$4.1 million was allocated in Round 1, when seven initiatives were partially or fully funded.</p> <p>Round 2 initiatives were sought in early 2022 and applications closed on 28 February 2022, with 38 applications received (32 being for up to \$1m, six being for up to \$100k).</p> <p>A third round is planned for later in 2022 with the intention to allocate the balance of the fund during that round.</p> |
| 3. | <p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p> | <p>The LIP Fund was developed as part of the HAP and responds to the need to enable local and innovative approaches to reducing homelessness. One of the criteria against which applications to the Fund are assessed is how the initiative improves outcomes for Māori, and how the initiative includes Kaupapa Māori principles.</p> <p>Findings from engagement with Māori and iwi providers have informed both development and implementation. HUD engaged with Homelessness Sector Services (made up of Community Housing Aotearoa and Te Matapihi) to advise on the information for guidance and criteria, opening and closing dates and the review process. This engagement resulted in the Selection Panel including three external community representatives nominated by Te Matapihi to provide community insights, including their housing and homelessness expertise, as well as to offer a Te Ao Māori viewpoint.</p> |
| 4. | <p>Aims or Objectives of the Policy / Programme</p> | <p>The aim of the LIP Fund is to support innovative location-based initiatives to address gaps in responding to and reducing street homelessness, with positive flow-on wellbeing impacts. It will improve support to people who are homeless with high needs and aim to reduce the reliance on motels and reduce the number of people experiencing homelessness.</p> <p>The aims of the programme are illustrated by the high-level assessment criteria against which applications are assessed. These are:</p> <ul style="list-style-type: none"> • Outcomes: Demonstrates alignment of the initiative with the purpose of the fund - to reduce and prevent homelessness. The focus is on reducing and preventing homelessness rather than providing temporary |

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| | | <p>solutions that do not work to support pathways to longer-term housing and wellbeing. Demonstrates the benefit to the priority homelessness groups: wāhine/women, rangatahi/young people, kaumātua/older people, Māori, Pacific, rural communities, and other groups at risk of homelessness.</p> <ul style="list-style-type: none"> • Innovation: – Describes research, development and implementation of a new or scaled up product, process or service or new way of working, including new services that have been tailored to cultural or regional needs, that may have been used elsewhere in New Zealand or internationally but are new to that particular region. • MAIHI principles – Demonstrates how MAIHI principles guide or influence the initiative or ways of working, or how their own set of values/principles align and achieve the same outcome. Demonstrates that local Iwi and/or Māori organisations will be involved in planning and/or delivery of the initiative (as appropriate). • Partnership – Demonstrates that there is a joined-up approach in responding to local needs. Community organisations, local government, Iwi and Māori providers, and wider community stakeholders collaborate and build on their strengths to plan and deliver the initiative • Capability and capacity to deliver – Demonstrates capability and capacity to deliver the initiative (such as appropriate governance, payment, personnel and risk management systems). |
| 5. | <p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p> | <p>The LIP Fund was one of the immediate initiatives prioritised for action under the HAP. The process to identify and prioritise initiatives included agencies:</p> <ul style="list-style-type: none"> • identifying a long list of initiatives/actions informed by existing analysis of data, regional insights, international evidence and an initial review of the emergency housing systems; • undertaking initial viability and impact analysis, which involves applying criteria to initiatives to determine a short list; • engaging with stakeholders to determine fit and any gaps in the proposed initiatives; • assessing whether seeking contingency or Budget funding would be most appropriate including identifying scaling options. <p>Findings from engagement with Māori and iwi providers have informed both development and implementation. HUD engaged with Homelessness Sector Services (made up of Community Housing Aotearoa and Te Matapihi) to</p> |

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| | | <p>advise on the information for guidance and criteria, opening and closing dates and the review process.</p> <p>Te Matapihi nominated three of the five independent Evaluation Panel members. Note that all Māori/ iwi Grant recipients will, by way of being Grant recipients, implement their projects themselves. It is also a requirement that all Grant applicants explain how the MAIHI principles guide or influence their initiative or ways of working, or how their own set of values/principles align to and achieve the same outcomes.</p> |
| 6. | <p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p> | <p>Monitoring of project delivery is built into funding agreements inclusive of an end of project evaluation requirement. HUD is undertaking a whole of Fund programme evaluation that will involve all funded Grant recipients.</p> <p>The LIPF programme evaluation design is not yet complete.</p> |
| 7. | <p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p> | <p>It is currently too early to evaluate, and an evaluation will occur in future.</p> |

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UPDATED EVIDENTIAL FACT SHEET

MAIHI KA ORA – NATIONAL MĀORI HOUSING STRATEGY

(TE TŪĀPAPA KURA KĀINGA - MINISTRY OF HOUSING AND URBAN
DEVELOPMENT)

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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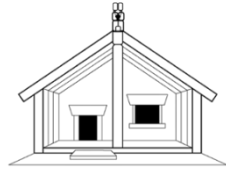
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| 1. | Basic information | <p>Title of policy / programme: MAIHI Ka Ora – National Māori Housing Strategy</p> <p>Year introduced: 2021Still current?: Yes</p> <p>Administering agency(ies):</p> <p>Te Tūāpapa Kura Kāinga (HUD) lead agency supported by Te Puni Kōkiri, Kāinga Ora and agencies and departments across Government who are part of the MAIHI Framework for Action.</p> <p>High level summary of policy/programme:</p> <p>MAIHI Ka Ora – the National Māori Housing strategy provides the strategic direction to current and future policy, process and investment decisions that impact Māori Housing.</p> <p>It is also a symbol of partnership between Māori and the Crown, a document that sets a direction for Māori Housing using a Māori worldview and Māori concepts and a roadmap towards a better Māori Housing future Māori and the Crown follow together.</p> <p>Te Tūāpapa Kura Kāinga, in partnership with Te Puni Kōkiri led its development on behalf of the Crown partnering with Te Matapihi he tirohanga mō te Iwi Trust who led the engagement process for the strategy and co designed MAIHI Ka Ora with support from the National Iwi Chairs Forum, some hapū and iwi, and Te MAIHI Whare Wānanga.</p> <p>The Strategy identifies the shared priority areas of both Māori and the Crown, clearly conveys the importance of establishing a genuine partnership between Māori and the Crown and proposes actions for the short to medium term required to address the priority areas addressed.</p> <p>It was important to Māori and the Crown that this strategy was not written as a tick box exercise, that it used language, concepts and ideas that came from both partners.</p> <p>The concept of the Wharenuī is used to describe the Māori Housing journey.</p> |
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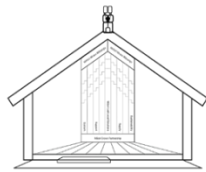


Building a Genuine Partnership

The MAIHI Framework for Action was built on the work that He Whare Āhuru started, which created the space where an invitation to partner could be established. To ensure we can effectively address the long-standing problems in the Māori Housing sector – we must do so as genuine partners, Māori and the Crown. The Crown cannot achieve the necessary changes on their own and neither can Māori given the scale of the crisis; we must work together.

The whare in this image represents the place that the Crown and Māori will come together, but until now, both Māori and the Crown have spent their time on the marae ātea – the realm of support. Here is the place where we have been able to start to ready ourselves and start to enter and build into the whare.

The Māori Iwi Housing Innovation Framework for Action was built on the work that He Whare Āhuru started, which created the space where an invitation to partner could be established. To ensure we can effectively address the long-standing problems in the Māori Housing sector – we must do so as genuine partners, Māori and the Crown. The Crown cannot achieve the necessary changes on their own and neither can Māori given the scale of the crisis; we must work together.

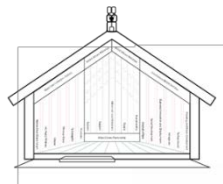


Our Shared Priorities

Through wānanga we have designed and implemented MAIHI. This has readied the partners to start construction on the marae.

On the back wall of the whare are five pou, representing the five shared priority areas. The pou are grounded by a strong Māori Crown partnership and held together at the top by MAIHI Whare Wānanga.

The poutama panels that sit behind the pou represent our whānau, and how they will transition through the housing continuum. Whānau hold this prominent place in the whare as a constant reminder to keep whānau at the centre of all we do to build a better housing future.



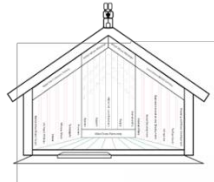
Building into the Whare

The Māori collective is made up of iwi, hapū, whānau, National Iwi Chairs Forum, Te Matapihi, marae, whenua Māori and providers.

The Crown collective is made up of the different government departments and agencies that are connected through MAIHI and must work as one.

The delivery of the strategy, like the stability of the house, depends on both sides standing tall, sharing the weight of responsibility and remaining grounded and committed to providing a better housing future for all Māori and Aotearoa.

Like the walls of a whare the partnership must be balanced and even.



MAIHI Ka Ora

The roof is what completes the whare. It creates the apex of the house and connects Māori and the Crown to each other. It galvanises the strength of both sides of the whare and represents the balance that has been created through partnership.

The panels or the heke represent the shared actions we will take together to address the priorities (on the back wall of the whare). Each step brings us all closer to the front of the whare and to achieving our share vision – All whānau have safe, healthy affordable homes with secure tenure, across the Māori housing continuum.

MAIHI Ka Ora has a shared vision that “All whānau have safe, healthy, affordable homes with secure tenure, across the Māori housing continuum.”.

The Strategy is a commitment to that vision, but at its core it is also a long term commitment to a strong and genuine partnership between Māori and the Crown to deliver that vision together.

Overlapping/Related policies/programmes:

The strategy advances the direction of He Whare Āhuru He Oranga Tangata. He Whare Āhuru was reviewed before the development of the strategy, and to ensure continuity, original members of He Āhuru Whare He Oranga Tāngata advisory group were involved in the development of MAIHI Ka Ora.

The strategy takes Te Maihi o te Whare Māori – Māori and Iwi Housing Innovation Framework for Action (MAIHI) which drives a whole of system approach and elevates it to provide the strategic direction for the whole Māori housing system. At the heart of the focus for Māori housing aspiration is the desire to start with a strengths-

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| | | <p>based approach through the principles of MAIHI and ‘Te Mauri o te Whānau’ at the centre of everything we do. MAIHI Ka Ora is underpinned by the six principles of MAIHI- Framework for Action (articulated as the circle (spiral) pictorial) – Manaakitanga, Tikanga, Whakamana, Mauri, Tino Rangatiranga and Whanaungatanga to support Te Mauri o Te Whānau intergenerational prosperity and well-being.</p> <p>MAIHI Ka Ora was developed and released at the same time as the Government Policy Statement on Housing and Urban Development (GPS-HUD) to give impetus to both strategies to deliver system change.</p> <p>MAIHI Ka Ora was also informed by the Aotearoa Homelessness Action Plan (HAP), the WAI 2750 Kaupapa Inquiry into Housing Policy and Services (Wai 2750) and the National Policy Statement on Urban Development and Public Housing Plan.</p> <p>Agencies involved in development, implementation, or ongoing administration:</p> <p><u>Crown collective</u>: Te Tūāpapa Kura Kāinga is the lead agency in partnership with Te Puni Kōkiri and with the support of: Te Arawhiti, Kāinga Ora, DIA, MSD, Treasury and MBIE.</p> <p><u>Māori collective</u>: The collective comprises iwi, hapū, whānau, the National Iwi Chairs Forum, Te Matapihi, marae, Māori providers, a reference group comprising of the original members of He Āhuru Whare He Oranga Tāngata advisory group, and Te MAIHI Whare Wānanga.</p> |
| 2. | <p>Description of Policy / Programme</p> | <p>Structure</p> <p>The MAIHI Ka Ora Strategy has maintained 3 workstreams (aligned with MAIHI Framework for Action 3 work streams):</p> <ol style="list-style-type: none"> 1. Respond 2. Review |

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| | | <p>3. Reset</p> <p>Under these 3 workstreams MAIHI Ka Ora will focus on these six priority areas:</p> <ol style="list-style-type: none"> 1. Māori Crown Partnerships 2. Māori-led Local Solutions 3. Māori Housing Supply 4. Māori Housing Support 5. Māori Housing System 6. Māori Housing Sustainability <p>Delivery</p> <p>The Crown collective involved in the MAIHI Ka Ora work programme will strengthen the cross-government approach to provide a ‘single door’ pathway to housing for the Māori collective that was initiated through MAIHI Framework for Action.</p> <p>The Māori collective involved in MAIHI Ka Ora provided significant input during engagement which is directly reflected in the priorities of the strategy. The ongoing involvement of the Māori collective in implementing MAIHI Ka Ora will be outlined in Phase Two.</p> |
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| 3. | <p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p> | <p>Development</p> <p>MAIHI Ka Ora has two phases:</p> <ol style="list-style-type: none"> 1. Establishing Strategic Direction: Phase one involved setting out priority areas, goals and an overview of the areas of work that will be undertaken in the second phase of development. This phase was completed and released in September 2021. 2. Development of a detailed implementation plan. Phase two involved the development and release of the Implementation Plan for MAIHI Ka Ora. This phase was launched in March 2022 at Te MAIHI Whare Wānanga. <p>Policy background</p> <ul style="list-style-type: none"> • Refer He Whare Āhuru Evidential Fact Sheet filed 5 March 2021: Wai 2750, #D12 Tab 10. • Refer MAIHI -Framework for Action Evidential Fact Sheet filed 5 March 2021: Wai 2750, #D12 Tab 18. <p>MAIHI Ka Ora has built on the work of the above two significant pieces of work to set the strategic direction for Māori housing.</p> <p>Steps to develop MAIHI Ka Ora:</p> <p>Engagement process with Māori</p> <p><i>He Whare Āhuru.</i> The engagement process included consultation with Iwi, Māori communities, Māori land trusts, Māori housing providers, financial institutions, central government, Māori social service providers, and Māori education providers. A list of individuals, groups and organisations that assisted with the development</p> |
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of He Whare Āhuru can be found in the He Whare Āhuru Evidential Fact Sheet filed on 5 March 2021 (#D12 under Tab 10).

MAIHI- Framework for Action: In early 2019 the then Associate Minister of Housing and Urban Development (Māori Housing), Hon Nanaia Mahuta, began work with Te Kāhui Kāinga Ora to frame up an active response for Māori Housing. At their annual engagement with the Crown at Waitangi in 2019, the National Iwi Chairs Forum had indicated that they would build 1,000 homes (under the kaupapa they coined as ‘Iwibuild’). Te Tūāpapa Kura Kāinga, with Te Puni Kōkiri and the then Housing New Zealand, brought teams together to work through identifying the range of services and products on offer and identify potential gaps. This informed a series of ‘Chew Sessions’ and workshops with the Minister, Iwi and Māori, and officials. The discussions and advice evolved to MAIHI, which was established on the basis of the strategic direction and Māori housing sector knowledge in He Whare Āhuru. Internal advice was commissioned by Minister Mahuta, following which Te Tūāpapa Kura Kāinga organised a workshop facilitated by the ThinkPlace design company in October 2019, with key stakeholders selected for their breadth of experience across the Māori housing sector. This critical workshop was called to devise a framework for attending to the housing needs and aspirations of Māori which became known as MAIHI. Attendees are listed in the MAIHI Evidential Fact Sheet filed 5 March 2021 (#D12 under Tab 18).

The MAIHI-Framework for Action was an invitation to Māori and the Crown to engage on the pathway (ara) to enter the whare. From the development of MAIHI late 2019 to early 2020, both parties have walked the ara. In May 2020, Cabinet agreed to establish Te Maihi Whare Wānanga as an approach to share the responsibility for driving change. Te Maihi Whare Wānanga is a Ministerial Forum with Māori led by the Associate Minister for Housing (Māori Housing). The Crown has worked in partnership with Te Matapihi to develop Te Maihi Whare Wānanga tikanga and progressed a shared vision for a forum to achieve consensus through sharing dialogue, listening and learning together in a safe environment. The first Maihi Whare Wānanga took place in Pōneke at Te Wharewaka on 16 December 2020 and was attended by all four Housing Ministers, Iwi representatives, Te Matapihi, and Māori community housing experts and service providers, as well as Crown officials. Feedback

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| | | <p>from the Whare Wānanga has been positive from Ministers and with both the Iwi Chairs Forum and Te Matapihi giving a strong endorsement for MAIHI.</p> <p><i>MAIHI Ka Ora</i> was then co-designed with Māori and continues to be developed with the Māori collective of the MAIHI Whare Wānanga. Officials from Te Tūāpapa Kura Kāinga ,Te Puni Kōkiri and a representative from Te Matapihi ran six regional wānanga across the motu from 21 – 26 June 2021 and held two online on 28 June and 2 July 2021. The regions where engagement took place were: Kerikeri, Auckland, Hastings, Wellington, Christchurch (held online due to COVID-19 concerns at the time) and Gisborne.</p> <p>There were between 10 and 20 attendees from iwi and Māori organisations and housing providers at each hui (except Christchurch which was changed to online last minutes so had less). Engagement was also undertaken with members of the National Iwi Chairs Forum, Crown agencies and a reference group comprising of the original members of He Whare Āhuru He Oranga Tāngata advisory group during the week 28 June – 2 July. At the July 2021 MAIHI Whare Wānanga a final summary of the engagement feedback was presented to Māori and the Crown, and the priorities of the new strategy were discussed.</p> |
| 4. | Aims or Objectives of the Policy / Programme | <p>MAIHI Ka Ora aims to achieve six ultimate goals – one for each of the priority areas.</p> <p><u>Priority 1:</u> Māori Crown Partnerships Ultimate goal: To work in partnership where the Crown and Māori achieve balance through a collaborative work programme that strengthens housing solutions for whānau.</p> <p><u>Priority 2:</u> Māori-led Local Solutions Ultimate goal: There is a significant increase in the number of quality, locally-led Māori housing solutions.</p> <p><u>Priority 3:</u> Māori Housing Supply Ultimate goal: The number of Māori owned homes, iwi and hapū owned houses can meet the housing needs of all Māori.</p> |

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| | | <p><u>Priority 4: Māori Housing Support</u> Ultimate goal: Whānau have better access to effective support that is fit for purpose and enables them to attain and maintain their preferred housing option.</p> <p><u>Priority 5: Māori Housing System</u> Ultimate goal: The system supports Māori to accelerate Māori-led housing solutions.</p> <p><u>Priority 6: Māori Housing Sustainability</u> Ultimate goal: Whānau are supported to achieve mana-enhancing housing solutions on their whenua. Māori are able to sustain a connection to their own land through housing and their housing is innovative and responsive to the impacts and effects of climate change.</p> |
| 5. | <p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p> | <p>An Implementation Plan was developed by the Crown Collective with input from Māori.</p> <p>This Implementation Plan provides greater detail about how the outcomes in MAIHI Ka Ora will be achieved, with work programmes, lead agencies, and measurable targets identified.</p> <p>The Implementation Plan covers a three to four year period. The Implementation Plan went to Cabinet for approval in December 2021 and was launched in March 2022 at the MAIHI Whare Wānanga. A copy of the Implementation Plan can be found at: MAIHI Ka Ora Implementation Plan Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development (hud.govt.nz) (Link accessed 4 November 2022)</p> |
| 6. | <p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p> | <p>HUD is developing an oversight mechanism to allow tracking and reporting on the work streams in the Implementation Plan. As part of this oversight mechanism HUD will request information about monitoring and evaluation from each lead agency, and publish consolidated information showing progress against the Implementation Plan, including information on monitoring and evaluation.</p> |

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| | | <p>As part of the Implementation Plan for MAIHI Ka Ora, an evaluation and monitoring programme will be developed to ensure the deliverables and outcomes of the strategy are met and satisfactory to both the Māori collective and the Crown. This will provide a transparent process and establishes a procedure to support direct reporting to the MAIHI Whare Wānanga.</p> <p>Six-monthly reporting on the actions set out in MAIHI Ka Ora and the Implementation Plan is completed by lead agencies. This includes Te Matapihi, Te Tūāpapa Kura Kāinga, Te Puni Kōkiri and Ministry of Business, Innovation and Employment. Kāinga Ora and Te Arawhiti support this reporting where relevant.</p> |
| 7. | <p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p> | <p>The first round of six-monthly reporting on the actions set out in MAIHI Ka Ora and the Implementation Plan has been completed. There is work underway for the vast majority of actions – overall we are on-track to achieving the targets set out in the Implementation Plan. A reporting mechanism for the outcomes in MAIHI Ka Ora is under development.</p> |

KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET

**PREVENTING AND REDUCING HOMELESSNESS: INCREASING SUPPLY IN THE SHORT
TERM TO REDUCE RELIANCE ON MOTELS**

**(TE TŪĀPAPA KURA KĀINGA - MINISTRY OF HOUSING AND URBAN
DEVELOPMENT)**

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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| 1. | Basic information | <p>Title of policy / programme: Preventing and reducing homelessness: Increasing supply in the short term to reduce reliance on motels (to be read in conjunction with Evidential Fact Sheet on Transitional Housing)</p> <p>Year introduced: November 2019</p> <p>Still current?: No – Supply targets for this programme were achieved in February 2021: see https://www.beehive.govt.nz/release/government-delivers-1000-more-transitional-housing-places</p> <p>Further increases to transitional housing supply are now progressed through the Public Housing Plan 2021-2024. Refer to the Evidential Fact Sheet concerning the Public Housing Plan filed on 5 March 2021: Wai 2750, #D12, Tab 25.</p> <p>Administering agency(ies):</p> <p>The Ministry of Housing and Urban Development (HUD) in partnership with Kāinga Ora – Homes and Communities (Kāinga Ora), and the Ministry of Social Development (MSD)</p> <p>High level summary of policy/programme:</p> <p>This programme was one of the 18 immediate actions funded through the Aotearoa New Zealand Homelessness Action Plan (HAP) and sat within the ‘Supply’ pillar of the framework. The HAP has a particular focus on partnering with, supporting and empowering Māori, iwi and local communities in responding to local needs; and aims to embed, support and promote strength based and positive Kaupapa Māori approaches.</p> <p>The programme sought to identify more appropriate solutions for priority groups accommodated in motels.</p> <p>Overlapping/Related policies/programmes:</p> <p>Transitional Housing; Homelessness Action Plan; MAIHI (He Taupua Fund, He Kuku Fund);</p> |
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| | | <p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>Kāinga Ora, MSD, Department of Prime Minister and Cabinet (DPMC), The Treasury</p> |
| 2. | Description of Policy / Programme | <p>The increasing pressures in New Zealand’s housing market and a lack of supply have meant there has been increasing reliance on shorter-term solutions such as motel accommodation. This programme sought to urgently provide more appropriate transitional housing for people living in motels to improve their housing outcomes and to boost their wellbeing, including employment, health and social outcomes.</p> <p>Agencies received \$175 million in operating funding from the consolidated homelessness contingency fund for this programme in 2019. In addition, Kāinga Ora’s borrowing protocol has been raised by \$650 million to finance the capital costs of additional short-term supply.</p> <p>Through this programme HUD continued to build on relationships with Māori and Iwi housing providers who provide critical, kaupapa Māori focussed, accommodation and support. For example, in partnership with Kāhui Tū Kaha we have delivered 21 places. Kāhui Tū Kaha provide essential housing and mental health support services for households in Auckland and Whangarei. In addition Kāhui Tū Kaha will be opening an additional 150 transitional housing properties within the next two months.</p> <p>It is worth noting that as at 9 February 2021, 1,005 Transitional housing places have been provided. Numbers of Transitional Houses are reported in HUD’s Quarterly Reports.</p> <p>As noted above, urgently increasing the supply of Transitional Housing sits within the ‘supply’ area of the Homelessness Action Plan 2020-2023 (HAP). The ‘supply’ focus of HAP is that all New Zealanders have a place to call home and the use of motels for emergency housing is reduced. This will contribute to achieving HAP’s vision that “homelessness in New Zealand is prevented where possible, or is rare, brief and non-recurring”.</p> |
| 3. | Outline of the process to develop this Policy / Programme | <p>Development of this programme was initiated by HUD, Kāinga Ora, and MSD in 2019, in response to the increasing number of people living in motels and the Government’s desire to reduce motel use. The programme coordinates the efforts, experience, and strengths of each agency to ensure supply is delivered at pace and scale</p> |

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| | <p>Identify how Māori were engaged in the development of the Programme</p> | <p>to ensure whānau do not live in motel accommodation for longer than necessary. DPMC and the Treasury were also involved in the programme’s formation.</p> <p>In July 2019, Cabinet agreed to a strengthened approach to addressing homelessness that recognises the need for cross-agency action in conjunction with iwi and Māori organisations, people with lived experience of homelessness, non-governmental organisations (NGOs), and local authorities. Following this, HUD, Kāinga Ora, and MSD worked together to assess demand and devise a short-term supply strategy to introduce more supply to help reduce demand for motels.</p> <p>In close consultation with DPMC, those agencies assessed which cohorts would be prioritised into any new supply. HUD and Kāinga Ora then used their experience and knowledge of the housing markets to outline what supply options would be appropriate for that cohort and how many places each could realistically be delivered within short-term timeframes.</p> <p>A Cabinet paper was submitted to the Cabinet Social Wellbeing Committee on 11 November 2019 and, two days later, the Cabinet Social Wellbeing Committee approved this programme.¹</p> <p>While Māori were not directly engaged in the design phase of this programme, the needs of Māori accommodated in motels were considered.</p> |
| 4. | <p>Aims or Objectives of the Policy / Programme</p> | <p>This policy was designed with the aim of delivering an additional 950 – 1,150 transitional housing places by December 2020 to reduce the reliance on motels as emergency housing. It sought to improve the housing outcomes of priority groups living in motels by increasing the supply of transitional housing and offered the opportunity to:</p> <ul style="list-style-type: none"> • contribute to a system of support that responds quickly and appropriately to people’s needs (for example: culturally appropriate services, typology and accessibility of housing, support tailored to specific cohorts including Māori, Pacific peoples or rangatahi young people); |

¹ SWC-19-MIN-0181 see HUD.001.0137 and HUD.001.1299

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| | | <ul style="list-style-type: none"> • reduce the amount of money Government spends on expensive motel accommodation which generally lacks wrap around support; and • build a flexible and resilient system in which government agencies work effectively together, and with the wider sector. <p>As mentioned above, the target number of places has been met and in fact exceeded as at February 2021.</p> |
| 5. | <p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p> | <p>Qualitative and quantitative data was used to identify both demand and supply needs. Emergency Housing Special Needs Grants statistics were assessed which provided information about:</p> <ul style="list-style-type: none"> • The number of distinct clients receiving an EH SNG • Government spend on EH SNGs • Time spent in receipt of an EH SNG • Growth statistics, by region • Ethnicity statistics • Household size • Cohort type (i.e. how many families with children or households with mental health needs were living in EH SNG motels). <p>Housing Register statistics were assessed to identify:</p> |

- The number of applicants on the Public Housing Register
- Areas with increasing demand for public housing
- The priority ratings of applicants as a method of assessing severity of housing need

Supply pipelines for public and transitional housing were assessed to understand where the greatest areas of need may be and officials completed work to identify opportunities to look at how to bring on more supply in the short term. This involved:

- undertaking a nationwide land search
- leveraging engagements with local councils, churches, marae; and
- drawing on market knowledge and delivery expertise

Māori were directly involved in the implementation of the Programme. There were, as at March 2022, 72 providers contracted by HUD to deliver Transitional Housing Accommodation and Support Services nationally. Approximately 34 percent of transitional housing providers are Māori/Iwi-based organisations.

Many of those Māori/Iwi-based organisations provide critical, kaupapa Māori focussed, accommodation and support. For example, one of those providers, Kāhui Tū Kaha, supported delivery of 21 places. Kāhui Tū Kaha provide essential housing and mental health support services for households in Auckland and Whangarei.

There is no doubt that COVID-19 had a negative impact on this programme. The immediate impact of COVID-19 affected the delivery of additional supply through this programme by a minimum of 8 weeks. Alert Level 4 meant construction, refurbishment, and remedial works ceased for approximately five weeks. Similarly, businesses which enable the tenanting of vacant properties, such as home removal companies or those who sell

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| | | <p>and deliver whiteware and other furniture, were required to pause operations. Agencies were also unable to conduct face to face engagement and negotiations with providers to seek additional supply.</p> <p>Alert Level 3 resulted in further delays because, for example, fewer contractors were permitted on site to undertake works. Other factors such as reduced council capacity to process consents, restrictions on agencies' ability to meet face-to-face with potential developers or accommodation providers, and general restrictions on transport also impacted timeframes.</p> <p>Agencies have continued to face challenges in seeking supply in the post-COVID markets. In the new build property markets, for example, low interest rates and banks' willingness to lend has significantly increased competition between buyers. This competition impacted agencies' ability to acquire properties which satisfied quality criteria, and which represented value for money.</p> |
| 6. | <p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p> | <p>Following implementation in November 2019, cross agency working and supply management groups were established and continue to meet regularly to coordinate action and monitor implementation. This oversight helps to ensure supply is matched against demand in each location, that agencies do not compete for the same supply, that support providers are in place, and that new places are tenanted as quickly as possible.</p> <p>Agencies provide Ministers with weekly progress updates on supply projects as well as key upcoming community and stakeholder engagements. Agencies update Ministers on progress towards the 1,000 place target on an ad hoc basis.</p> <p>Public reporting on this programme is aligned with broader HAP reporting which is published every 6 months. A first update was published in August 2020. The second public report is expected to be published in early 2021. For further information on public reporting on the HAP, please refer to the Updated Evidential Fact Sheet specific to the Homelessness Action Plan filed July 2022.</p> |

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| 7. | Availability of quantitative or qualitative data to demonstrate success or failures of the Programme to achieve its stated aims | <p>This programme's target was achieved in February 2021.²</p> <p>Collectively these places provide the potential to house up to 4, 000 households per year.</p> |
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² <https://www.beehive.govt.nz/release/government-delivers-1000-more-transitional-housing-places>

KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

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Kaupapa inquiry into claims concerning
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UPDATED EVIDENTIAL FACT SHEET

RAPID REHOUSING

**(TE TŪĀPAPA KURA KĀINGA - MINISTRY OF HOUSING AND URBAN
DEVELOPMENT)**

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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| 1. | Basic information | <p>Title of policy / programme: Rapid rehousing (Please note that this fact sheet should be read in conjunction with the Evidential Fact Sheets concerning the COVID-19 Homelessness Response and Housing First, given the intertwining of those programmes.)</p> <p>Year introduced: May 2020</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <p>Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development (HUD)</p> <p>High level summary of policy/programme:</p> <p>Rapid Rehousing is a two-year trial that started in mid-2020. It aims to provide individuals and whānau, with low to medium complexity of needs, who are experiencing homelessness with quick access to secure and permanent housing. It provides support for up to 12 months to help them stay housed. Rapid Rehousing is currently being trialled by existing Housing First providers to extend services to those who do not meet the Housing First criteria.¹</p> <p>Māori are over-represented in both homelessness and housing social support services. The intention is for Rapid Rehousing to improve housing outcomes for Māori.</p> <p>As at March 2021, the confirmed HAP Rapid Rehousing Funding was \$8M Services and \$5.5M IRRS², a total of \$13.5M over two years. There is now \$9.89million provided for Rapid Rehousing in each of the five financial years 2021/2022 to 2025/2026.</p> <p>Rapid Rehousing was due to deliver 340 places over two years. This was scaled up to support the COVID-19 response to deliver a total of 549 places, an addition of 379 in year one.</p> <p>Overlapping/Related policies/programmes:</p> <p>Māori and Iwi Housing Innovation Framework for Action (MAIHI)</p> |
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¹ The Housing First model is based on five core principles: immediate access to housing with no readiness conditions, consumer choice and self-determination, individualised and person-centred support, harm reduction and recovery-orientation approach, and social and community integration. Source: <https://www.hud.govt.nz/community-and-public-housing/support-for-people-in-need/our-housing-support-initiatives/housing-first/>

² Income Rent Related Subsidy.

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| | | <p>Aotearoa New Zealand Homelessness Action Plan 2020-2023 (HAP)</p> <p>Housing First</p> <p>Transitional Housing</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>N/A</p> |
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| 2. | Description of Policy / Programme | <p>As part of the ‘support’ area of the Aotearoa New Zealand Homelessness Action Plan (HAP), Rapid Rehousing is a new trial initiative which aims to provide individuals and whānau, with low to medium complexity of needs, who are experiencing homelessness with quick access to secure and permanent housing.³ The trial is designed to support system-wide intervention to move individuals and whānau away from homeless and into long-term housing.</p> <p>The trial acts as a step between Housing Support interventions provided by the Ministry of Social Development (MSD), Transitional Housing and HUD’s Housing First intervention.</p> <p>The trial:</p> <ul style="list-style-type: none"> • provides rapid permanent housing for medium to low-needs clients by funding existing Housing First Providers to source permanent housing opportunities in public housing or private rentals; • provides social and health services to assist Rapid Rehousing Housing clients to obtain and maintain a stable personal and financial position and achievable, affordable and sustainable housing; • provides low-to-medium case management and access to social support for Rapid Rehousing Housing clients; • reduces the length of time individuals and whānau spend homeless; • rapidly exits individuals and whānau into permanent housing; • reduces the number of people returning to homelessness within a year of exit from trial; and • reduces pressure on other interventions including traditional transitional housing and Housing First programmes. |
| 3. | Outline of the process to develop this Policy / Programme | <p>Rapid Rehousing is a subset of the Housing First approach (see separate Evidential Fact Sheet on the Housing First programme). Rapid Rehousing was developed in North America and recognises that those with a low-to-</p> |

³ The ‘support’ focus of HAP is for individuals, families, and whānau experiencing homelessness to move quickly into stable accommodation and access wider social support to address needs. This will contribute to achieving HAP’s vision that “homelessness in New Zealand is prevented where possible, or is rare, brief and non-recurring”.

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| | <p>Identify how Māori were engaged in the development of the Programme</p> | <p>medium level of need may not require the intensive support provided through Housing First.</p> <p>The development of HAP was informed by international research and best practice, with a particular interest in the homelessness prevention frameworks used in Finland,⁴ Canada⁵ and Ireland.⁶</p> <p>Research was also used to identify the main issues relevant to New Zealand, including reports on homelessness and housing issues at a national level, existing local and regional initiatives to prevent and reduce homelessness, and research to identify the housing needs and challenges for different cohorts.⁷</p> <p>Rapid Rehousing was one of the immediate initiatives prioritised for action under HAP. The process to identify and prioritise initiatives included agencies:</p> <ul style="list-style-type: none"> • identifying a long list of initiatives/actions informed by existing analysis of data, regional insights, international evidence and an initial review of the emergency housing systems; • undertaking initial viability and impact analysis. This involved applying criteria to initiatives to determine a short list (including initiatives ability to address Ministerial priorities, alignment with strengthened approach to homelessness, whether they can be implemented and impact by June 2020); • engaging with stakeholders to determine fit and any gaps in the proposed initiatives; and • assessing whether seeking contingency or Budget funding would be most appropriate including identifying scaling options. <p>Findings from engagement with Māori and iwi providers have informed MAIHI and the HAP, and HAP’s key guiding principles. This has filtered through to the development and implementation of the Rapid Rehousing programme.</p> |
| 4. | <p>Aims or Objectives of the Policy / Programme</p> | <p>As above, Rapid Rehousing aims to provide individuals and whānau, with low to medium complexity of needs, who are experiencing homelessness with quick access to secure and permanent housing.</p> |

⁴ [\(PDF\) The Strategic Response to Homelessness in Finland: Exploring Innovation and Coordination within a National Plan to Reduce and Prevent Homelessness \(researchgate.net\)](#). see HUD.006.3081

⁵ [The Homeless Hub](#)

⁶ [Preventing Homelessness: A Review of the International Evidence \(york.ac.uk\)](#). see HUD.006.3011

⁷ Eg: [Severe-housing-deprivation-in-Aotearoa-2001-2013-1.pdf \(healthyhousing.org.nz\)](#); [\(PDF\) Service usage by a New Zealand Housing First cohort prior to being housed \(researchgate.net\)](#); [An Indigenous Approach to the Living Standards Framework \(DP 19/01\) \(treasury.govt.nz\)](#); [The People's Project: Housing First in Hamilton and Tauranga](#); [Counting Ourselves – Aotearoa New Zealand Trans and Non-binary Health Survey](#).

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| 5. | <p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p> | <p>The timeframe to implement Rapid Rehousing was disrupted by the COVID-19 Level 4 response due to providers having to support those housed in motels and ensure they received appropriate wraparound services. HUD worked to incorporate the Rapid Rehousing service funding into the whole of COVID-19 response to include those housed in motels. This response was scaled up to deliver a total of 549 places, noting that the original plan had been to deliver 340 places over two years starting from mid-2020.</p> <p>The contracting of the Rapid Rehousing trial (with existing Housing First providers) was expected to conclude in February 2021.</p> <p>There was a delay to completing the procurement phase, due in part to the capacity of Housing First providers being impacted as a result of the COVID-19 Emergency Response. Auckland providers have been delivering the equivalent of the Rapid Rehousing service since February 2019 as a part of a small ‘pre-trial’ called the ‘Transitionally Homeless’ service.</p> <p>As at 31 December 2021, 12 providers managed 544 places with 735 households accepted into the programme and 278 housed.⁸</p> |
| 6. | <p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p> | <p>Regular monthly data is collected through service agreements and provides evidence to support ongoing monitoring and evaluation.</p> <p>An initial review of Rapid Rehousing has been built into the evaluation of Housing First. See the Housing First Evaluation and Rapid Rehousing Review: Phase One Report: Housing-First-Evaluation-Rapid-Rehousing-Review-Phase-1-Report-v2.pdf (hud.govt.nz).</p> <p>A core question for this work is to understand more about how the programme has been adapted to the local context and how it is responsive to Māori. A report from the first phase of the evaluation and review is available on HUD’s Housing First website. Rapid Rehousing is in early implementation stages and will be further explored in the second and final report. Which is expected by December 2022.</p> |
| 7. | <p>Availability of quantitative or qualitative data to demonstrate success or</p> | <p>A survey of providers working with those housed in motels as a result of COVID-19 received responses from 22 of 25 providers, representing approximately 80% of tenanted units in COVID-19 motels at the time.</p> <p>Provider responses show that some level of support services would be needed in nearly all cases, over 400</p> |

⁸ <https://www.hud.govt.nz/research-and-publications/statistics-and-research/the-government-housing-dashboard/>

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| <p>failures of the Policy / Programme to achieve its stated aims</p> | <p>households need a Housing First type response, and around 600 need lower levels of support (including Rapid Rehousing).</p> <p>The Contract Management Team within HUD engaged with the Housing First providers to understand if Rapid Rehousing services were appropriate to support individuals placed into motel accommodation. The response was positive, and providers indicated within their proposals the number of places that would fit the Rapid Rehousing model.</p> <p>Based on provider consultation, client support needs and international evidence for the Rapid Rehousing model, it was decided that Rapid Rehousing is an appropriate inclusion in the HUD COVID-19 response package. This is also due, in part, to there being a limited choice of services funded and administered by HUD.</p> |
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KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET
THE RESIDENTIAL TENANCIES
(HEALTHY HOMES STANDARDS) REGULATIONS 2019
(TE TŪĀPAPA KURA KĀINGA - MINISTRY OF HOUSING AND URBAN
DEVELOPMENT)

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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| 1. | Basic information | <p>TITLE OF POLICY / PROGRAMME: The Residential Tenancies (Healthy Homes Standards) Regulations 2019 (HHS)</p> <p>Year introduced: May 2019</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <p>Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development (HUD) (since October 2018: previously MBIE)</p> <p>High level summary of policy/programme:</p> <p>The HHS aim to make rental homes warmer and drier by setting standards relating to heating, insulation, ventilation, moisture ingress, drainage and draught stopping.</p> <p>The policy notes that Māori and Pacific Peoples are the ethnic groups with the highest rates of renting and so are more likely to be impacted by cold, damp homes. Census data shows 57% of Europeans were homeowners in 2013, compared to 28% of Māori and 19% of Pacifica.</p> <p>Overlapping/Related policies/programmes:</p> <p>By making rental homes warmer, dryer and healthier, the policy will inform or impact:</p> <ul style="list-style-type: none"> • Winter Energy Payment – a payment to help those receiving superannuation, a veteran’s pension or a benefit to pay heating bills in winter. • Healthy Homes Initiative – a Ministry of Health programme to identify at-risk families and undertake housing assessments and facilitate access to interventions. • Energy hardship work programme <p>The Housing Improvement Regulations 1947 (HIR), as well as the Healthy Homes Standards, set minimum requirements to ensure houses are warm, safe, dry and sanitary. The HIR however cover a wider set of requirements (such as room size, overcrowding, and sewerage) and applies to all homes (owner occupied and rental homes).</p> <p>There are some technical overlaps with the HIR that are administered by Building and Construction officials at</p> |
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| | | <p>MBIE. Aligning the two sets of regulations is on the pipeline of work for Crown officials later in 2022.</p> <p>The aims of the HHS for warmer, drier and healthier rental homes is common to the objectives of Te Maihi o te Whare Māori - Māori and Iwi Housing Innovation (MAIHI) Framework for Action which focuses on achieving better housing outcomes for whānau Māori.</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>The Ministry of Business, Innovation and Employment’s Tenancy Services Compliance and Investigations Team (TCIT) monitor and enforce compliance with the Residential Tenancies Act 1986 including the investigation and enforcement of the Healthy Homes Standards.</p> <p>The standards were considered by the Energy Efficiency and Conservation Authority (EECA), the Ministry of Health (MoH), the Ministry of Social Development (MSD), Housing New Zealand Corporation (HNZC) at it then was, the Ministry for the Environment (MfE), Te Puni Kōkiri (TPK), Heritage New Zealand Pouhere Taonga, the Treasury, and the Department of the Prime Minister and Cabinet (DPMC). The Inland Revenue Department (IRD) was also consulted in the development of the options for the proposed standards.</p> <p>Officials also consulted with relevant agencies on the potential impact of the healthy homes standards on their housing stock, including HNZC, MSD, the NZ Defence Force (NZDF), the Ministry of Education (MoE), Land Information NZ (LINZ), Ara Poutama Aotearoa (Corrections), and TPK.</p> |
| 2. | <p>Description of Policy / Programme</p> | <p>The Residential Tenancies (Healthy Homes Standards) Regulations 2019 (HHS) require landlords to:</p> <p>(a) ensure their rental properties meet standards relating to heating, insulation, ventilation, draught stopping, moisture ingress and drainage; and</p> <p>(b) provide their tenants with certain information regarding whether and how the rental property meets the HHS.</p> <p>The compliance dates vary for (a) and (b) and for type of rental, and are as follows:</p> <ul style="list-style-type: none"> From 1 July 2019, landlords must keep records that demonstrate compliance with any HHS that apply or will apply during the tenancy and must sign a statement of intent to comply with the HHS in any new, varied or renewed tenancy agreement. |

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| | | <ul style="list-style-type: none"> • From 1 December 2020, landlords must include a statement of their current level of compliance with the HHS in most new or renewed tenancy agreements. • From 1 July 2021, private landlords must ensure their rental properties comply with the HHS within 90 days of any new, or renewed, tenancy. • From 1 July 2021, all boarding houses (except Kāinga Ora and Community Housing Provider boarding house tenancies) must comply with the HHS. • From 1 July 2023, all Kāinga Ora and Community Housing Provider houses must comply with the HHS. • From 1 July 2024, all rental homes must comply with the HHS. |
| 3. | <p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p> | <p>The Healthy Homes Guarantee Bill (No 2) was introduced as a Member’s Bill in October 2015. It contained provisions to amend the Residential Tenancies Act 1986 with the purpose of ensuring that every rental home in New Zealand meets minimum standards of heating and insulation. The government adopted the Bill, which passed in December 2017 (after some amendments, but keeping the original purpose of warm, healthy homes). The HHS were developed after a consultation process that sought submissions from a wide range of stakeholders including the NZ Property Investors Federation, tenant advocacy groups, researchers, the Real Estate Institute of NZ, the Independent Property Managers Association, registered community housing providers, key building industry representatives, iwi housing providers and health advocates as well as the general public. An extensive consultation process was undertaken on the proposed option for each of the standards with 1,777 submissions being received and analysed.</p> <p>Multiple key documents were produced to support the introduction and delivery of the HHS, including:</p> <ul style="list-style-type: none"> • <u>Healthy Homes Guarantee Standard Cost Benefit Input (May 2018)</u> • <u>A cost benefit analysis of proposed standards on rental home insulation, heating, ventilation, draught stopping, moisture ingress and drainage (NZIER report to MBIE, August 2018).</u> • <u>Discussion Document: Healthy Homes Standards (September 2018) This paper, at pp 62-67, lists the significant number of research papers considered in the course of development of the HHS.</u> • <u>Consultation Summary: Healthy homes standards (February 2019)</u> |

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| | | <ul style="list-style-type: none"> • <u>Briefing to the Minister of HUD: Preferred options for the healthy homes standards (November 2018)</u> • <u>Cabinet Paper: Preferred options for the healthy homes standards (December 2018)</u> • <u>Regulatory Impact Statement: Healthy homes standards (December 2018)</u> • <u>Cabinet Paper: Residential Tenancies (Healthy Homes Standards) Regulations 2019 (May 2019)</u> • <u>Residential Tenancies (Healthy Homes Standards) Regulations 2019</u> <p>In response to rental sector feedback, the Government amended the Healthy Homes Standards. Amendments included changes to the heating requirements, to reflect the higher thermal performance of new homes built to the 2008 Building Code requirements for insulation and glazing and certain apartments, as well as other minor changes to the ventilation and moisture ingress and drainage standards.</p> <p>HUD officials sought specific feedback from Māori through workshops and the consultation process. This included from iwi housing providers, Rūnanga, Māori advocacy groups (such as social and health providers), and from Te Puni Kōkiri at an agency level. A good level of feedback was received from these groups.</p> |
| 4. | Aims or Objectives of the Policy / Programme | <p>Nearly 600,000 households rent in NZ, and research confirms that rental stock is poorer quality than owner occupied homes. Research shows a link between cold, damp and mouldy homes and negative health outcomes, particularly for illnesses such as asthma and cardiovascular conditions. Low-income, elderly, children, disabled persons and Māori and Pacific peoples are more likely than other groups to live in, or feel the effects of, cold damp rental houses.</p> <p>The aim or objective of the HHS is to improve the quality of rental homes which will address the needs of identified at-risk groups, as well as benefitting tenants and wider society through improved health and wellbeing, reduced pressure on publicly funded health and social services, improved school and work attendance and productivity, and reduced atmospheric carbon emissions.</p> |
| 5. | Outline of steps taken to implement the Policy / Programme Identify how Māori | <p>Implementation of the policy has been / will be supported by:</p> <ul style="list-style-type: none"> • An information and education campaign to ensure that landlords, tenants and other stakeholders understand the new requirements and make compliance as easy as possible; • An online heating assessment tool; |

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| | <p>were engaged in the implementation of the Programme</p> | <ul style="list-style-type: none"> • Enforcement and compliance activity by the Tenancy Services Compliance and Investigations Team (TCIT). TCIT is funded to undertake 3,000 risk-based interventions per year targeting areas of highest harm. • As the healthy homes standards continue to come in to affect for rental properties, complaints and enforcement action in relation to the Health Homes Standards is increasing in volume. This trend is expected to continue over the next 24 months as 1 July 2024 approaches, by when all rental properties must be compliant with the Standards. <p>The Government allocated \$15.1 million over four years to support the implementation of the Healthy Homes Guarantee Act 2017. This funding is phased to align with rolling compliance dates.</p> <p>Regarding Māori involvement in implementation: Content as to implementation and the Healthy Homes Standards was communicated to Māori stakeholders through meetings, presentations and the provision of guidance material.</p> <p>Rental information has been translated into Te Reo Māori. The website and translated resources can be found at: Te Reo Māori » Tenancy Services (link accessed 30 Aug 2022)</p> |
| 6. | <p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p> | <p>A programme of work has been established to monitor and evaluate the implementation of amendments to the Residential Tenancies Act, including the HHS. The first annual progress report from this work was due in June 2021. A final report is currently scheduled for June 2025.</p> <p>The data that will be used for monitoring and evaluation includes the following:</p> <ul style="list-style-type: none"> • Annual survey and focus groups of landlords and tenants regarding awareness of and compliance with the legislation • Annual surveys of landlords and tenants to assess the state of the rental market and identify any unintended consequences of legislation • Analysis of HUD property data to estimate levels of insulation based on building code associated with property • Analysis of MBIE Tenancy Services complaints and mediation data to support understanding of compliance levels |

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| | | <ul style="list-style-type: none"> • Social media and focus groups/interviews with key stakeholders and peak bodies • Use of Household Economic Survey for trends in self-reported levels of mould and damp <p>A new formula was also modelled by BRANZ to check that it addressed the issues for new buildings and apartments while still ensuring that a rental home living room could be heated to 18 degrees Celsius on the coldest day of the year.</p> |
| 7. | <p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p> | <p>HUD monitors the implementation of the Healthy Homes Standards and the Residential Tenancies Act amendments. To support this work, HUD commissioned research with renters and landlords by Kantar Public New Zealand (formerly Colmar Brunton). A total of 1,600 renters and 1,002 landlords participated in the research via a nationwide online survey. The data includes the development of awareness and compliance.</p> <p>The key research objective is to monitor awareness of and compliance with the Standards and to evaluate both short and long-term outcomes achieved through their implementation. HUD is also interested in their impact on the rental market</p> <p>The 2020 report presents results for the benchmark survey of landlords and renters conducted in August/September 2020. https://www.hud.govt.nz/assets/Uploads/Documents/Healthy-Homes-Guarantee-Act-monitoring-baseline-research-2020-topline-report.pdf</p> <p>The 2021 report presents results for the second year of the survey of landlords and renters conducted in August 2021. It also includes some key figures from the 2020 for comparison: https://www.hud.govt.nz/assets/Uploads/Documents/Healthy-homes-topline-report-2021-report-updated-05.04.22.pdf</p> |

KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

EVIDENTIAL FACT SHEET
RESIDENTIAL TENANCIES ACT 1986 – VARIOUS AMENDMENTS AND REFORMS

(TE TŪĀPAPA KURA KĀINGA - MINISTRY OF HOUSING AND URBAN
DEVELOPMENT)

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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| 1. | Basic information | <p>Title of policy / programme: Residential Tenancies Act 1986 – Various amendments and reforms</p> <p>Year introduced: Original Act: 1986 / Various amendments and reforms as noted in accompanying table.</p> <p>Still current?: Yes unless noted otherwise in accompanying table.</p> <p>High level summary of policy/programme:</p> <p>The Residential Tenancies Act (RTA) sets out a framework for landlords and tenants. The ongoing everyday use of the RTA is by the people involved: tenants, landlords and property managers.</p> <p>While the Ministry of Housing and Urban Development (HUD) is responsible for administering the Act, the Ministry of Business, Innovation and Employment (MBIE) is the regulator and provides key tenancy regulatory services to the public. This includes:</p> <ul style="list-style-type: none"> - Providing information and education about parties’ rights and responsibilities under the Residential Tenancies Act - Collecting, transferring, and refunding of tenancy bonds; - Providing dispute resolution services, including tenancy mediation services and services to support the Tenancy Tribunal (run by the Ministry of Justice). - Enforcement and compliance activity to support compliance with RTA obligations. <p>The Ministry of Justice is responsible for administering the Tenancy Tribunal which adjudicates disputes and makes legally binding orders.</p> <p>Administering agency(ies):</p> <p>Prior to the establishment of the Ministry of Housing and Urban Development (HUD) in 2018, MBIE was the administering agency. Now:</p> <ul style="list-style-type: none"> - HUD: <ul style="list-style-type: none"> - supports implementation of the legislation, including through monitoring and evaluation of the Act and any changes to it |
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- works with MBIE to develop guidance materials for the Tenancy Services website
- MBIE:
 - may develop operational policy (for example, where to prioritise investigations and enforcement, processes for new application types to the Tenancy Tribunal)
 - undertakes the following on an as-needs basis:
 - Changes to Information and Communications Technology (**ICT**) systems including system templates
 - Training for staff including the Tenancy Compliance and Investigations Team (**TICT**), Mediators and Service Centre
 - Ensuring statutory delegations are up to date
 - Develop information & education collateral, creation of/amendments to forms, website tools, booklets and guidance material
 - Communicating the changes to key audiences through various channels (newsletters, website news articles, Facebook, direct emails etc).
 - Working with key stakeholders to support their understanding of the changes (running webinars etc for training)
- The Ministry of Justice (**MoJ**), through the Tenancy Tribunal, undertakes training for its adjudicators for some legislative changes.

Overlapping/Related policies/programmes:

Accommodation Supplement (administered by MSD)

Other agencies involved in development, implementation, or ongoing administration:

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| | | HUD, MBIE (Tenancy Services), Ministry of Justice (Tenancy Tribunal) |
| 2. | Aims and Objectives; Development processes; relevant dates; information on Māori involvement | See Appendix attached. |
| 3. | Implementation processes | <p><u>General</u></p> <p>There has been no co-design process with Māori undertaken for implementation of the original Act nor the various amendments. Rather, content relating to implementation and the changes to the RTA have been communicated to Māori stakeholders through meetings, presentations and the provision of guidance material.</p> <p><u>Te Ara Tika – Tenancy Services model for dispute resolution*</u></p> <p>Te Ara Tika is Tenancy Services’ new operating model for dispute resolution, introduced 1 July 2022. Te Ara Tika puts the focus on identifying what the right pathway means for the customer as an individual, rather than fitting people into a process. An important aspect of changing the way Tenancy Services delivers services is to improve engagement outcomes for their customers and specifically for Māori. By embracing manaakitanga as the core essence of the process, and incorporating whakamana as a way of empowering people with more information, Tenancy Services aims to enable customers to participate more in the decisions that affect the way their dispute resolution journey unfolds. By providing a more human response much earlier in the process Tenancy Services’ people will adopt a kaitiakitanga role of supporting customers to understand and get the best result for them from the experience.</p> <p>To ensure Tenancy Services creates a system that is adaptable to the differing needs of all Māori, part of the ongoing work will include engaging with Māori community based organisations especially those with housing and tenancy navigators within their networks, to ensure Tenancy Services is accessing their knowledge and expertise in this area. Tenancy Services also aims to build the cultural capability within their own teams to support the Te Ara Tika principles of manaakitanga, whakamana and kaitiakitanga. An important part of the journey will be to engage with internal Building and Tenancy and wider MBIE Māori networks in the planning and delivery of this</p> |

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| | | <p>work.</p> <p><u>Bond Transformation project (Te Riu Kairangi)*</u></p> <p>The Bond transformation project (Te Riu Kairangi) is a multiyear project to replace the ICT system used for managing Bonds and ensure the Bond system as a whole is meeting the needs of customers. To ensure the success of the project, MBIE will be actively seeking and listening to feedback from key users and customers, including Māori stakeholders. Throughout the duration of the project and particularly during the deployment phase to support the transition to the new service model and the adoption of the new system and processes, targeted communication and information packages will be developed to raise awareness and help with the adoption of change. Another important part of the Te Riu Kairangi engagement strategy is to co-design educational and instructional resources with Māori and others so that they are culturally relevant and delivered via appropriate channels.</p> <p>(*Information provided by MBIE.)</p> |
| 4. | <p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p> | <p>As evidenced by the reforms and amendments described in this evidential fact sheet, the RTA is subject to ongoing monitoring and review.</p> <p>Monitoring and evaluation of individual reforms of the primary legislation is not formally built in to the Act nor into the individual reforms unless specifically identified in the enacting legislation. There are, however, other ways that reforms are monitored and evaluated. By way of examples:</p> <ul style="list-style-type: none"> ➤ landlord and tenant awareness and compliance with the 2016 amendments to the RTA was tracked during 2017 and 2018 by an online survey of 1000 landlords and 1000 tenants. ➤ Kantar (formerly known as Colmar Brunton) has been commissioned from 2020 to 2023 to undertake: <ul style="list-style-type: none"> • twice yearly pulse surveys to understand the impacts of recent legislative changes on the residential |

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| | | <p>rental market,</p> <ul style="list-style-type: none"> • an annual survey to monitor awareness of and levels of compliance with, the Healthy Homes Standards and Residential Tenancies Act Amendments (2018 and beyond); and to evaluate the short and long-term outcomes achieved through their implementation, and • an annual qualitative survey of target system participants (determined after the completion of the annual surveys) to gain deeper insights about the levels of compliance through interviews. <p>An approach for further and evaluation of rental legislation is being developed and will focus on the outcomes, benefits and unintended impacts on the rental market.</p> <p>HUD monitors the housing and rental market, with a focus on rent price, using a range of data. Reports on the rental market have been provided monthly (with some exceptions) to the Minister(s).</p> <p>Assessing the impacts of proposals is also undertaken in an informal way, including monitoring the number of contact centre calls about RTA issues, analysing Tenancy Tribunal decisions and bond forms (which includes rent information), liaising with Tenancy Services staff (including mediators and adjudicators) and seeking feedback from tenancy stakeholder groups.</p> <p>HUD receives (via MBIE) quarterly reports from tenant advocate groups about the issues they are seeing in the rental market. HUD also meets quarterly with tenancy advocates. The quarterly reports and meetings are used to inform HUD's understanding of pressures and issues in the rental market. They may mean HUD undertakes policy work on an issue raised. The information in the quarterly reports have been referred to in Ministerial briefings where the issues they raise are relevant. The quarterly reports are not proactively publicly released.</p> |
| 5. | <p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve</p> | <p>The Kantar surveys provide data which demonstrate awareness of and compliance with the healthy homes standards and other recent RTA changes.</p> <p>MBIE holds data, including compliance and investigations data, applications for dispute resolution, and calls/emails to the service centre.</p> |

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| | its stated aims | <p>MoJ publicly releases Tenancy Tribunal orders for specific standards and amendments, and holds data on the number of landlords and tenants whose names have been suppressed in Tenancy Tribunal orders.</p> <p>Statistics NZ also undertakes various nationwide household surveys which include questions regarding dampness or mould, keeping house warm, and warm and dryness of the home.</p> |
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APPENDIX – EVIDENTIAL FACT SHEET ON RESIDENTIAL TENANCIES ACT, VARIOUS REFORMS AND AMENDMENTS

| Name | Aims/Objectives | Development process | Came into effect (date) | Māori involvement in development |
|--|--|--|---|---|
| Original Act (Residential Tenancies Act) | An Act to reform and restate the law relating to residential tenancies, to define the rights and obligations of landlords and tenants of residential properties, to establish a tribunal to determine expeditiously disputes arising between such landlords and tenants, to establish a fund in which bonds payable by such tenants are to be held, and to repeal the Tenancy Act 1955 and the Rent Appeal Act 1973 and their amendments | No information held | Assent – 12 December 1986 Commencement – 1 February 1987 | No information held |
| Residential Tenancies Amendment Act 2010 | <p>The changes aimed to:</p> <ul style="list-style-type: none"> • Encourage the development of a rental market that provides stable, quality housing to those who rent their homes. • Enable landlords to manage their properties more effectively. • Clarify and appropriately balance tenant and landlord rights and obligations. | A discussion document, “Getting the Balance Right: Review of the Residential Tenancies Act 1986” was released in November 2004. It sought public feedback on various residential housing issues. During the public consultation period, 15 public meetings, attended by approximately 350 people, took place and 574 written submissions were received (466 of the written submissions (81%) were from private landlords). | Assent – 22 July 2010 Commencement – 1 October 2010 | Officials involved at the time cannot recall the level of Māori engagement in the consultation process. |

APPENDIX – EVIDENTIAL FACT SHEET ON RESIDENTIAL TENANCIES ACT, VARIOUS REFORMS AND AMENDMENTS

| Name | Aims/Objectives | Development process | Came into effect (date) | Māori involvement in development |
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| | <p>Key provisions of the Bill were to:</p> <ul style="list-style-type: none"> • extend the Act’s coverage to boarding house tenancies and some tenancies with a significant service component • clarify responsibility for household costs, such as water and electricity charges • introduce new processes for terminating and renewing tenancies • enhance dispute resolution processes • introduce new sanctions for breaches of the Act • improve the enforceability of Tenancy Tribunal orders • clarify the status of body corporate rules • facilitate the return of unclaimed and uncollected bond money. | <p>An External Reference Group of key external stakeholders was established and was consulted at key stages during the review, including development of a public discussion document and development of proposals. The External Reference Group consisted of the following: the Retirement Commissioner, New Zealand Building Industry Federation, Reverend Lagi Sipeli, Kiwi Tamasese, Real Estate Institute of New Zealand, Property Investors’ Federation, Christchurch Tenants’ Protection Association, Local Government New Zealand, Disabled Persons Assembly, Areta Koopu, and the New Zealand Property Institute.</p> <p>The Bill was subject to the usual legislative process, including referral to the Social Services Committee.</p> | | |

APPENDIX – EVIDENTIAL FACT SHEET ON RESIDENTIAL TENANCIES ACT, VARIOUS REFORMS AND AMENDMENTS

| Name | Aims/Objectives | Development process | Came into effect (date) | Māori involvement in development |
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| Residential Tenancies Amendment Act 2016 | <p>The changes aimed to improve health and safety outcomes in rental properties by making housing drier, warmer and safer.</p> <p>The key changes in the Bill were to:</p> <ul style="list-style-type: none"> • impose a duty to comply with regulatory requirements in respect of smoke alarms and insulation • create regulation-making powers to prescribe the type, location, quantities, and other technical requirements or exemptions for smoke alarms. | <p>Policy development began in 2013 and between March and April 2014 Housing New Zealand carried out a trial of 500 properties to assess the viability and costs of a proposed Warrant of Fitness scheme.</p> <p>As part of the consultation on the proposed new RTA regulations, officials met with a cross-section of 130 stakeholders in Auckland, Tauranga, Wellington and Christchurch.</p> <p>The Bill was subject to the usual legislative process, including referral to the Social Services Committee. The Committee received and considered written submissions from 715 submitters and heard 110 oral submissions.</p> | <p>Assent – 2 June 2016</p> <p>Commencement –1 July 2016 including the requirement for smoke alarms and the requirement to provide an insulation statement with a tenancy agreement, however the other insulation and requirements commenced 1 July 2019. For more detail about commencement dates of various sections see section 2 of the <i>Residential Tenancies</i></p> | <p>No specific consultation process was undertaken with Māori for the development of these amendments although a general public consultation process was undertaken.</p> <p>The bill also went through the Select Committee process.</p> |

APPENDIX – EVIDENTIAL FACT SHEET ON RESIDENTIAL TENANCIES ACT, VARIOUS REFORMS AND AMENDMENTS

| Name | Aims/Objectives | Development process | Came into effect (date) | Māori involvement in development |
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| | | | <i>Amendment Act 2016.</i> | |
| Residential Tenancies (Prohibiting Letting Fees) Amendment Act 2018 | <p>The changes aimed to:</p> <ul style="list-style-type: none"> • Improve the residential rental market by reducing the upfront costs faced by tenants when beginning a new tenancy. • Ensure that costs associated with letting a property rest with the beneficiary of the service. <p>The changes made prohibited property managers from charging tenants letting fees.</p> | <p>Policy development began in 2017 and the Bill was introduced under an accelerated legislative timeframe. Because of this there was no public consultation or testing of the policy process before the Bill was introduced to the House. Following introduction, the Bill was subject to the usual legislative process, including referral to the Social Services Committee. The Committee received 187 written submissions on the Bill and heard 41 oral submissions in Wellington and Auckland.</p> | <p>Assent – 6 November 2018</p> <p>Commencement – 12 December 2018</p> | <p>No specific consultation was undertaken with Māori for the development of these amendments. The bill went through a fast-tracked Select Committee process.</p> |
| Residential Tenancies Amendment Act 2019 | <p>The changes aimed to improve the residential rental market by providing safety, protection and clarity for the rental sector through amendments to the Residential Tenancies Act 1986 (RTA) relating to:</p> <ul style="list-style-type: none"> • Tenant liability for damages • Contamination in rental properties | <p>Policy development began in 2016 and targeted consultation was undertaken with a range of tenancy sector stakeholder representatives. The Bill was subject to the usual legislative process, including referral to the Social Services Committee. The Committee received 32 written</p> | <p>Assent – 30 July 2019</p> <p>Commencement – the provisions relating to tenant liability for damage, unlawful residential premises and right</p> | <p>No specific consultation was undertaken with Māori for the development of these amendments. The bill went through the normal Select Committee process.</p> |

APPENDIX – EVIDENTIAL FACT SHEET ON RESIDENTIAL TENANCIES ACT, VARIOUS REFORMS AND AMENDMENTS

| Name | Aims/Objectives | Development process | Came into effect (date) | Māori involvement in development |
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| | <ul style="list-style-type: none"> Unlawful residential premises. | submissions on the Bill and heard 15 oral submissions in Wellington and Auckland. | of entry to test for methamphetamine came into effect 27 August 2019. | |
| Part 5, COVID-19 Response (Urgent Management Measures) Legislation Act 2020 | <p>Temporary changes to termination provisions were made due to COVID-19 to help ensure that:</p> <ul style="list-style-type: none"> for public health reasons, families and individuals are able to self-isolate and to stay home and maintain physical distancing in the short term, families and individuals who are tenants do not lose their home due to a drop in income related to job losses through Covid-19. <p>The rent freeze aimed to protect tenants from additional financial hardship at a time when they are more likely to already be facing financial stress.</p> | Policy development was quickly commenced in March 2020 when COVID-19 was detected in Aotearoa New Zealand. The Bill was passed under urgency so involved a fast-tracked development and legislative process. | Assent – 25 March 2020 Commencement – 26 March 2020 | No consultation undertaken. This legislation was passed under urgency. |
| Residential Tenancies | These reforms aimed to: | Policy development commenced in 2017. | Assent – 11 August 2020 | MBIE, as the policy agency leading the reform at the |

APPENDIX – EVIDENTIAL FACT SHEET ON RESIDENTIAL TENANCIES ACT, VARIOUS REFORMS AND AMENDMENTS

| Name | Aims/Objectives | Development process | Came into effect (date) | Māori involvement in development |
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| Amendment Act 2020 | <ul style="list-style-type: none"> • Modernise New Zealand’s rental laws and align them with present day realities of renting in New Zealand. • Promote good faith relationships in the renting environment, and to ensure there are appropriate protections in place for both tenants and landlords. <p>The key changes were:</p> <ul style="list-style-type: none"> • Increase the security of tenure for tenants who are meeting their obligations by removing a landlord’s right to use no cause terminations to end a periodic tenancy agreement. • Require that fixed-term tenancy agreements must become periodic tenancy agreements upon expiry unless both parties agree otherwise, or certain conditions apply. | <p>Workshops with stakeholders were held in Auckland (Takapuna and Penrose), Tauranga, Wellington and Christchurch in September 2018.</p> <p>A discussion document was released as part of a comprehensive consultation process undertaken between August and October 2018. Overall, 4,787 perspectives were received as part of this process.</p> <p>MBIE, as the policy agency leading the reform at the time that consultation commenced, worked with Te Puni Kōkiri to raise awareness of the proposed changes amongst Māori and to extend a platform for participation. This involved leveraging Te Puni Kōkiri’s existing outreach channels and seeking advice from Te Matapihi. However, as information on ethnicity was not requested as part of the consultation, it is unknown what proportion of the 4,787 viewpoints received represented the interests of Māori.</p> | <p>Commencement – most of the Act commenced 11 February 2021. The provisions limiting rent increases to once every 12 months came into effect 12 August 2020. For more detail about the commencement dates of various sections, see section 2 of the <i>Residential Tenancies Amendment Act 2020</i>.</p> | <p>time that consultation commenced, worked with Te Puni Kōkiri to raise awareness of the proposed changes amongst Māori and to extend a platform for participation. This involved leveraging Te Puni Kōkiri’s existing outreach channels and seeking advice from Te Matapihi. However, as information on ethnicity was not requested as part of the consultation, it is unknown what proportion of the 4,787 viewpoints received represented the interests of Māori.</p> <p>Officials met with representatives from Te Matapihi and National Iwi Chairs Forum in July 2018</p> |

APPENDIX – EVIDENTIAL FACT SHEET ON RESIDENTIAL TENANCIES ACT, VARIOUS REFORMS AND AMENDMENTS

| Name | Aims/Objectives | Development process | Came into effect (date) | Māori involvement in development |
|------|---|--|-------------------------|--|
| | <ul style="list-style-type: none"> • Allow tenants to make minor changes such as brackets to secure furniture and appliances against earthquake risk. • Require landlords to permit and facilitate the installation of ultra-fast broadband, subject to specific triggers and exemptions. • Prohibit the solicitation of rental bids by landlords. • Limit rent increases to once every 12 months. • Allow for identifying details to be suppressed in situations where a party has been wholly or substantially successful in taking a case to the Tenancy Tribunal. • Clarify the Tenancy Tribunal's power to suppress names and identifying particulars of any witness or party, and any part of the evidence given, if that is in the | <p>The Bill was subject to the usual legislative process, including referral to the Social Services Committee. There were 1,436 submissions on the Bill from 1,246 submitters.</p> | | <p>to discuss the reform of the RTA.</p> <p>Records show that that Kāhui Tū Kaha RSVPed to workshop in Takapuna, however, records of actual attendees is not held.</p> <p>The bill also went through the Select Committee process.</p> |

APPENDIX – EVIDENTIAL FACT SHEET ON RESIDENTIAL TENANCIES ACT, VARIOUS REFORMS AND AMENDMENTS

| Name | Aims/Objectives | Development process | Came into effect (date) | Māori involvement in development |
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| | <p>interests of the parties and the public interest.</p> <ul style="list-style-type: none"> • Give the Regulator new tools to take direct action against parties who are not meeting their obligations. • Enable victims of family violence to withdraw from a tenancy with two days' notice. • Enable landlords to terminate a tenancy with 14 days' notice where the tenant has assault the landlord/owner, the landlord/owner's family, or the landlord's agent, and the Police file a charge. • Make other administrative changes. | | | |
| <p>Schedule 5, COVID-19 Response (Management Measures) Legislation Act 2021</p> | <p>Temporary changes were made in response to COVID-19 to enable restrictions on terminations to be 'switched on' by Ministerial order in response to movement restrictions. This was designed to provide a more enduring and flexible way to ensure</p> | <p>Policy development commenced in August 2021 and these amendments were passed under a fast-tracked legislative process including a shortened Select Committee process. Submissions opened 1 October 2021 and closed 5 October 2021. Fifty-eight written submissions were received.</p> | <p>Assent – 2 November 2021 Commencement – 3 November 2021.</p> | <p>No consultation with Māori undertaken. This legislation was passed under a fast-tracked timeline including a shortened Select Committee process. Submissions opened 1</p> |

APPENDIX – EVIDENTIAL FACT SHEET ON RESIDENTIAL TENANCIES ACT, VARIOUS REFORMS AND AMENDMENTS

| Name | Aims/Objectives | Development process | Came into effect (date) | Māori involvement in development |
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| | security of tenure and enable people to comply with movement restrictions in response to COVID-19. | | | October 2021 and closed 5 October 2021. |
| Family violence withdrawal notice and termination for assault regulations under the RTA | <p>The regulations will set out the detail for provisions in the RTA which:</p> <ul style="list-style-type: none"> • enable victims of family violence to end a tenancy with two days' notice, and • enable landlords to terminate a tenancy with 14 days' notice where the tenant has assaulted the landlord/owner, the landlord/owner's family, or the landlord's agent, and the Police file a charge. <p>The family violence withdrawal regulations aim support victims of family violence to leave their tenancy quickly and seek safety by removing the barrier of ongoing liability for rent. Secondary objectives are to:</p> | <p>Policy development commenced in September 2020</p> <p>Targeted stakeholder meetings were undertaken with tenancy and family violence sector representatives in Wellington, Auckland, Christchurch, and online, and some written feedback was received. Subsequent engagement was undertaken with representatives of people proposed to be included in the regulations (e.g. doctors, Whānau Ora, Māori wardens).</p> <p>Proposals for the content of the regulations have not yet gone through the Cabinet process for agreement to the policy and approval to draft the regulations.</p> | TBC | <p>Consultation was undertaken with Te Rūnanga o Ngā Mataa Waka and Te Matapihi, who attended a stakeholder meeting and gave feedback in May 2021.</p> <p>HUD contacted some marae-based stakeholder organisations (including two recommended by Te Puni Kōkiri), but ultimately feedback was not received from them.</p> <p>Feedback was sought from Māori Women's Welfare League, under tight time constraints later in 2021.</p> |

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| Name | Aims/Objectives | Development process | Came into effect (date) | Māori involvement in development |
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| | <ul style="list-style-type: none"> • provide for the ongoing privacy of the victim, and • ensure that the process is flexible and accessible so that victims can easily use the regulations <p>The termination for assault regulations aim to provide a just and efficient termination process for landlords and tenants.</p> <p>The regulations will prescribe:</p> <ul style="list-style-type: none"> • what counts as evidence of family violence • what counts as evidence that the Police have filed a charge • what information is required in a family violence withdrawal notice • what information is required in an assault termination notice | | | <p>Consultation was undertaken in 2022 with the Māori Wardens entity group and Whānau Ora Commissioning agencies. HUD is seeking the inclusion of Māori Wardens and people employed by Whānau Ora in the regulations as people who can provide evidence of family violence.</p> |

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| Name | Aims/Objectives | Development process | Came into effect (date) | Māori involvement in development |
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| | <ul style="list-style-type: none"> • circumstances where disclosure of a family violence withdrawal notice / evidence is permitted • tenancies which are exempt from the rent reduction scheme (the default rule is that any remaining tenants pay a reduced rent for two weeks after a victim leaves, proportionate to the number of tenants remaining) | | | |
| Methamphetamine regulations under the RTA | <p>Section 138 C of the Act enables regulations to be made in respect of contaminants in rental housing, including methamphetamine. Proposals for these regulations are still being developed.</p> <p>The regulations are intended to provide greater certainty to stakeholders about the levels of methamphetamine residue that may pose a health risk in residential tenancies, and how that health risk can be managed. This clarity is aimed at minimising disruption to tenants and</p> | <p>Policy development commenced in 2017.</p> <p>Proposals for the content of the regulations are still being developed, and will be tested with government departments including Te Puni Kōkiri. Once these proposals are approved by the Minister and Cabinet, public consultation will start.</p> <p>As part of public consultation, officials intend to host targeted stakeholder workshops. These are intended to include Te Matapihi and Māori housing providers, as well as other interested landlord, tenant, insurance and property manager</p> | TBC | <p>These proposals are still in development, involving consultation with internal Māori experts and other government agencies. As noted above, public consultation will occur on the proposals which is intended to include targeted consultation with relevant Māori stakeholder groups.</p> |

APPENDIX – EVIDENTIAL FACT SHEET ON RESIDENTIAL TENANCIES ACT, VARIOUS REFORMS AND AMENDMENTS

| Name | Aims/Objectives | Development process | Came into effect (date) | Māori involvement in development |
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| | landlords and maximising availability of housing stock. | stakeholder groups, and methamphetamine testing and decontamination industry stakeholders. | | |

KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

EVIDENTIAL FACT SHEET
RESOURCE MANAGEMENT (ENABLING HOUSING SUPPLY AND OTHER MATTERS)
AMENDMENT ACT 2021

(TE TŪĀPAPA KURA KĀINGA - MINISTRY OF HOUSING AND URBAN
DEVELOPMENT)

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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| 1. | Basic information | <p>Title of programme: Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 (the Amendment Act)</p> <p>Year introduced: 2021</p> <p>Still current? Yes</p> <p>Administering agencies:</p> <p>Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban development (HUD)</p> <p>Manatū Mō Te Taiao - Ministry for the Environment (MfE)</p> <p>High level summary of programme:</p> <p>The Amendment Act was developed to enable greater housing intensification in Aotearoa New Zealand’s major urban areas and thereby rapidly enable housing supply in major urban areas in assist in addressing the housing crisis. The Amendment Act provided a streamlined process for Tier 1 councils to implement the NPS-UD* and required those councils to introduce medium density residential standards (MDRS) in order to enable three storeys and three dwellings per site in residential zones.</p> <p>Overlapping/Related policies/programmes:</p> <ul style="list-style-type: none"> • National Policy Statement on Urban Development 2020 (NPS-UD) • Urban Growth Agenda <p>Agencies involved in development, implementation, or ongoing administration:</p> <p>Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban development (HUD)</p> <p>Manatū Mō Te Taiao - Ministry for the Environment (MfE)</p> <p>Other government agencies, primarily the Treasury and Department of Internal Affairs, were involved in stages of the policy development process, primarily briefing other ministers.</p> |
| 2. | Description of Programme | The purpose of these reforms is to rapidly enable housing supply in Aotearoa New Zealand’s major urban areas. |

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| | | <p>The NPS-UD came into effect in August 2020. Amongst other things, the NPS-UD requires councils to amend their district plans to enable greater intensification near where people want to live and work.</p> <p>The Amendment Act was developed to enable greater housing intensification faster than it was enabled by the NPS-UD, given the seriousness of the housing crisis. The Amendment Act does this by:</p> <ul style="list-style-type: none"> • bringing forward the NPS-UD by providing a streamlined process for ‘Tier 1’ councils (councils in the wider Auckland, Hamilton, Tauranga Wellington and Christchurch urban areas) to implement the NPS-UD; and • requiring these councils to introduce medium density residential standards (MDRS) as part of this process, in order to enable three storeys and three dwellings per site in residential zones (unless ‘qualifying matters’ listed in the Amendment Act apply). <p>The Amendment Act introduced a new planning process – the Intensification Streamlined Planning Process (ISPP) – to support councils to adopt the MDRS and to implement the intensification policies of the NPS-UD.</p> <p>The Amendment Act required Tier 1 councils to notify changes to their district plans by 20 August 2022.</p> <p>The Amendment Act also provides a mechanism for the Minister for the Environment to direct a Tier 2 territorial authority to make a plan change to implement the MDRS and NPS-UD.</p> <p>Enabling greater intensification in residential zones will provide opportunities to support extended family living and reduce overcrowding and improve health outcomes. These opportunities may specifically benefit Māori.</p> <p>The Amendment Act also enables councils to enable the provision of papakāinga via the ISPP.</p> |
| 3. | <p>Outline of the process to develop this Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p> | <p>This policy programme sought to address restrictive planning rules in the Resource Management Act 1991 (RMA) and provide for rules that better respond to housing demand in the future. Restrictive planning rules are one of the main barriers to responsive housing supply and a key barrier to sustainable house prices.</p> <ol style="list-style-type: none"> 1. The Crown recognised that Resource Management reform, the NPS-UD, and three waters reform are key initiatives that will enable significant land supply for development in the medium to long-term. However these reforms and policies will take time to be implemented. 2. In recent years, HUD and MfE commissioned a series of work to develop an evidence base to inform urban development policy development and to support the evaluation of policies. This evidence base |

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| | | <p>has been bolstered by international evidence that considered the impacts of intensification. Reports commissioned by HUD and MfE include (but are not limited to) the following:</p> <ul style="list-style-type: none"> • The costs and benefits of urban development, 2019, MRCagney: https://environment.govt.nz/publications/the-costs-and-benefits-of-urban-development/ • The cost benefit analysis for the National Policy Statement on Urban Development, 2019: https://environment.govt.nz/assets/Publications/Files/NPS-UD-CBA-final.pdf • The cost benefit analysis for the Medium Density Residential Standards: https://environment.govt.nz/assets/publications/Cost-benefit-analysis-of-proposed-MDRS-Jan-22.pdf <p>3. As a whole, this evidence base clearly shows the benefits of intensification in the form of:</p> <ul style="list-style-type: none"> • Social benefits, resulting from greater available of a wide range of housing typologies in areas that are close to jobs and services. It can slow or reverse the transfer of wealth from future homeowners and renters to current property owners in areas with heavy restrictions. • Economic benefits, resulting from greater productivity. Agglomeration economies drive productivity growth in areas where there are higher job densities, as a greater number of employers and employees allows for better matching and innovation. • More efficient use of infrastructure, as infrastructure costs are lower, on average, for medium density developments and developments in inner-city areas • Strong environmental benefits relative to greenfields development and to development further from the centre of cities, particularly in the form of supporting lower carbon lifestyles. <p>4. In addition, the Ministry for the Environment commissioned a cost-benefit analysis from PwC and Sense Partners during the policy process. This cost-benefit analysis primarily considered an assessment of the costs and benefits of the proposed medium density residential standards, and the likely impacts of the National Policy Statement on Urban Development.</p> <p>5. The cost-benefit analysis can be found here: https://environment.govt.nz/publications/this-report-provides-a-cost-benefit-analysis-including-the-estimated-number-of-dwellings-enabled-by-medium-</p> |
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| | | <p>density-residential-standards-over-58-years-as-part-of-proposals-to-enable-more-housing-supply-in-our-main-urban-areas/</p> <p>6. In late 2020, Ministers sought advice from officials on options that would urgently unlock land for housing.</p> <p>7. Cabinet policy decisions on a preferred approach were made in May 2021. Drafting of the Bill and further policy decisions occurred. Cabinet approval to introduce the Bill occurred in late September/early October 2021.</p> <p>8. Both Cabinet papers considered Te Tiriti o Waitangi obligations, and how Māori participation will be considered in the proposed new planning process (ISPP). The first Cabinet paper noted that the proposals will be discussed with iwi/Māori (and councils) via small working groups to provide technical input, as proposals were further developed. This did not occur as Ministers then advised officials to keep the policy confidential while they sought bi-partisan support.</p> <p>The Bill was introduced to Parliament on 19 October 2021.</p> <p>In summary, the development process to reach the point of implementation of the Amendment Act followed this path:</p> <ul style="list-style-type: none"> • Officials provided advice on options to unlock additional land for housing: 11 March 2021 • Cabinet policy decisions: May 2021 • Cabinet consideration and approval to introduce a Bill: Late September 2021 (The Bill was formally introduced to Parliament on 19 October 2021) • First reading of the Bill and referral to Select Committee: 26 October 2021 • Public submissions to the Environment Select Committee on Bill closed: 16 November 2021 • Third reading of the Bill: 14 December 2021 • Royal Assent: 20 December 2021 |
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| | | <p>Key documents produced to support the introduction and delivery of the policy are listed below. All of these papers are available at: https://www.hud.govt.nz/our-work/enabling-housing-density/</p> <ul style="list-style-type: none"> • Implementing the National Policy Statement on Urban Development (3 December 2020) • Further information on NPS-UD implementation (10 December 2021) • Interim measures to accelerate the upzoning of land for housing (12 March 2021) • Aide memoire on hyperlocalism (29 March 2021) • Briefing 1 - Applying a minimum density residential zone – design (9 April 2021) • Briefing 2 – Bringing forward the National Policy Statement on Urban Development intensification outcomes (21 April 2021) • Briefing 3: Advice on applying a medium density residential zone – exemptions and independent panel process (21 April 2021) • Regulatory Impact Statement: Bringing Forward the Upzoning of Land for Housing (20 May 2021) • Amended Process for Implementing the Medium Density Residential Zone (17 May 2021) • Bringing Forward and Strengthening the National Policy Statement on Urban Development (31 May 2021) • CAB-21-MIN-0188 Cabinet Minute of Decision (31 May 2021) • Bringing forward and strengthening the National Policy Statement on Urban Development - Delegated Policy Decisions (11 June 2021) • Further information on bringing forward and strengthening the NPS-UD (6 August 2021) • Cabinet Oral Item - Update on the work to bring forward and strengthen the National Policy Statement on Urban Development (13 August 2021) • Bringing forward and strengthening the NPS-UD Options to provide greater flexibility for councils (20 August 2021) • Further delegated policy decisions on the proposal to bring forward and strengthen the National Policy Statement on Urban Development (27 August 2021) • Further briefing on bringing forward and strengthening the NPS-UD (1 September 2021) • Talking Points - Cabinet oral item 27 September and Cabinet Legislative Committee 30 September (24 September 2021) |
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| | | <ul style="list-style-type: none"> • Resource Management (Enabling Housing Supply and Other Matters) Amendment Bill: Approval for Introduction (30 September 2021) • LEG-21-MIN-0154 - Cabinet Legislation Committee Minute of Decision (30 September 2021). • Cost-benefit analysis of proposed Medium Density Residential Standards |
| 4. | Aims or Objectives of the Programme | The aim of these reforms is to rapidly enable housing supply in Aotearoa New Zealand’s major urban areas in order to provide another tool to assist in addressing the housing crisis. It is recognised that an enabling planning environment does not just enable the private sector to build houses – it is also necessary for public, social and transitional housing to be successful. Contributing to achieving success in these areas is the objective of the Amendment Act. |
| 5. | Outline of steps taken to implement the Programme Identify how Māori were engaged in the implementation of the Programme | <p>Councils specified in the Amendment Act are responsible for giving effect to the requirements contained in it. Primarily this requires Tier 1 councils to notify a plan change to implement the Amendment Act’s requirements, by 20 August 2022.</p> <p>The majority of Tier 1 councils required to notify a plan change by 20 August have done so, as has Rotorua Lakes District Council.</p> <p>HUD and MfE are responsible for overseeing implementation of the Amendment Act, including providing supporting guidance and updating ministers on issues of compliance.</p> <p>Māori organisations were not directly involved in the implementation of the legislation.</p> |
| 6. | Outline of monitoring and evaluation built into Programme Identify if Māori are involved in the monitoring of the Programme | <p>Under the NPS-UD, councils must collect and publish a range of metrics on housing.</p> <p>Māori organisations are not directly involved in monitoring of outcomes of the Amendment Act.</p> |
| 7. | Availability quantitative of or | Councils have notified plan changes – once plans are operative (in 12-18 months) building consent figures will show the extent to which it is successful. |

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| | qualitative data to demonstrate success or failures of the Programme to achieve its stated aims | An example of the effectiveness of the Amendment Act is: Following the commencement of the Amendment Act, Cabinet agreed to direct Rotorua Lakes District Council to implement a plan change to give effect to the MDRS and the NPS-UD. This followed a request from Rotorua Lakes District Council and its partners: Te Arawa Lakes Trust and Te Tatau o Te Arawa |
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KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET
SUPPORTED ACCOMMODATION FOR YOUTH
(TE TŪĀPAPA KURA KĀINGA - MINISTRY OF HOUSING AND URBAN
DEVELOPMENT)

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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Counsel Acting:

Rachael Schmidt-McCleave

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| | | |
|----|--------------------------------|---|
| 1. | Basic information | <p>Title of policy / programme: Supported Accommodation For Youth (SAFY)</p> <p>Year introduced: 2015</p> <p>Still current?: No. The programme ended as at end of June 2022. HUD is currently in negotiations with the provider discussing costings appropriate to move from SAFY to Transitional Housing for Rangatahi. This is intended to give the provider a more comprehensive level of funding to provide specialised service delivery to vulnerable rangatahi in Aotearoa.</p> <p>Administering agency(ies): Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development (HUD)</p> <p>High level summary of policy/programme:</p> <p>Supported Accommodation for Youth (SAFY) was part of the 2014-17 Government’s Social Housing Reform Programme and is targeted at 16-19 year olds with an aim of temporarily housing youth from the Housing Register, and supporting them into training, education and long-term sustainable housing. The service also aims to provide a path for youth that does not expose them to the welfare system and subsequent welfare dependence.</p> <p>Delivered by community providers, the service provides young people with a range of support from learning basic living skills to helping them access other support in the community, such as Youth Service.</p> <p>Kāhui Tū Kaha provides 12 places, to young people generally in receipt of Youth Payment. Youth Payment helps young people aged 16 or 17 who can't live with their parents or guardian and aren't supported by them or anyone else.</p> <p>Overlapping/Related policies/programmes:</p> <p>Social Housing Reform Programme (SHRP)</p> <p>Transitional housing</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>Ministry of Social Development (MSD)</p> |
| 2. | Description of Policy / | Young people make up a high proportion of Aotearoa’s overall homelessness statistics with more than half (51%) |

| | | |
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| | <p>Programme</p> | <p>younger than 25. For many young people who are homeless, family relationships and support networks have broken down. Young people who do become homeless often face additional barriers and structural disadvantages in accessing housing, including mental health needs, childhood trauma, poverty and many have been in state care. Māori rangatahi are disproportionately impacted by housing insecurity. They are at greater risk of repeated homelessness and their experiences of homelessness have long-term consequences for wellbeing and housing outcomes. Rainbow youth are particularly impacted and can face additional barriers and need particular support and encouragement.</p> <p>The service provides young people with a range of support, with the support delivered by community providers funded by government. The Ministry of Housing and Urban Development currently contracts and funds youth providers and Supported Accommodation for Youth (SAFY). For example, Kāhui Tū Kaha provides 12 places to young people generally in receipt of Youth Payment. Youth Payment helps young people aged 16 or 17 who can't live with their parents or guardian and aren't supported by them or anyone else. As at 30 December 2020 there were 9 people residing in the SAFY accommodation operated by Kāhui Tū Kaha. The total budget for the SAFY programme is \$150,000 per annum.</p> <p>The Crown recognises that rangatahi/young people are underserved by existing services, and youth providers are under pressure and increasingly unable to find housing and support for rangatahi/young people. There continues to be a lack of appropriate housing supports for rangatahi/young people. As a result of these pressures, HUD brought forward policy work to develop and improve on youth homelessness responses. Alongside this policy work, in 2021, Oranga Tamariki continued to increase supported housing places and the Local Innovation and Partnership Fund held a second round of funding with a particular focus on supporting youth initiatives.</p> <p>Budget 2022 will fund further actions that will address critical areas of need and support the action plan's vision, including \$20m to increase targeted support for rangatahi/young people.</p> |
| 3. | <p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the</p> | <p>Supported Accommodation for Youth was initiated by providers, and partially relied on payments redirected out of young people's benefits. Because of this, the homes were struggling to remain viable, and at least one of the four homes in operation was in rent arrears.</p> <p>In December 2014 there were approximately 70 people aged 18-19 years old on the Housing Register. The</p> |

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| | development of the Programme | <p>service started in Auckland, Palmerston North and Christchurch in 2015 following a Request for Proposals issued by MSD. In Palmerston North the service was not taken up by any young people, and in Christchurch the provider chose to exit after two years after also experiencing low take up of the service. Following the exit of the Palmerston North and Christchurch providers, the decision was taken to negotiate an increase in service volume with the Auckland provider (Kāhui Tū Kaha).</p> <p>The programme is funded by the Crown out of recognition that youth homelessness is often a precursor to homelessness in later life, and that supportive and stable housing environments provide a crucial platform for recovery, employment, education and wider community engagement and participation. The Crown considers a place to call home is essential to a person's wellbeing.</p> |
| 4. | Aims or Objectives of the Policy / Programme | <p>The aim of the SAFY is to provide a stable and safe living environment for up to 12 young people(at any one time) for the duration of their need to assist that young person towards independent living and to reduce demand on the Public Housing Register. The funding is intended to make the Service viable and financially sustainable.</p> |
| 5. | Outline of monitoring and evaluation built in to Policy / Programme Identify if Māori are involved in the monitoring of the Programme | <p>HUD is not evaluating this initiative. Rather, Kāhui Tū Kaha provide regular monthly reporting to the Contract Management Team within HUD of the occupancy of the SAFY property.</p> |
| 6. | Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims | <p>Kāhui Tū Kaha provides 12 places, to young people generally in receipt of Youth Payment. As at 31 December 2021 there were 10 people residing in the SAFY accommodation operated by Kāhui Tū Kaha.</p> |

KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET

SUSTAINING TENANCIES

(TE TŪĀPAPA KURA KĀINGA - MINISTRY OF HOUSING AND URBAN
DEVELOPMENT)

4 Whiringa-ā-rangi | November 2022

CROWN LAW

TE TARI TURE O TE KARAUNA

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Counsel Acting:

Rachael Schmidt-McCleave

rachael.schmidt-mccleave@kschambers.co.nz

| | | |
|----|--|--|
| 1. | Basic information | <p>Title of policy / programme: Sustaining Tenancies</p> <p>Year introduced: January 2017</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <p>Ministry of Social Development (MSD) – initial trial</p> <p>Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development (HUD) – redesigned service for commencement in July 2020</p> <p>High level summary of policy/programme:</p> <p>Sustaining Tenancies is the Crown’s main homelessness prevention service. It funds community-based providers to support individuals and whānau who need help to sustain their tenancy and address issues putting their tenancy at risk.</p> <p>Sustaining Tenancies is for tenants in private rentals or public housing who need practical support to help to sustain their tenancy and address any issues that are putting their tenancy at risk.</p> <p>Sustaining Tenancies sits within the ‘prevention’ area of the Aotearoa New Zealand Homelessness Action Plan 2020-2023.</p> <p>Overlapping/Related policies/programmes:</p> <p>Aotearoa New Zealand Homelessness Action Plan 2020-2023 (HAP)</p> <p>The HAP incorporates the MAIHI principles.</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>Nil</p> |
| 2. | Description of Policy / Programme | <p>Sustaining Tenancies is for tenants in private rentals or public housing who need practical support to help to sustain their tenancy and address any issues that are putting their tenancy at risk. It is for individuals, families and whānau requiring different levels of service including:</p> |

| | | |
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| | | <ul style="list-style-type: none"> • tenants who need a low level of support to stay in their home • tenants with complex life events and risk factors (may have problems with alcohol and drugs or require mental health support) • vulnerable tenants experiencing multiple risk factors and adverse life events (may have been recently released from prison or have a history of family violence) <p>Sustaining Tenancies sits within the ‘prevention’ area of the Aotearoa New Zealand Homelessness Action Plan 2020-2023 (HAP). The ‘prevention’ focus of HAP is that individuals, families, and whānau receive the support they need so that homelessness stops happening in the first place. This will contribute to achieving HAP’s vision that “homelessness in New Zealand is prevented where possible, or is rare, brief and non-recurring”.</p> <p>The programme is funded for \$10.93 million over each of the five financial years 2021/22 to 2025/26.</p> |
| <p>3.</p> | <p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p> | <p>Administrative data from MSD and HNZ (now Kāinga Ora) was used to inform the development of Sustaining Tenancies. For example, the 2015 social housing valuation highlighted that 21% of exits from social housing were socially poor outcomes related to household circumstances, such as termination of a tenancy or prison, and that these negative outcomes could potentially be improved with more active support.</p> <p>The Sustaining Tenancies initiative was initially launched as a partnership between MSD and Housing New Zealand Corporation (HNZC) in early 2017, as a trial to support 940 people in Auckland, Wellington and Christchurch who were at risk of losing their tenancy in public housing. Sustaining Tenancies is now administered by HUD and 650 places were added from October 2019 to June 2020.</p> <p>A formative evaluation of Sustaining Tenancies in August 2017¹ found that people most in need of the service were not necessarily receiving it because it was operating as a randomised control trial. As a consequence of this recognition, as part of the HAP, Ministers approved the redesign and expansion of the Sustaining Tenancies programme to provide an additional 1,550 places per year for three years to June 2023.</p> <p>As a result of the redesign process, Sustaining Tenancies service agreements now require providers to ensure</p> |

¹ A report was drafted but never finalised.

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| | | <p>that services are human rights and tenant-centred, and that their operating model focuses on the cultural needs of individuals and whānau. HUD also requires the following kaupapa Māori principles, or similar values, to underpin Sustaining Tenancies services:</p> <ul style="list-style-type: none"> • Te Mauri o te whānau: enabling the life force, an essence for revival and fulfilment, to be sustained in wellbeing • Tikanga: doing things right, being in the right place at the right time. • Whanaungatanga: delivering services for Māori through a whakapapa lens. • Manaakitanga: key mechanisms of engaging and building relationships. • Whakamana: empowering whānau intergenerationally. • Tino Rangatiratanga: self-determination of self-sufficiency through creating your own sense of belonging. <p>Māori were involved in the redesign process that occurred in 2019/20, as reflected in the Forrester Group Phase 4 Redesign Report. A copy of the Forrester Group’s Report is filed with this evidential fact sheet as Appendix.</p> |
| 4. | Aims or Objectives of the Policy / Programme | The aim of the Sustaining Tenancies Programme is to help tenants in private rentals or public housing who need practical support to sustain their tenancy and address any issues that are putting their tenancy at risk. |
| 5. | <p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p> | <p>In addition to the initial 940 trial places, HUD added 650 places from October 2019 to June 2020.</p> <p>As part of the HAP, an additional 1,550 places per year for three years to June 2023 was approved.</p> <p>In response to the impact of COVID-19, numbers were increased to 2,150 places supported through the Sustaining Tenancies programme for 2020/2021. This was supported by funding brought forward from out years. As at July 2022, numbers are being actively managed to reflect provider capacity to deliver the programme given current competing COVID-19 related staff and demand pressures.</p> <p>As at 1 July 2020, there were 33 Community-based providers around the country who were contracted to deliver the redesigned Sustaining Tenancies programme. HUD undertook procurement to bring on more Māori/iwi providers, and continues to work to appoint new members to the Sustaining Tenancies Panel. As at 30 June 2022, HUD successfully brought on board an additional three Maori/Iwi partners to deliver Sustaining Tenancies in Tauranga, Hamilton and Hastings. Together they have been contracted to deliver 112 places. There are a</p> |

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| | | <p>further three partners HUD is progressing through to deliver services. HUD expect these to start in July 2022.</p> <p>As at 3 March 2022, 1032 individuals, families and whānau were engaged in the programme.</p> |
| 6. | <p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p> | <p>HUD regularly monitors and reports on the Aotearoa Homelessness Action Plan (the Action Plan), which includes the expansion and redesign of Sustaining Tenancies. These monitoring and reporting functions include quarterly internal HUD progress updates to the cross-agency Homelessness DCE governance group, six-monthly public progress updates, ministerial updates, review of the Action Plan after 18-months, and reviews and evaluations of individual HAP initiatives led by HUD and other cross-agency partners.</p> <p>As noted above, an evaluation of Sustaining Tenancies was undertaken in 2017. HUD leads or commissions all reviews and/or evaluations of HAP initiatives it oversees, which includes this HAP initiative. An evaluation of Phase One of the HAP (including consideration of the HAP's 18 immediate initiatives such as Sustaining Tenancies) is being designed and expected to begin in late 2022.</p> |
| 7. | <p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p> | <p>Regular monthly data is collected through service agreements and used for the routine monitoring as well as contract management. This data will also be used for the Phase One HAP evaluation.</p> |

APPENDIX

Phase 4: Final Design Report of the Sustaining Tenancies Service

DEVELOPED FOR THE
MINISTRY OF HOUSING AND URBAN DEVELOPMENT

24 January 2020



FORRESTER
PARTNERS

Kirsty Buggins
Manager, Housing and Support Services
Ministry of Housing and Urban Development

Via email: Kirsty.Buggins@hud.govt.nz

24 January 2020

Dear Kirsty,

It has been a pleasure to work with you and your team to design the new Sustaining Tenancies Service.

Forrester Partners has now completed Phase four of this engagement, as described on the Contract for Redesign Services for Sustaining Tenancies signed 3 October 2019. This report is the 'Final Design Report of the Sustaining Tenancies Service'.

The work design followed the human-centred design thinking principles, which is focused on putting the client at the centre of the design activities, and co-designing a new service with all stakeholders (both internal and external).

The report enclosed has been developed by using findings that were noted in all the previous four phases of the design process. This included taking the findings from our Rapid Assessment phase, Current Assessment Phase and Ideation Assessment phase. The report provides background into the current situation of Sustaining Tenancies and why the service is required. Then it presents to the reader our six change recommendations that the

new Sustaining Tenancies service should make, which are: (i) service principles; (ii) Kaupapa Māori; (iii) Target Cohort; (iv) Referrals; (v) Service Provision; and (vi) Outcomes.

This report should be read in line with the disclaimer, in that findings are based on interviews, design workshops with staff and providers, review of existing HUD documents on Sustaining Tenancies Service and not based on a formal audit.

I would like to recognise your team, and the contributions they made at design workshops by sharing their insights and their enthusiasm, that has been invaluable during the Current State Assessment.

If you require any clarification on further information, please do not hesitate to contact me by phone on **s 9(2)(a)** or e-mail on forresterpartners@gmail.com.



Jai Forrester

Senior Business Designer
Forrester Partners

DISCLAIMERS

Inherent limitations

This report has been prepared in accordance with the "Contract for Redesign Services for Sustaining Tenancies dated 3 October 2019. Unless stated otherwise in the Contract for Redesign, this report is not to be shared with third parties. However, we are aware that you may wish to disclose to central agencies and/or relevant Ministers offices elements of any report we provide to you under the terms of this engagement. In this event, we will not require central agencies or relevant Ministers' offices to sign any separate waivers.

The service provided under the Contract for Redesign ("Contract") have not been undertaken in accordance with any auditing, review or assurance standards. The term "Audit/Review" used in this report does not relate to an Audit/Review as defined under professional assurance standards.

The information presented in this report is based on information provided by HUD during the course of this engagement, and other publicly available information. We have indicated within this report the sources of the information provided. Unless otherwise stated in this report, we have relied upon the truth, accuracy and completeness of any information provided or made available to us in connection with the Contract without independently verifying it.

No warranty of completeness, accuracy or reliability is given in relation to the statements and representations made by, and the information and documentation provided by, the Ministry of Housing and Urban Development (HUD) consulted as part of the process.

Third Party Reliance

This report is solely for the purpose set out in the 'Scope of this document' page of this report for HUD for Redesigning Sustaining Tenancies Service, and is not to be used for any other purposes or copied, distributed or quoted whether in whole or in part to any other party without Forrester Partners priori written consent.

Other than our responsibility to HUD, neither Forrester Partners nor any member or employee of Forrester Partners assumes any responsibility, or liability of any kind, to any third party in connection with the provision of this Final Design Report of the Sustaining Tenancies Service. Accordingly, any third party choosing to rely on this Final Design Report does so at their own risk.

Additionally, we reserve the right but not the obligation to update our report or to revise the information contained therein because of events occurring subsequent to the date of this report.

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In the past three years the Emergency Housing Special Needs Grant (EH SNG) spend increased from \$9.3m (2016) to \$147.1m (2019). During the same period the social housing register has increased from 4,602 applicants (2016) to 13,966 applicants (2019). This is an increase of

203%



1. EXECUTIVE SUMMARY

This section provides a high level description of the Sustaining Tenancies redesign, the process followed to assess the existing service, and outlines the recommendations for a new service.

1.1 EXECUTIVE SUMMARY

CURRENT SITUATION

The current state assessment found that the Sustaining Tenancies service would benefit from a review of, and changes to the following:

- Principles of service
- Cultural values
- Target cohort
- Referral to service
- Service provision
- Outcomes

The Ministry of Housing and Urban Development (HUD) is currently redesigning the Sustaining Tenancies service (ST), which is expected to be operational nationwide in July 2020.

Forrester Partners noted that the initial findings in the Rapid Assessment Report, indicated there were challenges with ST in its current form. We recommended that a deeper current state assessment be carried out along with redesign sessions with providers throughout New Zealand (see, appendices for our design process).



OUR INVESTIGATION

HUD engaged with Forrester Partners to:

- Perform a deep dive into the current state of ST and understand the pain points and develop recommendations to rectify these (Current State)
- Explore solutions for creating a new ST service with providers and stakeholders across New Zealand (Future State)
- Test ideas, facts and viewpoints shared during redesign sessions and synthesise these into themes, which were further explored (Ideation state).



OUR FINDINGS

We have now completed the:

- Review of existing ST documents supplied by HUD, and agreed the scope of this engagement
- Review of available secondary literature, which is publicly available and supplied by HUD
- Current state assessment of ST
- Future state assessment of ST
- Ideation assessment of ST.

This report takes all the design inputs noted above and presents the final recommended design to HUD for the new Sustaining Tenancy service.



1.2 RECOMMENDATIONS FOR THE NEW ST SERVICE

Noted below is an executive summary of the recommendations observed in this report.

Recommendation six - Outcomes

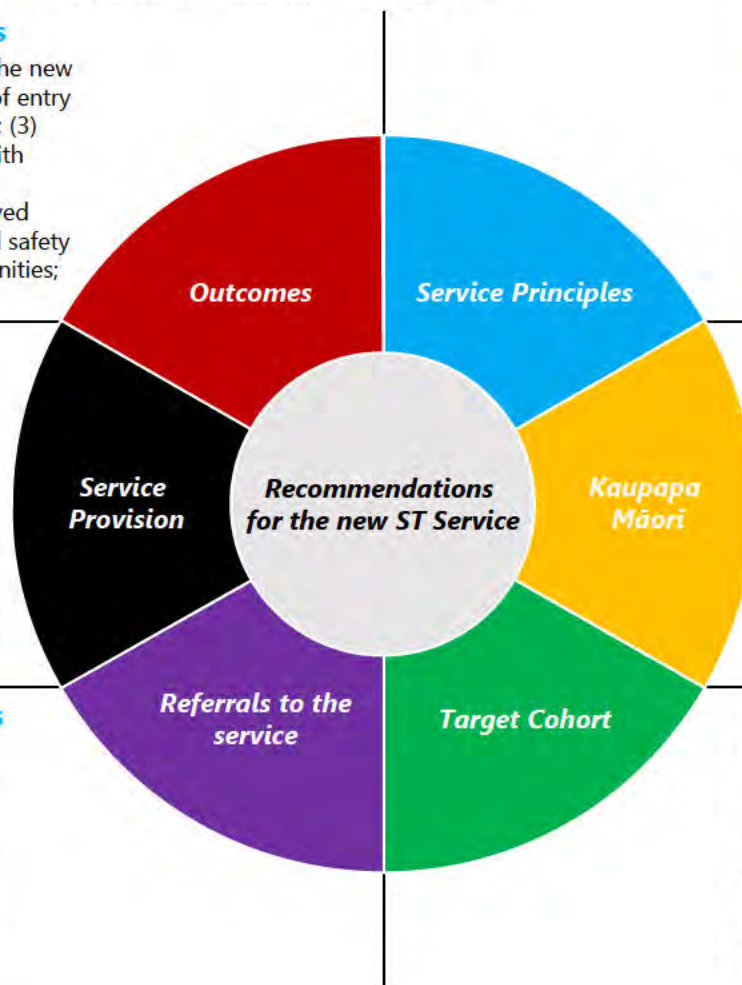
Recommend measurable outcomes for the new service could include: (1) reduced rates of entry into homelessness; (2) security of tenure; (3) improved overall wellbeing for people with complex needs; (4) reduced reliance on emergency housing solutions; (5) improved mental and physical health; (6) improved safety and security for households and communities; and (7) improved social connections.

Recommendation five – Service Provision

Recommend the service provision for the new service should include: (1) a vulnerability assessment (or similar); (2) development of a whānau-led goal plan; (3) provision of varying service levels; (4) a minimum level of service provided in-house; (5) service-level reporting; and (6) the ability for a tenant to exit the service.

Recommendation four - Referrals

Recommend that referrals should: (1) come from multiple sources; (2) contain the right referral information; (3) be responded to and recorded by the Provider; (4) include tenant consent; (5) allow for a risk assessment; (6) update the referrer; and (7) provide information for reporting.



Recommendation one – Service Principles

Recommend eight service principles: (1) Kaupapa Māori; (2) Human rights and tenant centred services; (3) Transparent goals and objectives; (4) Processes; (5) Equity and inclusiveness; (6) Structures; (7) Efficiency and effectiveness; and (8) Accountability.

Recommendation two – Kaupapa Māori principles

Recommend six Kaupapa Māori principles: (1) Te Mauri o te whānau; (2) Tino Rangatiratanga; (3) Manaakitanga; (4) Whakamana; (5) Whanaungatanga; and (6) Tikanga.

Recommendation three – Target Cohort

Recommend the clients who will most benefit from this service are: (1) Vulnerable clients, with (2) Vulnerability, and (3) are impacted by an adverse life event.

Recommend the qualification criteria for the new service: (1) The tenant has given the provider written consent to receive the ST service and (2) is part of at least one of the client groups noted above (bullet one).



2. INTRODUCTION

The introduction provides the purpose, scope, structure, and content of this document.

2.1 PURPOSE OF THIS REPORT

This report has four main purposes:

01



It makes recommendations to HUD of changes to consider for the new Sustaining Tenancies Service.

03



It recommends that the ST service would benefit from a review of, and changes to the service principles, cultural values, target cohort, referral to service and service provision outcomes.

02



It provides supporting evidence detailing the need for this preventative service in the housing continuum to support those at risk of losing their tenancy.

04



It recommends the outcomes that may be achieved for tenants through the new ST Service.

2.2 SCOPE OF THIS DOCUMENT

HUD is currently redesigning the Sustaining Tenancies service. Final part of this design process included Forrester Partners providing HUD a formal written report highlighting the recommended design changes that HUD should implement for the new ST design (this report).



SCOPE OF WORK INCLUDED:

- **Conducting** a deep dive assessment into issues that were highlighted in our Rapid Assessment and Current State Assessment Report
- **Performing** design sessions in Auckland (three), Wellington (three) and Christchurch (two)
- **Performing** design session with Māori providers in Auckland (one)
- **Performing** design session with relevant Government Departments and Agencies (i.e. MSD, Kainga Ora, ACC, Corrections, MoH)
- **Performing** interviews with internal stakeholders – HUD, MSD and Kainga Ora
- **Developing** reports for all the four phases of ST design, which include: Rapid Assessment Report, Current State Assessment Report, Future State Assessment Report, and Final Report (current report)
- **Developing** current state client journey map (in Current State Assessment Report)
- **Developing** final state client journey map (this report).



OUR ACTIVITIES FOR THIS REPORT INCLUDE:

- **Conducting Interviews** – interviewing HUD, MSD and Kāinga Ora staff to fully understand the issues in the ST service
- **Conducting desktop review on existing ST information** – reviewing all existing HUD information on ST, see appendices for complete list
- **Testing ideation report themes** – session was held on 17 December 2019 to test key design themes that emerged from the co-design sessions that were held across the country with providers. Main stakeholders invited to this session included internal HUD staff, MSD and Kainga Ora staff
- **Taking all inputs from Rapid Assessment, Current State Assessment, Ideation Report (Future State Assessment), Feedback received from stakeholders** – converged all these inputs together in order to create a new ST service and recommend the different design elements that new ST service should have.

2.3 STRUCTURE AND CONTENT OF THIS REPORT

This document has six sections as noted below.

01**EXECUTIVE SUMMARY**

This section provides a high level description of the Sustaining Tenancies redesign, the process followed to assess the existing service, and outlines the recommendations for a new service.

02**INTRODUCTION**

The introduction provides the purpose, scope, structure, and content of this document.

03**BACKGROUND**

The background provides context on the Sustaining Tenancies Trial and addresses the question as to why the service is required.

04**RECOMMENDED DESIGN ELEMENTS FOR THE NEW SUSTAINING TENANCIES SERVICE**

This section provides a description of the recommended changes that could be made for the new ST service. Changes are noted for the following service elements: Service Principles, Cultural Values, Target Cohort, Referrals to the Service, Service Provision and Outcomes.

A**APPENDICES**

This section provides supplementary information to support this report.



3. BACKGROUND

The background provides context on the Sustaining Tenancies Trial and addresses the question as to why the service is required.

3.1 SUSTAINING TENANCIES AND THE COST

Sustaining Tenancies for the purpose of this report is referring to the assistance provided to vulnerable tenants to avoid the loss of a tenancy through eviction or an exit under duress. The benefits of supporting an individual or whānau to sustain their tenancy outweighs the social, physical and financial cost to rehouse them.

WHAT DOES SUSTAINING A TENANCY MEAN?

A sustainable tenancy is one that can be maintained successfully by a tenant throughout the term of the tenancy. For this to happen, certain conditions need to be in place: the property needs to be appropriate for their needs, the tenant needs to maintain their tenancy/property, the landlord needs to meet their responsibilities and the client needs to meet their tenant responsibilities.

This service focuses on supporting those more vulnerable tenants who may be at risk of losing their tenancy.

WHICH GROUPS ARE MORE VULNERABLE TO LOSING THEIR TENANCY

Sustaining a tenancy and managing the daily affairs of a household can at times be challenging. Those tenants that may be experiencing an adverse life event and require support are particularly vulnerable to losing their tenancy, especially when this occurs in combination with rent arrears. These tenants may include:

1. Young people
2. People experiencing mental health and/or addiction
3. People with physical disabilities or ill health
4. Woman and children that have experienced domestic and family violence
5. Single parents
6. Large families
7. Māori and Pasifika people.

THE COST OF HOMELESSNESS

Many of those who leave their accommodation in adverse circumstances subsequently experience homelessness and consequently, serious harm to their wellbeing (social, health and general wellbeing). This is costly - in terms of the social, physical and financial cost to the individual or whānau and the financial resources required to manage their homelessness and re-house them.

79% of people who applied for the EH SNG were of Māori and Pasifika descent

Each person living on the street in New Zealand could potentially cost the Government around \$65,000 per year

3.2 IMPACT OF FAILED TENANCIES

FAILED TENANCIES AND HOMELESSNESS

Although tenants may leave public housing for any number of reasons, a 'failed tenancy' implies a degree of involuntariness in the departure even though many tenants leave before formal proceedings have taken their course or have even been instigated. The likelihood of homelessness following a failed tenancy is strong, especially for tenants exiting public housing as their low income makes finding alternative affordable housing in the private sector extremely difficult.

The 'revolving-door syndrome' describes the process whereby high-need tenants are housed with a pre-existing debt, subsequently evicted because of debt (and/or other issues), become homeless and spend time in the emergency housing and transitional housing sector before being re-housed, this time with a larger debt and more complex problems.

The serious social and health costs of homelessness are well documented (AHURI, 2013). Homelessness affects not only the individual but also families, including children, and the broader community (AHURI 2013, and Homelessness in NZ, Parliamentary Research Paper 2014). Some of the effects of homelessness are identified on the right.

THE REVOLVING DOOR OF HOMELESSNESS



THE EFFECTS OF HOMELESSNESS

| TYPE OF EFFECT | EFFECTS |
|--------------------------------|---|
| Health Problems | <ul style="list-style-type: none"> Depression Physical illness Mental health problems Feelings of inadequacy and loss of control |
| Poverty | <ul style="list-style-type: none"> 'Catch 22' – no job, no home Increased risk of offending 'Chain reaction' – benefits / unemployment |
| Family Problems | <ul style="list-style-type: none"> Breakdown in relationships Financial problems |
| Isolation and Social Exclusion | <ul style="list-style-type: none"> Difficulty accessing services, e.g. banking, because of lack of identity documents Stigmatisation and rejection Vulnerability to criminal victimisation Lost opportunities (education, employment, health services, relationships) |

3.3 THE COST TO LANDLORDS

Eviction or early exit of a tenancy creates costs to the landlord and the social housing system. Maintaining a tenancy successfully creates positive social capital benefits to the neighbourhoods involved and increases the social capital of the geographic area.

COSTS ASSOCIATED WITH EVICTIONS OR EARLY EXITS

Ending a tenancy can carry financial, human and social costs. Eviction and early exits can be expensive and time consuming for landlords in both public and private housing.

Ending a tenancy can involve:

- *Documentation to support the eviction*
- *Legal fees*
- *Court attendance*
- *Unrecovered rent arrears*
- *Property refurbishment.*

THE COSTS OF HOMELESSNESS TO THE SOCIAL HOUSING SYSTEM

When someone is evicted from their home, they can often end up elsewhere within the social housing system. Eviction therefore contributes to 'churn' within the services system as the costs of housing and support are transferred from one section to another, such as to emergency housing, to community housing and back again.

These costs may include:

- Immediate costs of providing emergency and transitional housing
- Increased demand for services such as health, mental health, drug and alcohol, child and family services
- Increased criminal justice costs
- Costs of exclusion from education, employment and training
- Long-term costs associated with intergenerational disadvantage.

SUSTAINING TENANCIES AND BENEFITS OF SOCIAL CAPITAL

A successful tenancy can contribute to a stable neighbourhood and may increase the social capital of the area. Social capital in this context refers to the strength of social connections within a neighbourhood or group of people.

It includes such things as the willingness of people to help one another, their sense of belonging to an area and their satisfaction with it. High levels of tenancy turnover means a transient population with people moving on before relationships can be formed.

It could create a neighbourhood with weaker social ties. When combined with demanding behaviour it may be associated with feelings of unsafety. Assisting tenants to establish a stable home and to feel a sense of identity and pride in their area may have broader implications than simply providing a roof over their head.

3.4 THE SUSTAINING TENANCIES TRIAL (STT)

The original STT was designed to support 940 people in Auckland, Wellington and Christchurch who were at risk of losing their tenancy in public housing. The trial was later extended in October 2019 to allow time for HUD to review and redesign the service.

The current housing crisis and lack of enough affordable housing is a driver of homelessness.

IT IS A HOMELESSNESS PREVENTION SERVICE

- Pathways into homelessness (living in emergency or transitional housing temporary or shared accommodation uninhabitable housing, or rough sleeping) are complex, often with multiple contributing factors
- Pathways to homelessness are sometimes exacerbated by the current housing crisis and lack of enough affordable housing around NZ
- Pathways into homelessness can be triggered by life events such as job loss or illness
- Pathways into homelessness can be intensified for tenants who have complex and serious needs.

Stabilising existing tenancies is a key mechanism for early intervention and prevention to improve health and wellbeing

CAN HELP STABILISE PEOPLE'S LIVES AFTER ADVERSE LIFE EVENTS

- Helps tenants who have complex and serious needs and don't know where to turn to for support (not all people who are at risk of losing their tenancy need support)
- Helps tenants 'stabilise existing tenancies as a mechanism for early intervention and prevention to improve prospects for mental health and recovery and wellbeing' (AHURI, 2018)
- Helps create a service that addresses the underlying issues that could contribute to homelessness before adverse life events occur and help tenants to stabilise their tenancies and overall wellbeing.

The STT did not provide for the supporting of tenants in the private rental market

IT MEETS A SERVICE GAP IN THE MARKET PLACE

- Tenants who leave their rented accommodation in adverse circumstances may experience homelessness and consequent serious social and health harms
- If ST did not exist in the market place, there would be limited non-financial practical and specialised support at a national level available for tenants to help them sustain their tenancies
- There was a service gap as the STT did not provide service to tenants in the private rental market (funding only covered public housing tenants).

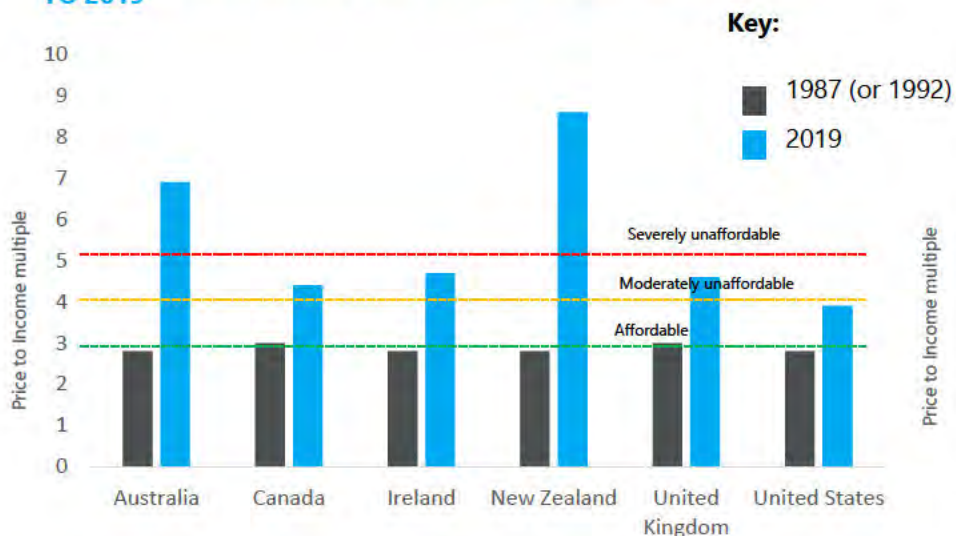
3.5 NZ HOUSING AFFORDABILITY

Analysis of NZ Housing Affordability was conducted by applying the *Demographica International Housing Affordability Survey (2020)*, which rates middle-income housing affordability using the "Median Multiple," which is the median house price divided by the median household income. The Median Multiple is widely used for evaluating housing markets. Note: Affordability ratings as follows: (i) affordable is 3.0 and under; (ii) moderately unaffordable is 3.1 to 4.0; (iii) seriously unaffordable is 4.1 to 5.0; and (v) severely unaffordable is 5.1 and over.

HOUSING AFFORDABILITY HAS PUSHED MORE VULNERABLE PEOPLE INTO HOMELESSNESS

- As of 2019 NZ had the second most expensive housing markets in the developed world with a median ratio of 8.6, with only Hong Kong surpassing it
- Auckland is ranked sixth most least affordable place to live in world, with Wellington ranked 34th and Christchurch ranked 67th least affordable in the world.

INTERNATIONAL HOUSE PRICE TO INCOME RATIO FROM 1987 TO 2019



THE ST SERVICE SHOULD FOCUS ON SUPPORTING TENANTS IN PRIVATE AS WELL AS PUBLIC TENANCIES

- All of NZ major cities are ranked as "severely unaffordable globally"
- 7 of NZ cities are in the top 50 most expensive places to live globally
- Current housing prices and constrained supply will place greater pressure on vulnerable people across the country in both private and public housing, ST needs to open its service to public and private tenancies to help more vulnerable people in need.

NZ HOUSING MARKET AFFORDABILITY RANKING IN 2019

| Global Rank | City | Median house price | Median household income | Multiple |
|-------------|------------------|--------------------|-------------------------|----------|
| 305 | Tauranga | \$654,000 | \$70,000 | 9.3x |
| 302 | Auckland | \$830,000 | \$96,000 | 8.6x |
| 286 | Napier/Hastings | \$505,000 | \$68,000 | 7.4x |
| 279 | Hamilton | \$580,000 | \$83,000 | 7x |
| 276 | Dunedin | \$472,000 | \$68,000 | 6.9x |
| 275 | Wellington | \$637,000 | \$93,000 | 6.8x |
| 261 | Palmerston North | \$402,000 | \$67,000 | 6x |
| 242 | Christchurch | \$461,000 | \$85,000 | 5.4x |

3.6 DEMAND FOR HOUSING SUPPORT IS AT ALL TIME HIGH

Source: MSD Housing Register Data as at 30 September 2019.

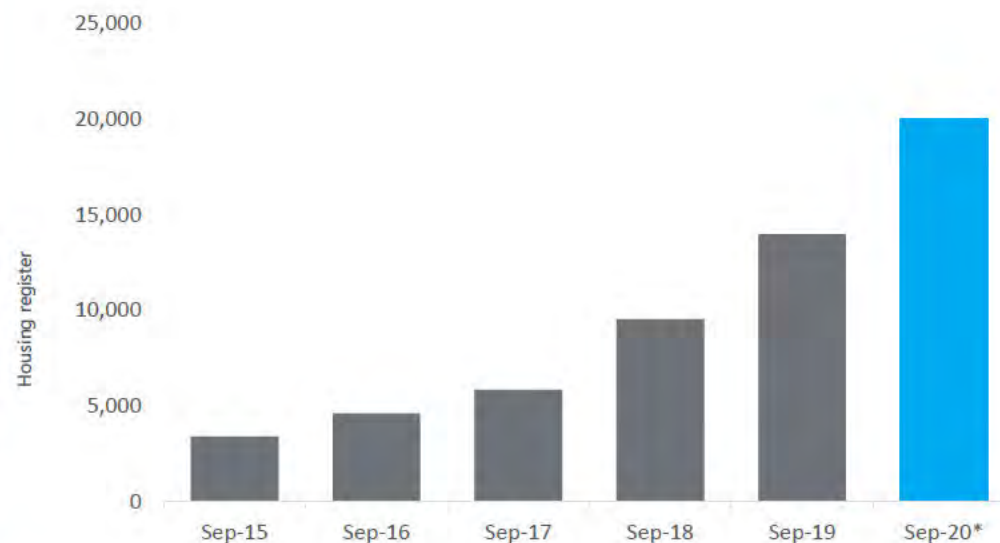
AN INCREASE TO THE PUBLIC HOUSING REGISTER CAN BE SEEN AS A REFLECTION OF MORE PEOPLE SEEKING PUBLIC HOUSING AND SUPPORT SERVICES



Quick Facts:

- The public housing register has grown at an average rate of 9% per annum between September 2015 and September 2019
- *If this trend continues, the public housing register could increase to approximately 22,000 applicants by the end of September 2020.

PUBLIC HOUSING REGISTER BETWEEN 2016 AND 2019 (WITH FORECAST OF 2020)





4. RECOMMENDED DESIGN ELEMENTS FOR THE NEW ST SERVICE

This section provides a description of the recommended changes that could be made for the new ST service. Changes are noted for the following service elements: Service Principles, Cultural Values, Target Cohort, Referrals to the Service, Service Provision and Outcomes.

4.1 RECOMMENDATION ONE: SERVICE PRINCIPLES

The service principles are an important and valuable description to bring together community-based providers with HUD, to deliver a coherent experience for individuals and whānau engaged in service.

KAUPAPA MĀORI AT THE CORE OF OUR SERVICE PRINCIPLES

Over the past decade there has been increased worldwide recognition, of the significance of appropriate service principles and cultural values in the successful provision of social support services. We are living and working with people from a wide range of cultures whose life experiences and values may be quite different from our own. Cultural values have significant influence and impact, both for people accessing support services, as well as those working within services.

Sustaining Tenancies services are based on relationships between people and groups: social workers, people accessing services, families and whānau iwi's, multidisciplinary teams, wider health and social services, communities and advocates.

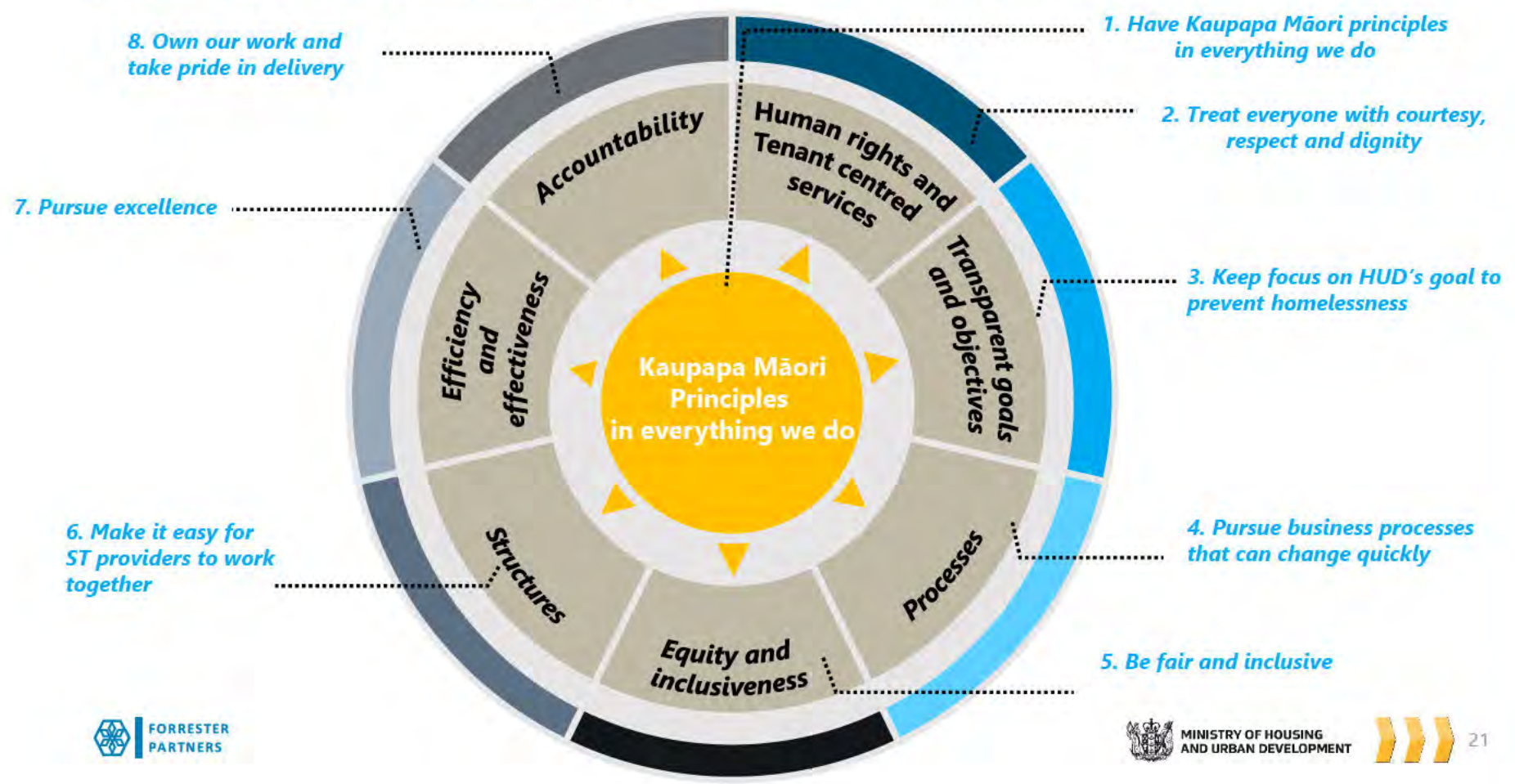
Providers working in ways that acknowledge Kaupapa Māori cultural values, enable the creation of strong relationships between providers, clients and HUD.

“Simply put, service principles inform providers about recognising service and cultural values and understanding how to work with them. The ultimate aim of bringing service values to the fore is to enable better ways of working and better outcomes for people accessing services, their whānau - and for people working in services”

4.1 RECOMMENDATION ONE: SERVICE PRINCIPLES

Noted below are the key service principles that we recommend the new ST service should incorporate in its contract. Service principles observed below provide an understanding of: (i) the basis of the relationship between HUD and ST provider (i.e. how we will work together); (ii) the basis of the relationship between the provider and individual/whānau engaged in the service; and (iii) the service principles and Kaupapa Māori principles that will be applied during the delivery of the service by the providers to individuals and whānau engaged in the service.

RECOMMENDED SERVICE PRINCIPLES FOR THE NEW SUSTAINING TENANCY SERVICE



4.1 RECOMMENDATION ONE: SERVICE PRINCIPLES

Noted below are the recommended Service Principles and their expanded descriptions.

RECOMMENDED SERVICE PRINCIPLES

| No. | Service Principles | Principles explained |
|-----|---|--|
| 1 | <p>Kaupapa Māori <i>Have Kaupapa Māori principles in everything we do</i></p> | <p>Note: Kaupapa Māori principles are described in greater detail in Recommendation two of this report.</p> <p>1.1 The following kaupapa Māori principles will drive the design and implementation of all actions in the new ST contract:</p> <ul style="list-style-type: none"> ▪ Te Mauri o te whānau – Self-determination of self sufficiency through creating your own sense of belonging ▪ Tikanga – Doing things right, being in the right place at the right time ▪ Whanaungatanga – Connections, with whānau, hapū and iwi. Basis for belonging, community connections and pride ▪ Manaakitanga – Key mechanisms of engaging and building relationships ▪ Whakamana – As an enabler to living and participating in the world ▪ Tino Rangatiratanga – Self-determination of self sufficiency through creating your own sense of belonging. |
| 2 | <p>Human rights and tenant centred services <i>Treat everyone with courtesy, respect and dignity</i></p> | <p>2.1 Respect human rights Providers will respect the human rights of individuals and whānau. Human rights include, but are not limited to, the right to autonomy and self-determination, the right to be free from coercion, the right to be treated in a non-discriminatory way, the right to informed consent, and the right to receive ST care and support that responds to the physical, psychological, spiritual, intellectual and cultural needs of the service user.</p> <p>Practical example for service delivery:</p> <ul style="list-style-type: none"> • Tenants receive full information and choice about entering the ST service in a way that is accessible and understandable to them. <p>2.2 Human-centred service Providers will deliver a human-centred ST service, which involves placing the tenant/whānau at the centre of the service model. This means the individual/whānau owning, driving and leading the development of their own plan. This includes being non-judgemental and employing empathy and compassion to understand and assist them.</p> <p>Practical example for service delivery:</p> <ul style="list-style-type: none"> • The tenant's/whānau own values and goals shape and lead their sustaining tenancies plan/goal. |

4.1 RECOMMENDATION ONE: SERVICE PRINCIPLES

Noted below are the recommended Service Principles and their expanded descriptions.

RECOMMENDED SERVICE PRINCIPLES CONTINUED...

| No. | Service Principles | Principles Explained |
|-----|--|--|
| 3 | <p>Transparent goals and objectives <i>Keep focus on HUD's goal to prevent homelessness</i></p> | <p>3.1 Goals and objectives In the new ST service, Providers will:</p> <ul style="list-style-type: none"> Have clear goals and objectives for the ST tenants they are working with Support the tenant and document their goals and objectives Be outcomes-focused, working towards achieving contracted service outcomes Have a clear service provision. <p>Practical example for service delivery:</p> <ul style="list-style-type: none"> Provider works with the tenant/whānau to complete a simple 'Sustaining Tenancy Response Plan' which captures what the tenant will aim to achieve from this service with support in order to sustain their tenancy. |
| 4 | <p>Processes <i>Pursue business processes that can change quickly</i></p> | <p>4.1 Responsive business processes In the new ST service, Providers will:</p> <ul style="list-style-type: none"> Have business processes that are responsive to the needs of tenants (e.g. tenant may need the provider's support immediately in order to save their tenancy) Take a partnership approach when working with other government departments, crown agencies, NGOs and social services. <p>Practical example for service delivery:</p> <ul style="list-style-type: none"> Provider receives an urgent tenant referral late afternoon from their local service centre and is able to get a key worker at the tenant's house the following morning to help stabilise the tenant and their tenancy. |
| 5 | <p>Equity and inclusiveness <i>Be fair and inclusive</i></p> | <p>5.1 Be fair and inclusive In the new ST service, Providers will:</p> <ul style="list-style-type: none"> Be consistent in their service delivery of ST (not a tick the box) Use Kaupapa Māori principles when delivering services (especially to Māori) Work towards building connections between the tenant and their neighbourhood Ensure robust health and safety procedures are in place for their staff members. <p>Practical examples for service delivery:</p> <ul style="list-style-type: none"> The provider has a strong relationship with, and knowledge of, their local community and neighbourhood, including other services, hapu and iwi. The provider ensures staff have access to appropriate training and development opportunities including clinical and cultural supervision. |

4.1 RECOMMENDATION ONE: SERVICE PRINCIPLES

Noted below are the recommended Service Principles and their expanded descriptions.

RECOMMENDED SERVICE PRINCIPLES CONTINUED...

| No. | Service Principles | Principles Explained |
|-----|--|--|
| 6 | <p>Structures <i>Make it easy for ST providers to work together</i></p> | <p>6.1 Structures In the new ST service, Providers will:</p> <ul style="list-style-type: none"> Support organisational learning (creating a learning culture) Have a flexible service provision. <p>Practical example for service delivery:</p> <ul style="list-style-type: none"> The provider sends a quick note to their peers about a recent success they had with their tenant, to share their learnings. |
| 7 | <p>Efficiency and effectiveness <i>Pursue excellence</i></p> | <p>7.1 Resourcing In the new ST service, Providers will:</p> <ul style="list-style-type: none"> Reduce duplication of resources and inconsistencies in service delivery Offer support services and programmes based on an tenant's needs Recognise areas that require additional resources and provide these when necessary (eg. working with complex clients). <p>Practical example for service delivery:</p> <ul style="list-style-type: none"> Provider sends two key workers to meet with a tenant who the provider has identified as high risk. |
| 8 | <p>Accountability <i>Own our work and take pride in delivery</i></p> | <p>8.1 Accountability In the new ST service, Providers will be accountable for the service they deliver to tenants by:</p> <ul style="list-style-type: none"> Providing monthly and quarterly performance reporting to HUD Have reporting systems in place, which include: <ul style="list-style-type: none"> A CRM tool that can record the needs and complexity of tenants A system that supports management reporting and decision making. <p>Practical example for service delivery:</p> <ul style="list-style-type: none"> Provider has a system that can record complexity of tenants and their needs and this can be reported on. |

4.2 RECOMMENDATION TWO: KAUPAPA MĀORI PRINCIPLES

Strong cultural values work hand in hand with service principles. They allow the service provider to focus on the cultural needs of the individuals and whānau engaged in the service. They should also allow for community-based providers to work within their own operating model towards a shared outcome for the individual. Noted below are the key Kaupapa Māori principles that we recommend HUD applies in the new ST Service.

BACKGROUND TO KAUPAPA MĀORI PRINCIPLES IN THIS REPORT

The Kaupapa Māori principles recommended in this report have been developed by *Te Kāhui Kāinga Ora*, HUD (2019).

The principles have been developed over several months of work with Māori housing experts and Māori providers who support people experiencing homelessness. The principles form part of a bigger work currently underway called *Te Maihi o Te Whare Māori: Māori and Iwi Housing Innovation (MAIHI)*.

MAIHI is a bespoke framework that is anchored in Te Ao Māori and aims to achieve positive impacts that benefit whānau, hapu and iwi across every facet of the Māori housing continuum. This includes immediate and urgent homelessness support through to commercial development on iwi land. MAIHI is a framework for actioning immediate, medium and long-term responses to Māori housing stress. It was developed by Māori housing partners and will be co-governed by a Crown and Māori partnership arrangement. MAIHI was approved by joint Ministers in November 2019 and is informing a range work workstreams and policy settings across the Māori housing continuum.



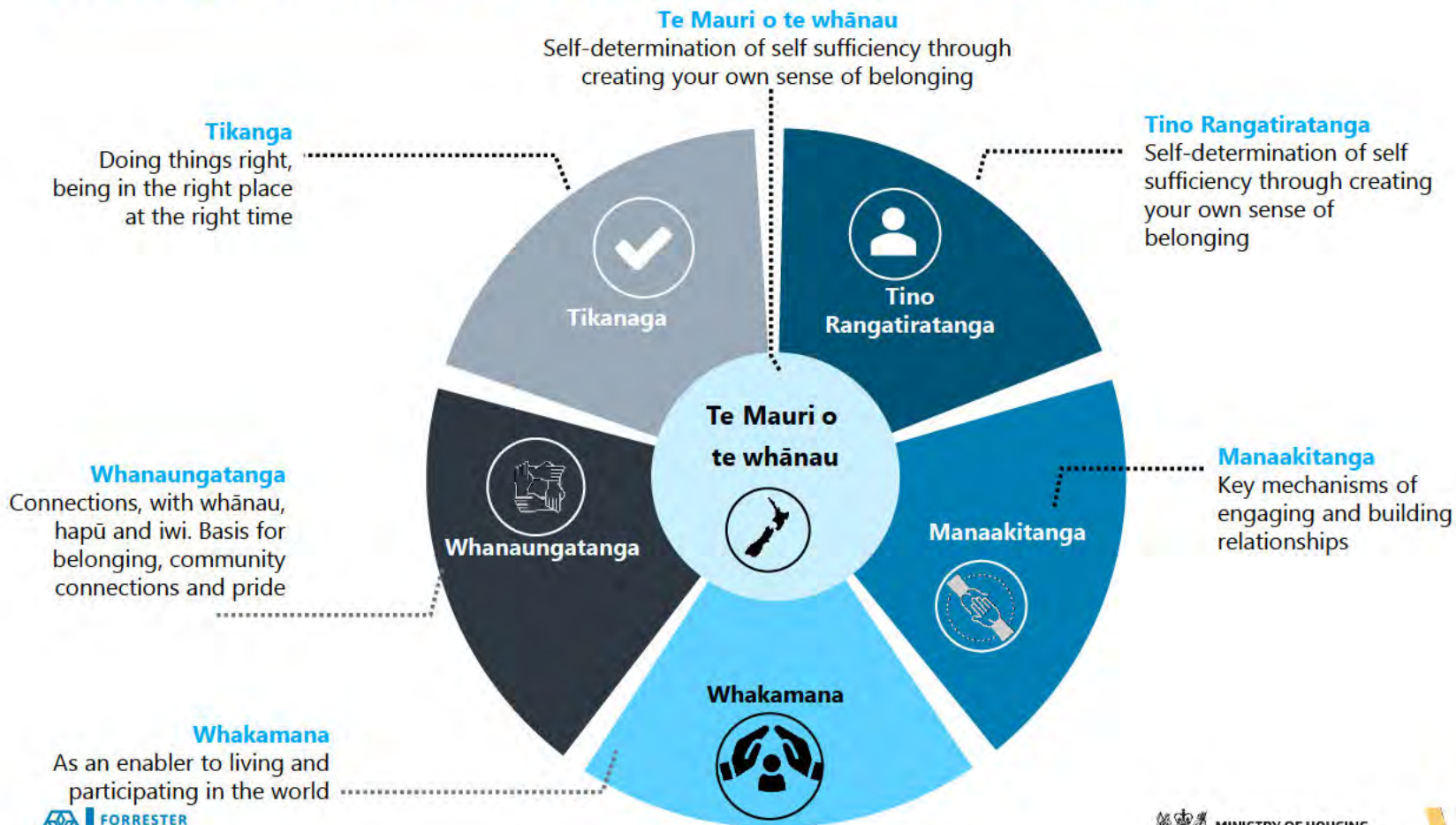
“Kaupapa māori approach is driven by a deeply held belief that māori homelessness has its roots in colonization; the loss of cultural identity and diminishing of Te Ao Māori that followed through the loss of tribal lands. Their solution, therefore, lies in decolonization, in revitalization of traditional connections with the land, māori culture and ways of living as well as the provision of home”

Māori provider cited in Te Maihi o Te Whare Māori: Kaupapa Māori report by HUD in 2019

4.2 RECOMMENDATION TWO: KAUPAPA MĀORI PRINCIPLES

Noted below are the key Kaupapa Māori principles that we recommend HUD needs to implement in the new ST Service Contract. The Kaupapa Māori principles recommended in this report have been developed by *Te Kāhui Kāinga Ora*, Division at HUD (2019).

RECOMMENDED KAUPAPA MĀORI PRINCIPLES FOR THE NEW SUSTAINING TENANCY SERVICE



4.2 RECOMMENDATION TWO: KAUPAPA MĀORI PRINCIPLES

Note below are the recommended Kaupapa Māori principles that need to be incorporated into the new ST ITP.

RECOMMENDED KAUPAPA MĀORI PRINCIPLES TO EMBED IN TO THE ST CONTRACT

| No. | Elements | Elements explained |
|-----|--|---|
| 1 | <p>Te Mauri o te Whānau <i>Self-determination of self sufficiency through creating your own sense of belonging</i></p> | <p>Mauri is enhanced when whānau can live in a safe, secure, warm and comfortable house within which they can flourish and grow, experience whānau love, support and protection. Providers can support through enabling people who experience homelessness to build skills, particularly resilience, coping skills and basic life skills to manage and overcome complexities and life challenges.</p> |
| 2 | <p>Tikanga <i>Doing things right, being in the right place at the right time</i></p> | <p>Tikanga provides a way to assist those who experience homelessness to help themselves and others through rebuilding connections to the land and traditional ways of life. Providers can use Tikanga practices to restore a sense of mana back to the people they are working with.</p> <p>Providers can deliver Tikanaga in a number of different way, examples include:</p> <ul style="list-style-type: none"> ▪ Doing kapa haka, waiata, Māori food growing (e.g. māra kai) ▪ Doing weaving and teaching tenants how to catch fish ▪ Taking Te Reo Māori classes and taking these teachings to the tenant. |
| 3 | <p>Whanaungatanga <i>Connections, with whānau, hapū and iwi. Basis for belonging, community connections and pride</i></p> | <p>Taking a whānau-centred approach involves working with people experiencing homelessness in their full context. This context includes whānau, hapū, and iwi and recognises the value of maintaining established networks that a homeless person or whānau already has. Needs assessments may be undertaken in a way that takes physical, social, and spiritual needs into account. Whanaungatanga signals the importance of strong, enduring relationships that leads to the provision of practical support such as following up with tenants or maintain open door policies.</p> <p>Providers can deliver Whanaungatanga in a number of different way, examples include:</p> <ul style="list-style-type: none"> ▪ Providers when helping a client them the tools to improve, but the real questions provider can ask is what are the tenant's strengths they already have, what strengths do their whānau have that can help them, their: auntie, uncle, brother, sister, mother, father, cousin and others. ▪ Providers ask the tenant about relationships they already have, their networks and resources ▪ Provider work on building trust with the tenant ▪ Provider encourage tenant to work with their whānau to support each other, build strengths and resilience ▪ Provider perform whānau assessments, and evaluation over time ▪ Provider help tenant view a crisis point as the very start of the journey to transform and better themselves ▪ Provider help tenant connect with businesses, schools, police, church leaders – all aspects of where they live – weaving groups around the tenant to help them see the light. |

4.2 RECOMMENDATION TWO: KAUPAPA MĀORI PRINCIPLES

Noted below are the recommended Kaupapa Māori principles that need to be incorporated into the new ST ITP.

RECOMMENDED KAUPAPA MĀORI PRINCIPLES TO EMBED IN TO THE ST CONTRACT

| No. | Elements | Elements explained |
|-----|--|---|
| 4 | <p>Manaakitanga <i>Key mechanisms of engaging and building relationships</i></p> | <p>Manaakitanga involves showing genuine care and support for whānau/individuals experiencing homelessness in order to engage and build important relationships. Providers need to embody this value in all their actions, it can mean welcoming clients with a mihi whakatau, to identifying and working with tenants to provide their basic living needs such as new clothes, toiletries, etc. Manaakitanga can also involve speaking up for those whose voices are not being heard, as they are so often stigmatised and marginalised.</p> <p>Providers can deliver Manaakitanga in a number of different way, examples include:</p> <ul style="list-style-type: none"> ▪ Helping tenants with love and care eg. Offering a coffee ▪ Introducing tenants to the kainga and building and connecting and re-connecting where appropriate ▪ Changing people with their words – positive things can enable tenants to feel great about themselves ▪ Understanding that the solutions isn't so much about the building of houses, but more about rebuilding of connections that link the homeless person with their respective iwi, hapū and whānau. |
| 5 | <p>Whakamana <i>As an enabler to living and participating in the world</i></p> | <p>The experience of homelessness very often leaves people feeling devalued, unwanted and marginalised. Providers can help restore and enhance the manage of individuals and whanau, by valuing an drawing on their cultural insights and practical knowledge to contribute to the design and delivery of services.</p> <p>Providers can deliver Whakamana in a number of different way, examples include:</p> <ul style="list-style-type: none"> ▪ Building ancestor connections with local iwi and hapu ▪ Building whakapapa elements that include – tāhu, whakamoe, taotahi, hikohiko and twaera. |
| 6 | <p>Tino Rangatiratanga <i>Self-determination or self sufficiency through creating your own sense of belonging</i></p> | <p>Tino Rangatiratanga builds self determination through sharing and growing understanding of Te Ao Māori for transformation of whānau. Provider can support the tenant where possible to discover their whakapapa and there ancestry with iwi and hapu. Tino Rangatiratanga is about giving the tenant control and independence over providing them with solutions. It encourages Māori to understand their rights and sovereignty under The Treaty of Waitangi.</p> <p>Providers can deliver Whakamana in a number of different way, examples include:</p> <ul style="list-style-type: none"> ▪ Enabling Māori tenants to determine their own solutions for their future – they aren't being 'made' to partake in a particular activity if they themselves or their whānau do not think it is going to help them achieve their aspirations ▪ Encouraging whānau to come together for kōrero/wānanga about their future ▪ Working towards whānau having control and independence over their life and their direction – aspirations, goals, and being evaluated over time to track on how they are going against these aspirations. |

4.3 RECOMMENDATION THREE: TARGET COHORT

A target cohort describes a group of customers that can be grouped based on demographics and similar experiences, events and other factors that are common among them. These cohorts allow the design and targeting of a service more effectively and meet a service gap in the population.

The main objective for analysing the ST target cohort group was to provide information to HUD about: (i) individuals and whānau who would most benefit from this support service; and (ii) the qualification criteria for individuals and whānau to be accepted in to the service.

DEFINE THE SUSTAINING TENANCIES SERVICE

Primary Definition (narrow) – The primary definition for the sustaining tenancies service, for the purpose of this report, is defined as assisting vulnerable tenants to avoid tenancy exits through eviction or under duress.

Secondary Definition (broad) – In its broadest sense a sustainable tenancy is one that can be maintained successfully by the tenant throughout the term of the tenancy. For this to happen, certain conditions need to be in place: the property needs to be appropriate for their needs, the tenant needs to maintain their tenancy/property and meet their tenant responsibilities, and the landlord needs to meet their responsibilities.

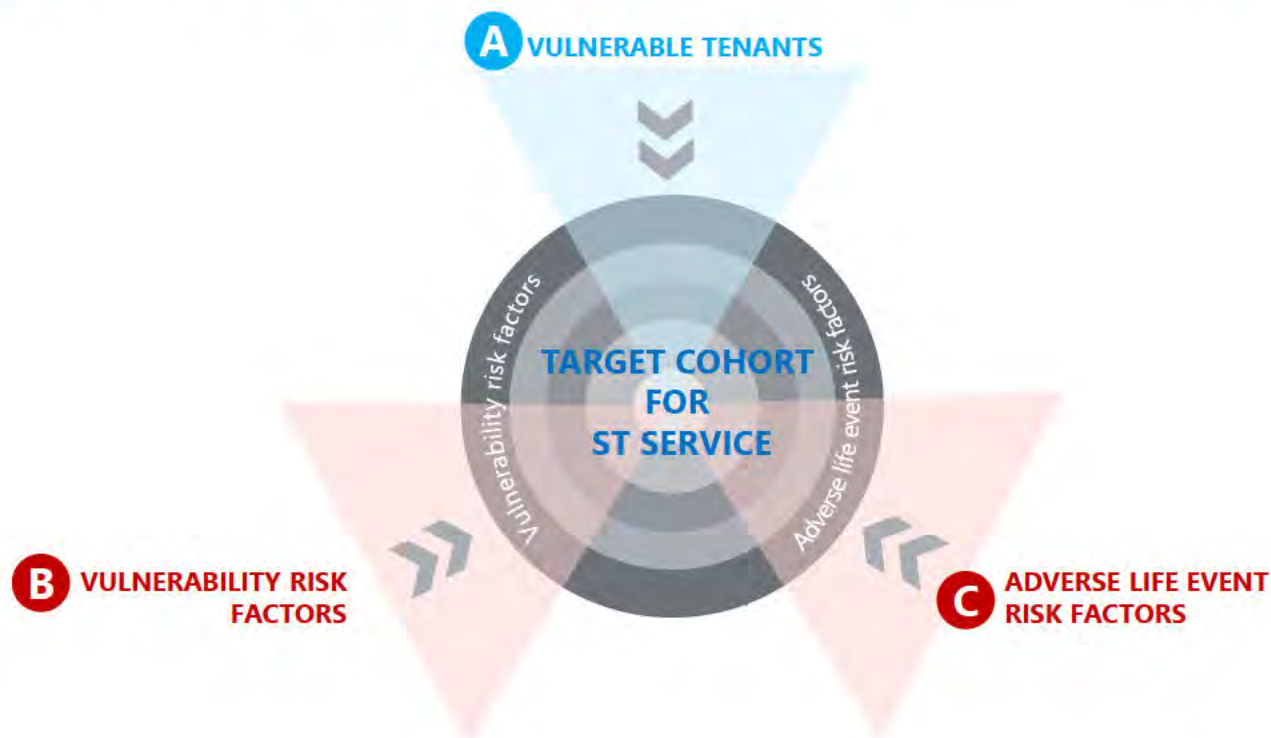


“It is important for providers to establish a model to help guide their business planning and service delivery approach to ensure that across all aspects of Sustaining Tenancy work, effort is made to support the establishment of sustainable tenancies for people with complex needs.”

4.3 RECOMMENDATION THREE: TARGET COHORT

Sustaining a tenancy and managing the daily affairs of a household can at times be challenging. Those tenants that may be experiencing an adverse life event and require support are particularly vulnerable to losing their tenancy, especially when this occurs in combination with rent arrears. This report recommends tenants that are experiencing various vulnerability and adverse life event risk factors as being the individuals and whānau who would most benefit from this service (see below).

THE COHORT WHO WOULD MOST BENEFIT FROM THIS SERVICE ARE: (A) VULNERABLE TENANTS WITH (B) VULNERABILITY AND (C) ADVERSE LIFE EVENT RISK FACTORS



4.3 RECOMMENDATION THREE: TARGET COHORT

Noted below is our recommended target client group (cohort) for the new ST service. **ST target clients are vulnerable clients with a single or multiple factors from the vulnerability and adverse life event (risk) factor categories.**

RECOMMENDED TARGET COHORT FOR THE NEW ST SERVICE

| No. | Target Cohort | Target Cohort explained |
|-----|--|--|
| 1 | Vulnerable tenants <i>Who are</i> | 1.1 Vulnerable tenants include: <ul style="list-style-type: none"> ▪ Young people ▪ People experiencing mental health and/or addiction ▪ People with physical disabilities or ill health ▪ Woman and children that have experienced domestic and family violence ▪ Single parents ▪ Large families ▪ Māori and Pasifika people. |
| | & | |
| 2 | Vulnerability (risk) factors <i>Who have/are experiencing</i> | 2.1 Vulnerability risk factors include: <ul style="list-style-type: none"> ▪ Poverty and low income ▪ Prior debt or housing instability ▪ Mental health needs / history of institutionalisation (history of offending and correction facilities) ▪ Ill health / disability ▪ Drugs / alcohol use or dependency ▪ Household factors (e.g. lack of social supports, limited life skills, household / family instability) ▪ Age (e.g. young people) ▪ People leaving care services ▪ Housing factors (e.g. location) ▪ Previous anti-social behaviour ▪ Hoarding and squalor. |
| | & | |
| 3 | Adverse life event (risk) factors <i>Who have/are experiencing</i> | 3.1 Adverse life event (risk) factors <ul style="list-style-type: none"> ▪ State care ▪ Rent arrears or financial difficulty ▪ Loss of employment ▪ Illness / mental health needs / disability ▪ Relationship breakdown ▪ Death of a family member ▪ Breach of tenancy ▪ Incarceration / hospitalisation ▪ Domestic or family violence ▪ Social isolation ▪ Anti-social behaviour / neighbourhood disputes. |

4.3 RECOMMENDATION THREE: TARGET COHORT

Below is the recommended service qualification criteria for individuals and whānau to be accepted in to the ST service.

THE NEW SUSTAINING TENANCIES SERVICE SHOULD BE TARGETED AT INDIVIDUALS AND WHĀNAU WHO:

| No. | Qualification Criteria explained |
|-----|--|
| 1 | <ul style="list-style-type: none"> ▪ Have given the provider written consent to receive the Sustaining Tenancies service <p><i>Note: having a consent form signed is a statutory reason for clients to receive the service, under the NZ Government Social Sector Accreditation Standards Level 3 (the Standards).</i></p> |
| 2 | <ul style="list-style-type: none"> ▪ Are defined: as vulnerable client group (Point 1 noted earlier) who are on a pathway to homelessness and/or at immediate or serious risk of eviction as a result of vulnerability and adverse life event (risk) factors (Point 2 and 3 noted earlier) |
| 3 | <ul style="list-style-type: none"> ▪ Are living in adequate housing and have a tenancy agreement (as defined under the Residential Tenancies Act). |

4.4 RECOMMENDATION FOUR: REFERRALS

Referrals are an important aspect of a service as this is how those who need the service can be directed to a provider. Developing clear business processes and referral pathways are important in ensuring that the people who need this service the most don't get left out. Social services by nature need to carry a degree of diligence when providing a service as generally people needing the service are in distress, need support/help immediately, and may have an imminent risk of becoming homeless.

AN EFFECTIVE REFERRAL SYSTEM BENEFITS THE TENANT BY PROVIDING THE BEST SERVICE

An effective referral system ensures a close relationship between all stakeholders and helps to ensure people receive the best possible service in order to sustain their tenancy. It also assists in making cost-effective use of health and social services. A well-functioning referral system aids providers by understanding a tenant's needs early and enables a more focussed service provision.

An effective referral system can help to ensure:

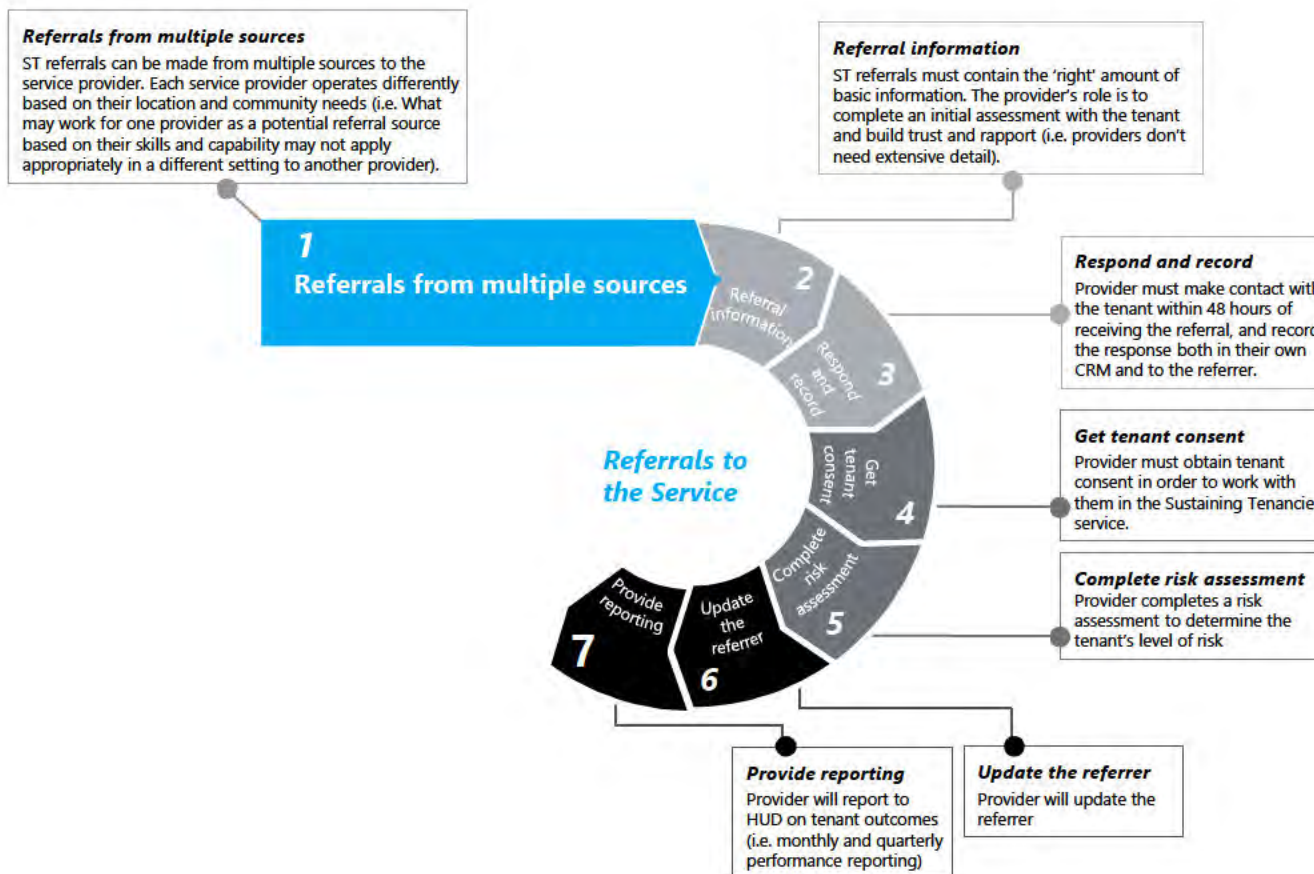
- Tenants receive optimal support at the appropriate level
- Other services are used appropriately (e.g. health)
- Tenants with complex needs which require an integrated systems-approach can access it.



"As a society it is important we get our referral pathways working in order to get the whole system turning appropriately as the costs of failed tenancies carry a large human and social cost to society, in NZ the cost of homelessness is estimated to be approximately \$65,000 per person (financial cost only). This matter is only further exacerbated with our current housing crisis where tenants with failed tenancies would struggle to get back into a house, just look at the waiting list in our social housing register 13, 996 people currently waiting (an increase of 140% over the past two years)".

4.4 RECOMMENDATION FOUR: REFERRALS TO THE SERVICE

Below is the recommended referral pathway for the new ST Service.



4.4 RECOMMENDATION FOUR: REFERRALS TO THE SERVICE

Noted below is the recommended referral pathway for the new ST Service.

RECOMMENDED REFERRALS TO THE SERVICE

| No. | Referral pathway | Referral pathway explained |
|-----|--|---|
| 1 | <p>REFERRALS FROM MULTIPLE SOURCES</p> <p><i>ST referrals can be made from multiple sources to the service provider. Each service provider operates differently based on their location and community needs (i.e. What may work for one provider as a potential referral source based on their skills and capability may not apply appropriately in a different setting to another provider).</i></p> | <p>1.1 The provider may source their own referrals or receive from multiple sources, including:</p> <ul style="list-style-type: none"> ▪ Government departments, and their front-line staff – Department of Corrections, Oranga Tamariki, Ministry of Health, Ministry of Housing and Urban Development, Ministry of Justice, Ministry of Pacific Peoples, Ministry of Social Development, Ministry of Youth Development ▪ Crown agencies – ACC and District Health Boards ▪ Public housing landlords – Kāinga Ora and Community Housing Providers (CHPs) ▪ Private landlords ▪ Private and public tenancy services, tenancy managers and property managers ▪ Local GP's and health navigators including social workers and mental health navigators ▪ Other NGOs ▪ Local Māori organisations and local iwi ▪ Self-referrals by whānau. |
| 2 | <p>REFERRAL INFORMATION</p> <p><i>ST referrals must contain the 'right' amount of basic information. The provider's role is to complete an initial assessment with the tenant and build trust and rapport (i.e. providers don't need extensive detail).</i></p> | <p>2.1 Referrals made to provider should contain the following information:</p> <ul style="list-style-type: none"> ▪ Tenant name ▪ Tenant relationship status ▪ Tenant dependents (or if they are a dependent themselves) ▪ Tenant address ▪ Tenant contact phone number (s) ▪ Tenant e-mail address (if available) ▪ Name of tenancy manager ▪ Tenant risk history (e.g. prone to aggressive behaviour) ▪ Tenant brief health history ▪ Reason for referral. <p>It is also recommended that a warm handover occurs between referrer and the provider (if possible).</p> |

4.4 RECOMMENDATION FOUR: REFERRALS TO THE SERVICE

Noted below is the recommended referral pathway for the new ST Service.

RECOMMENDED REFERRALS TO THE SERVICE CONTINUED...

| No. | Referral pathway | Referral pathway explained |
|-----|--|--|
| 3 | <p>RESPOND AND RECORD <i>Provider must make contact with the tenant within 48 hours of receiving the referral, and record the response both in their own CRM and to the referrer.</i></p> | <p>3.1 The provider will:</p> <ul style="list-style-type: none"> Initially assess if the tenant is appropriate for the service Make contact with the tenant within 48 hours of receiving the referral Record the response both in their own CRM and to the referrer. |
| 4 | <p>GET TENANT CONSENT <i>Provider must obtain tenant consent in order to work with them in the Sustaining Tenancies service.</i></p> | <p>4.1 The provider will obtain tenant consent: One recommended criteria is for all ST providers to meet NZ Government's Level 3 Social Sector Accreditation Standards (the Standard). The Standard states that providers delivering services must have written client consent policies and procedures in place. In addition the Standard observes that documentation held by an organisation will include signed consent forms saved in the client's file. Consent forms must include (as a minimum):</p> <ul style="list-style-type: none"> Client agreement to participate in services; or Consent for a client to participate in services given by their representative (e.g. key worker); and Consent to transport client if necessary; Consent to obtain or release information; Consent to medicate and to obtain medical assistance if required. |
| 5 | <p>COMPLETE RISK ASSESSMENT <i>Provider completes a risk assessment to determine the tenant's level of risk</i></p> | <p>5.1 Provider will complete an initial risk assessment It is recommended that providers complete a risk assessment on tenants to determine their level of support needs (this is discussed further under <i>Recommendation five: Service provision</i>).</p> |

4.4 RECOMMENDATION FOUR: REFERRALS TO THE SERVICE

Noted below is our recommended referral pathway for the new ST Service.

RECOMMENDED REFERRALS TO THE SERVICE CONTINUED...

| No. | Referral pathway | Referral pathway explained |
|-----|--|---|
| 6 | UPDATE THE REFERRER <i>Provider will update the referrer</i> | 6.1 The provider will update the referrer: <ul style="list-style-type: none"> Update referrer |
| 7 | PROVIDE REPORTING <i>Provider will report to HUD on tenant outcomes (i.e. monthly and quarterly performance reporting)</i> | 7.1 The provider will report to HUD: <ul style="list-style-type: none"> Provider will regularly reassess the tenant's support requirements and risk profile and report back to HUD monthly and quarterly. |

4.4 RECOMMENDATION FOUR: REFERRALS TO THE SERVICE

Noted below are the medium to long-term recommendations for HUD to consider implementing, in order to ensure an efficient service.

MEDIUM TO LONG-TERM RECOMMENDATIONS FOR REFERRALS TO THE SERVICE

| | RECOMMENDED | PURPOSE/REASONS |
|---|---|---|
| 1 | Develop referral pathways using formal business process engineering | <ul style="list-style-type: none"> Clear documentation to explain the new ST referral business process Allows for performance improvement in the future once the full referral pathway for public and private clients is identified. |
| 2 | Develop referral templates to standardise information flow between referrer and providers | <ul style="list-style-type: none"> Clarify information easily for evaluation purposes. It is easier to see what information was sent, when it was sent, how it was sent and how the provider responded to this information. |
| 3 | Develop client consent form | <ul style="list-style-type: none"> Design and develop a template consent form that can be used by providers across the country to gain multiple consents in a single form. This will provide support to providers who don't have their own consent forms to ensure they are providing the right information. The form should be clear, simple and get the following consents from the tenant: <ol style="list-style-type: none"> Tenant agreement to participate in services; or Consent for a tenant to participate in services given by their representative (e.g. key worker); and Consent to transport tenant if necessary; Consent to obtain or release information; Consent to medicate and to obtain medical assistance if required. |
| 4 | Develop provider reporting | <ul style="list-style-type: none"> Ensures HUD receives consistent and necessary data from providers Makes performance reporting for ST providers less onerous. |
| 5 | Develop MoU and Joint Responsibility Agreements | <ul style="list-style-type: none"> Create Memorandum of Understanding and/or Joint Responsibility Agreements with key government departments and agencies to share information about ST tenants who are also receiving their services. |

4.5 RECOMMENDATION FIVE: SERVICE PROVISION

Service provision represents the core service that is delivered by community-based providers to a client. The New Zealand Government Procurement defines it as buying the right quality and quantity of service at the right time and place for the right price.

SERVICE PROVISION OVERALL AIM IS TO REDUCE HOMELESSNESS IN NZ

The overall aim of the ST service provision is to prevent tenants from losing their tenancies.

The ST service provision is centred around the tenant/whānau and aims to understand their needs and then wrapping the level and intensity of support required for the tenant to be successful and their tenancy is sustained.

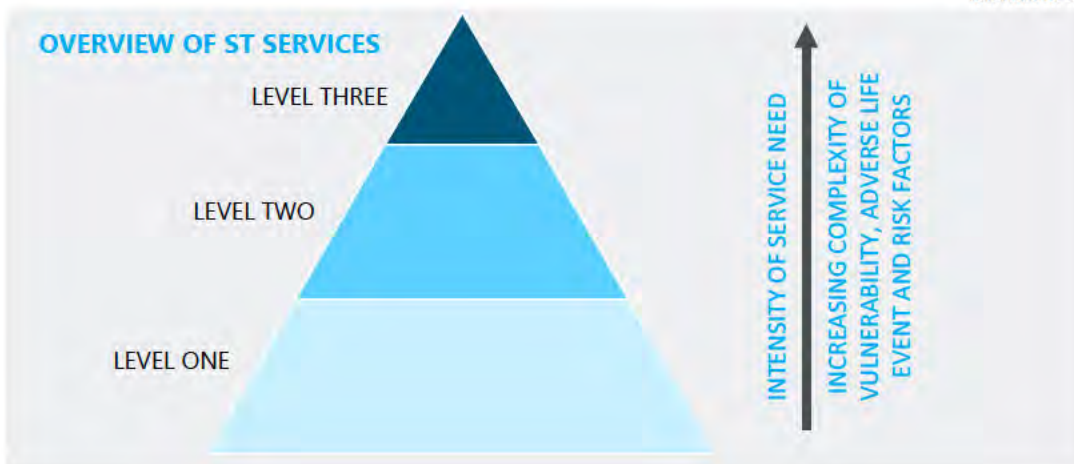
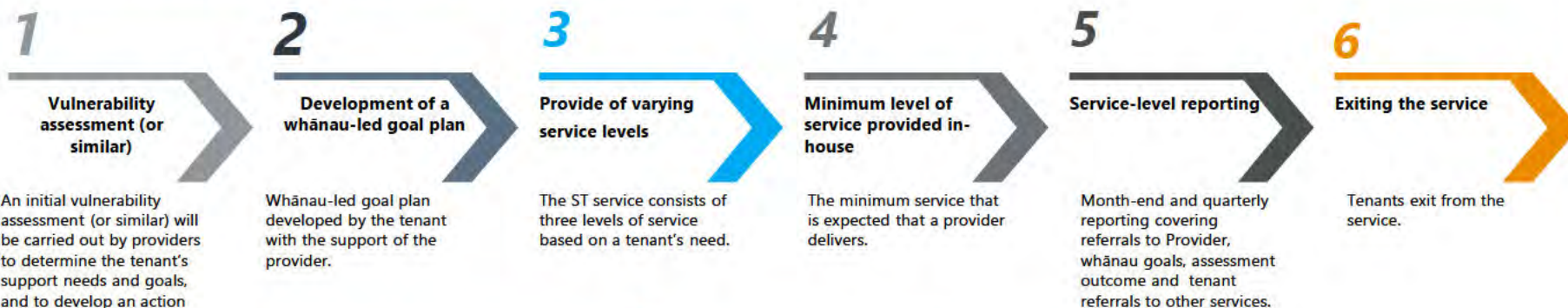


“Service provision needs cater for multiple, interlocking needs that span health and social issues. People with complex needs may have to negotiate a number of different issues in their life, for example learning disability, mental health problems, substance abuse. They may also be living in deprived circumstances and lack access to suitable housing or meaningful daily activity”

4.5 RECOMMENDATION FIVE: SERVICE PROVISION

Illustrated below and expanded in the slides that follow is the recommended service provision for the new ST service.

RECOMMENDED SERVICE PROVISION FOR THE NEW ST SERVICE



4.5 RECOMMENDATION FIVE: SERVICE PROVISION

Noted below is the recommended service provision for the new ST Service.

RECOMMENDED SERVICE PROVISION FOR THE NEW ST SERVICE

| No. | Service Provision | Service Provision explained |
|-----|---|---|
| 1 | <p>Conduct Vulnerability Assessment</p> <p><i>An initial Vulnerability Assessment will be carried out by providers to determine the clients support needs and goals, and to develop an action plan to sustain client tenancy</i></p> | <p>1.1 Complete Vulnerability Assessment Tool (or similar) to understand tenants needs:</p> <p>Tenants may present with a range of needs impacting their tenancy. The provider will assess the needs of tenant and develop a response based on a tenant's individual needs.</p> <p>It is recommended that all providers of the ST service use 'the Vulnerability Assessment Tool' (VAT) (or similar) developed by ST George Community Housing in Australia (see, appendices for additional details on how it can be used). The VAT allows a provider to objectively determine the support needs of a tenant. The tool comprises a set of key indicators that gives a rating of needs relevant to personal health and wellbeing. By assessing a tenant's level of need across 20 indicators, such as medical needs, age, family support, the assessment will support the development of the 'Whānau Led Goal Plan' (see below).</p> <p>1.2 Providers must perform the following:</p> <ul style="list-style-type: none"> ▪ Step 1 – Complete initial screening, of all ST referrals to determine that the qualification criteria is met ▪ Step 2 – Follow the referral process from step 3 onwards (observed in recommendation four) ▪ Step 3 – Complete assessment on all accepted referrals with the tenant as an initial assessment, see SGCH VAT ▪ Step 4 – Obtain the initial assessment score for the tenant (and seek peer review/support if required) and complete the whānau-led goal plan ▪ Step 5 – Provide associated level of service. The ST levels of service noted in Slide 40 ▪ Step 6 – Complete regular assessments (e.g. some tenants may need more regular assessment than others) ▪ Step 7 – Perform final assessment at the time the tenant exits the service to determine improvement or decline in overall well-being and report back to HUD. |

4.5 RECOMMENDATION FIVE: SERVICE PROVISION

Noted below is the recommended service provision for the new ST Service.

RECOMMENDED SERVICE PROVISION FOR THE NEW ST SERVICE CONTINUED...

| No. | Service Provision | Service Provision explained |
|-----|--|---|
| 2 | <p>Develop whānau-led goal plan</p> <p><i>Whānau-led goal plan developed by the tenant with the support of the provider</i></p> | <p>2.1 Tenants will develop a whānau-led goal plan with the support of the provider that is based on their current situation and future goals identifying steps for them to sustain their tenancy and improve their well-being</p> <p>Providers will:</p> <ul style="list-style-type: none"> ▪ support the tenant in the development of the whānau-led goal plan incorporating kaupapa Māori principles ▪ note risks identified from the assessment in their own systems ▪ identify the issues and breaches experienced in the tenancy to date (e.g. rent arrears, damage to property) ▪ identify internal referrals to services (e.g. budgeting) ▪ identify external referrals to services (e.g. specialist mental health services) ▪ list any further actions required to sustain the tenancy (e.g. liaise with landlord about tenancy issues and concerns). |
| 3 | <p>Provide Service Level ST One</p> <p><i>The ST service consists of three levels of service based on a tenant's need.</i></p> | <p>3.1 Service level one (ST1) – is for tenants with less complex needs or issues. ST1 is for tenants who have some vulnerability and are at risk of losing their tenancy following an adverse life event. An assessment has been completed for the tenant with a score of 'Low' (Green).</p> <p>Providers will:</p> <ul style="list-style-type: none"> ▪ meet the tenant at least once per month for a general assessment check-up ▪ provide tenancy support to the tenant including property maintenance and upkeep ▪ support the tenant to rebuild whānau connections and to build a support network ▪ refer the tenant to community-based programmes (e.g church based programmes, community health programmes) ▪ Provide support and encouragement to the tenant to meet their goals (e.g return to work). <p>Assessment</p> <ul style="list-style-type: none"> ▪ New tenants to ST service: initial assessment completed by relevant staff member (key worker) records a score of 'Low'(green), or ▪ Existing tenants in the ST service: assessment completed by relevant staff member (key worker) to provide post assessment score ▪ Whānau-led goal plan developed by tenant with actions to overcome barriers and to achieve a sustained tenancy outcome. <p>Timeframe</p> <ul style="list-style-type: none"> ▪ Provider at a minimum will meet the tenant once a month ▪ It is expected that the tenant will need the ST service for a maximum of 6 months. |

4.5 RECOMMENDATION FIVE: SERVICE PROVISION

Noted below is the recommended service provision for the new ST Service.

RECOMMENDED SERVICE PROVISION FOR THE NEW ST SERVICE CONTINUED...

| No. | Service Provision | Service Provision explained |
|-----|--|--|
| 3 | Provide Service Levels continued... | <p>ST1 Example</p> <p><i>Bob is referred to the provider by a private tenancy manager who is concerned about Bob's mental health and condition of the property. Currently Bob's property is covered in rubbish and is not being regularly cleaned. Bob was assessed by the provider and was given a score of 58 (ST2), which mean he is at moderate risk of losing his tenancy. A whānau-led goal plan was developed with Bob. After 5 months of being in the service, Bob has made huge progress, which includes a clean property. A new assessment was undertaken after 6 months and Bob scored a 'low' score of 29 (ST1) indicating that he doesn't require the moderate level of support from the provider any longer. Bob is now transitioning to self-management with the provider and has hopes of soon exiting the service.</i></p> |

4.5 RECOMMENDATION FIVE: SERVICE PROVISION

Noted below is the recommended service provision for the new ST Service.

RECOMMENDED SERVICE PROVISION FOR THE NEW ST SERVICE CONTINUED...

| No. | Service Provision | Service Provision explained |
|-----|--|---|
| 3 | Provide Service Levels – ST Two | <p>3.2 Service level two (ST2) – expands and builds on the service delivered in ST1. ST2 is for tenants with persistent tenancy concerns and complex vulnerable and adverse life event risk factors impacting their ability to stay housed, and who require additional support services to those delivered in ST1.</p> <p>ST2 should include tenants that require support with one of the following:</p> <ul style="list-style-type: none"> ▪ Alcohol and drug use ▪ Mental health needs ▪ Dispute resolution with the landlord to keep their tenancy ▪ Property maintenance to the house. <p>Service Provision includes the Provider:</p> <ul style="list-style-type: none"> ▪ meeting the tenant at least once a fortnight for a check-up ▪ taking a multi-agency approach to addressing the tenant needs by accessing a number of agencies to provide support for the tenant (e.g. disability support) ▪ providing support with property maintenance and encouraging the tenant to maintain this ▪ providing referrals to Alcohol and Drug courses (if wanted) ▪ supporting the tenant to build whānau connections ▪ helping the tenant to access community courses. <p>Assessment</p> <ul style="list-style-type: none"> ▪ New tenants to ST service: initial assessment completed by relevant staff member (key worker) records a score of 'Moderate' (amber), or ▪ Existing tenants in the ST service: assessment completed by relevant staff member (key worker) to provide post assessment score ▪ Whānau-led goal plan developed by tenant with actions to overcome barriers and to achieve a sustained tenancy outcome. <p>Timeframe</p> <ul style="list-style-type: none"> ▪ Provider at a minimum will meet the client once a fortnight ▪ It is expected that the tenant will need the ST service for a maximum of 9 months. |

4.5 RECOMMENDATION FIVE: SERVICE PROVISION

Noted below is the recommended service provision for the new ST Service.

RECOMMENDED SERVICE PROVISION FOR THE NEW ST SERVICE CONTINUED...

| No. | Service Provision | Service Provision explained |
|-----|--|---|
| 3 | Provide Service Levels – ST Two | <p>ST2 Example</p> <p><i>Jane had a relationship breakdown and is currently in a Kāinga Ora property and is using alcohol and drugs. This led to friends coming around at all hours, causing complaints from the neighbours. Jane had begun to neglect her property, rubbish was not put out, needles were lying around and her tenancy manager was very concerned with Jane's well-being. An assessment noted her to be 75, which is 'high' (ST3) and on a pathway to homelessness. Charlie is a key worker that is supporting Jane, and she has now accepted his offer of help. Jane has a whānau-led goal plan, which includes her desire to stop taking drugs and start reconnecting with her whānau and marae in Ōtaki. A new assessment was undertaken after 3 months and Jane scored a 'moderate' score of 54 (ST2) indicating that she requires a moderate level of support from the provider.</i></p> |

4.5 RECOMMENDATION FIVE: SERVICE PROVISION

Noted below is the recommended service provision for the new ST Service.

RECOMMENDED SERVICE PROVISION FOR THE NEW ST SERVICE CONTINUED...

| No. | Service Provision | Service Provision explained |
|-----|--|--|
| 3 | <p>Provide Service Levels – Three</p> | <p>3.3 Service level three (ST3) – will provide complex or intensive services to support tenants with long standing persistent tenancy challenges and who are significantly likely to end up homeless again. The service is provided by a highly skilled key/social worker that has extensive experience working with very complex tenants. This service is for vulnerable tenants experiencing high vulnerability and adverse life events. This service will support tenants with at least one of the following:</p> <ul style="list-style-type: none"> ▪ Outstanding and/or unresolved sensitive claims issue (e.g. historic sexual abuse) ▪ Recurring alcohol and drug use ▪ Complex health problems (e.g. has experienced significant accident or illness) ▪ Financial needs (e.g. not receiving correct MSD financial support and needs support to access it as is currently trespassed from the local office) ▪ Corrections and/or Justice (MoJ) history (e.g. recently released from prison) ▪ History of family violence. <p>ST 3 must include one of the following:</p> <ul style="list-style-type: none"> ▪ Specialist mental health needs ▪ Alcohol and drug use ▪ Property maintenance to the house ▪ Cleaning services ▪ Dispute resolution with the landlord to keep their tenancy. <p>Service Provision includes the Provider:</p> <ul style="list-style-type: none"> ▪ meeting the client 2 – 3 times a week ▪ providing support to the tenant to manage unwanted guests ▪ taking time to understand tenants network on the street and looking for him/her when not home for more than 2 days ▪ taking a multi-agency approach to addressing the tenant needs by accessing a number of agencies to provide support for the tenant (e.g. mental health, disability support, ACC for sensitive claims) ▪ connecting the tenant to a health professional to ensure the tenant is receiving appropriate medication (if required) ▪ supporting the tenant to access regular cleaning services. |

4.5 RECOMMENDATION FIVE: SERVICE PROVISION

Noted below is the recommended service provision for the new ST Service.

RECOMMENDED SERVICE PROVISION FOR THE NEW ST SERVICE CONTINUED...

| No. | Service Provision | Service Provision explained |
|-----|---|---|
| 3 | Provide Service Levels – ST Three cont... | <p>Assessment</p> <ul style="list-style-type: none"> ▪ New tenants to ST service: initial assessment completed by relevant staff member (key worker) records a score of 'High'(red), or ▪ Existing tenants in the ST service: assessment completed by relevant staff member (key worker) to provide post assessment score ▪ Whānau-led goal plan developed by tenant with actions to overcome barriers and to achieve a sustained tenancy outcome. <p>Timeframe</p> <ul style="list-style-type: none"> ▪ Provider at a minimum will meet the tenant 2 – 3 times per week ▪ Provider can deliver the service to the tenant for a maximum of 12 months. <p>ST3 Example: <i>Tamati is an ex-prisoner, who grew in state care, and has outstanding sensitive state care claims. He is estranged from his wife and children is currently housed in a Kāinga Ora property. He is happy with his house, but doesn't know how to make it a 'home' as he has spent a lot of time in prison and on the streets. He frequently goes missing and reverts to spending time on the streets drinking and smoking with his "street whānau" when he gets bored or feels isolated. His property has been used multiple times by others and neighbourhood gangs as he is not comfortable with setting boundaries to prevent this. His risk assessment score is very 'high'. His whānau-led goal plan indicates that his immediate goal is to "connect with his whare".</i></p> |
| 4 | <p>Minimum level of service provided in-house <i>The minimum service that is expected that a provider will have the capability to provide internally</i></p> | <p>4.1 Providers will focus on their competency when delivering support services to tenants, and will outsource to other services where they don't have the required areas of expertise.</p> <p>Provider must be able to provide the following services internally (as a minimum):</p> <ul style="list-style-type: none"> ▪ life skills education and coaching ▪ advocacy and support service navigation (e.g. access to Tenant Protection Services, Plunket, legal advice and others) ▪ needs assessment and goal planning ▪ referrals to financial literacy courses – where best suited for the whānau ▪ advocacy with landlords within 48 hours of referral ▪ providing or arranging quick maintenance to the property as and when required e.g. gardening service, minor fixes to the house. |

4.5 RECOMMENDATION FIVE: SERVICE PROVISION

Noted below is the recommended service provision for the new ST Service.

RECOMMENDED SERVICE PROVISION FOR THE NEW ST SERVICE CONTINUED...

| No. | Service Provision | Service Provision explained |
|-----|---|---|
| 5 | <p>Service Level Reporting <i>Month-end and quarterly reporting covering referrals to provider, whānau goals, assessment outcome, tenant referrals to other services</i></p> | <p>5.1 It is recommended that providers report to HUD on the following:</p> <p>A. Referrals</p> <ul style="list-style-type: none"> Monthly reporting on referrals to the provider – e.g. number of referrals received that month, number of referrals accepted, referral sources, demographics details on tenant, reasons for accepting referrals, reasons for criteria not met for the service <p>B. Whānau-led goal plans</p> <ul style="list-style-type: none"> Quarterly reporting on whānau-led goal plans – e.g. # of goals achieved in last quarter and examples of whanau led goals achieved <p>C. Assessment</p> <ul style="list-style-type: none"> Quarterly reporting on assessment score - e.g. for new, current and exiting tenants <p>D. Monthly and Quarterly reporting on tenant numbers</p> <ul style="list-style-type: none"> Monthly reports on ST service levels – e.g. ST one (ST1); ST two (ST2); ST three (ST3) and; exited the service – client demographics and usage Monthly reporting on total no. of tenants Referral to other services – number of tenants referred to other services and the service types referred to <p>E. End of year reporting / evaluation (see next slide)</p> <ul style="list-style-type: none"> End of year – tenant stories and case-studies. |

4.5 RECOMMENDATION FIVE: SERVICE PROVISION

Noted below is the recommended service provision for the new ST Service.

RECOMMENDED SERVICE PROVISION FOR THE NEW ST SERVICE CONTINUED...

| No. | Service Provision | Service Provision explained |
|-----|-----------------------|---|
| 6 | End of Service | <p data-bbox="621 406 922 435">6.1 Exiting the ST Service:</p> <p data-bbox="621 464 1875 492">It is the goal of the ST service for a tenant to develop the skills and knowledge to independently manage their tenancy.</p> <p data-bbox="621 521 1916 578">When an individual or whānau exits the ST service it is recommended that the outcome/reason for exit is reported to HUD by the Provider.</p> <p data-bbox="621 606 1295 635">The ST service may end due to a number of scenarios including:</p> <ul data-bbox="621 635 1916 885" style="list-style-type: none"> <li data-bbox="621 635 1781 692">▪ the tenant has achieved the agreed outcomes and they determine they are ready to manage their tenancy independently <li data-bbox="621 692 1916 749">▪ the tenant has not achieved their goals and the Provider determines that the tenant needs a different service (provider must report their recommendation for ongoing support and where a referral has been made) <li data-bbox="621 749 1916 806">▪ the tenant has successfully completed the whānau-led goal plan and received a low rating (Green) and determines that support is no longer required <li data-bbox="621 806 1916 863">▪ the tenant has been provided with ST service and during the service it is determined that they no longer require the ST services (e.g. change of location) <li data-bbox="621 863 1522 885">▪ the tenant has declined further ST services and or self-withdraws from the service. |

4.5 RECOMMENDATION FIVE: SERVICE PROVISION

Noted below are the medium to long-term recommendations for HUD to consider implementing, in order to ensure an efficient service.

MEDIUM TO LONG-TERM RECOMMENDATIONS FOR SERVICE PROVISION

| | RECOMMENDED | WHY ITS REQUIRED |
|---|--|---|
| 1 | Identify a single common assessment tool to be used across all ST providers, that meet needs of clients, providers and HUD | <ul style="list-style-type: none"> Get consensus on a single common assessment tool that can be adopted by all ST providers across the country. This will allow HUD to track the outputs and measures benefits for its clients more easily. HUD and the sector may wish to consider a tool such as the VAT from SGCH (or another). Should an existing tool not quite fit the requirements of the ST service, refinement of the tool may be appropriate. |
| 2 | Develop Service Level Reporting Templates and process | <ul style="list-style-type: none"> Design reporting process with HUD's Funding and Programme Delivery: Data and reporting team Design service level reporting for ST with Funding and Programme Delivery: Data and reporting team. |

4.6 RECOMMENDATION SIX: OUTCOMES

Outcomes are what you want or expect to happen as a consequence of a service. Outputs are the things or activities produced. A good service should specify and measure outcomes, rather than just outputs, which includes: (i) focusing on the difference a service makes for people; (ii) gives providers (together with funders) flexibility to develop different and innovative approaches to test and change according to the evidence about the difference a service makes; (iii) supports evidence gathering about what works.

PERFORMANCE MEASURES

Performance measures will help to address whether or not the ST service is working and delivering the outcomes initially intended. Performance measures will help HUD and providers of the ST service address three important questions which are:

1. How much did we do?
2. How well did we do it?
3. Is anyone better off?



“Sustaining Tenancies success is all about getting the client from sustaining to maintaining their tenancy.”

4.6 RECOMMENDATION SIX: OUTCOMES

Illustrated below, and expanded in the slides that follow, are the recommended service outcomes for the new ST service.

RECOMMENDED SERVICE OUTCOMES FOR THE NEW ST SERVICE

| Current State | Service Objective | Input | Output | Outcomes for the new service |
|--|--|---|--|---|
| Increasing rate of homelessness | Prevent increasing rates of homelessness by improving security of tenure for households who are already in secure housing, but at risk of homelessness | Tailor support to the household's needs and goals. This could include budget advice, help with relationship issues, addressing health needs, house cleaning, property maintenance, learning routines for healthy living, life skills coaching, and assistance to help them return to education, training or stable work | 1550 households at risk of homelessness per year are supported to sustain their tenancies and avoid homelessness | 1 Reduced rates of homelessness |
| Affordable housing shortage and increasing living costs leading to high levels of housing stress | | | | 2 Security of tenure for low income households |
| Insecurity of tenure for low income households | | | | 3 Improved overall wellbeing for people with complex needs |
| Growing number of people with complex needs | | | | 4 Reduced reliance on emergency housing solutions |
| Housing stress exacerbates complex issues (e.g. mental health) leading to risk of eviction | | | | 5 Improved mental and physical health |
| Reliance on emergency housing solutions | | | | 6 Improved safety and security for households and communities |
| | | | | 7 Improved social connections |

4.6 RECOMMENDATION SIX: OUTCOMES

Noted below are the recommended service outcomes for the new ST Service.

| No. | Service Outcome | Service Outcomes expected from this service |
|-----|-----------------------------|---|
| 1 | Service Outcomes | <p>1.1 This initiative will reduce adverse exits from public and private housing, which will help to:</p> <ul style="list-style-type: none"> ▪ Reduce reliance on transitional and emergency housing ▪ Help prevent rates of homelessness from increasing ▪ Improve wellbeing for individuals and whānau including positive outcomes for employment, relationships, education and health, and reduce pressure/costs on other parts of the state care system (e.g. health, corrections) ▪ Increase the resilience of individuals and households, so their improved wellbeing is sustainable over the long term ▪ Provide a better understanding of the level and type of needs of tenants at risk of losing their tenancy, particularly in the private market. <p>1.2 The service outcomes for the new ST service are as follows:</p> <ol style="list-style-type: none"> 1. Reduced rates of homelessness 2. Security of tenure for low income households 3. Improved overall wellbeing for people with complex needs 4. Reduced reliance on emergency housing solutions 5. Improved mental and physical health 6. Improved safety and security for households and communities 7. Improved social connections. |
| 2 | Performance Measures | <p>Performance measures are specific to the tenant receiving the service.</p> <p>1.1 Benefits of having performance measures include:</p> <ul style="list-style-type: none"> ▪ Performance measures are about populations of people ▪ Performance measures are usually about people who receive a service ▪ Performance measures are about a known group of people who receive a service and conditions for this group can often be accurately measured. |

4.6 RECOMMENDATION SIX: OUTCOMES

Noted below are the recommended service outcomes for the new ST Service.

| No. | Service Outcome | Service Outcomes expected from this service |
|-----|--------------------------------|---|
| | | 2.2 Performance measures of outcomes are as follows: |
| 2 | Performance measures continued | <ol style="list-style-type: none"> 1. Reduced rates of homelessness. <ul style="list-style-type: none"> ▪ Number of tenants who have been engaged in ST each month/quarter ▪ Number of tenants who have sustained their tenancy over 3 months, 6 months and at the end of the service contract. 2. Security of tenure for low income households <ul style="list-style-type: none"> ▪ Number and percentage of tenants in receipt of a main benefit who have sustained their tenancy over 3 months, 6 months and at the end of the service contract. 3. Improved overall wellbeing for people with complex needs <ul style="list-style-type: none"> ▪ Regular case studies and formative evaluation at the end of the contract. 4. Reduced reliance on emergency housing solutions <ul style="list-style-type: none"> ▪ Number and percentage of tenants who received housing benefit and as a result of receiving this service their benefit have reduced (both in types of housing services used, and benefits received). 5. Improved mental and physical health <ul style="list-style-type: none"> ▪ Regular case studies and formative evaluation at the end of the contract. 6. Improved safety and security for households and communities <ul style="list-style-type: none"> ▪ Regular case studies and formative evaluation at the end of the contract. 7. Improved social connections <ul style="list-style-type: none"> ▪ Regular case studies and formative evaluation at the end of the contract. |

4.6 RECOMMENDATION SIX: OUTCOMES

Noted below are the medium to long-term recommendations for HUD to implement in order to make managing the new service more efficient.

MEDIUM TO LONG-TERM RECOMMENDATIONS FOR SERVICE PROVISION

| RECOMMENDED | WHY ITS REQUIRED |
|---|---|
| <p>1</p> <p>Develop performance monitoring framework</p> | <ul style="list-style-type: none"> Design and develop a monitoring framework |

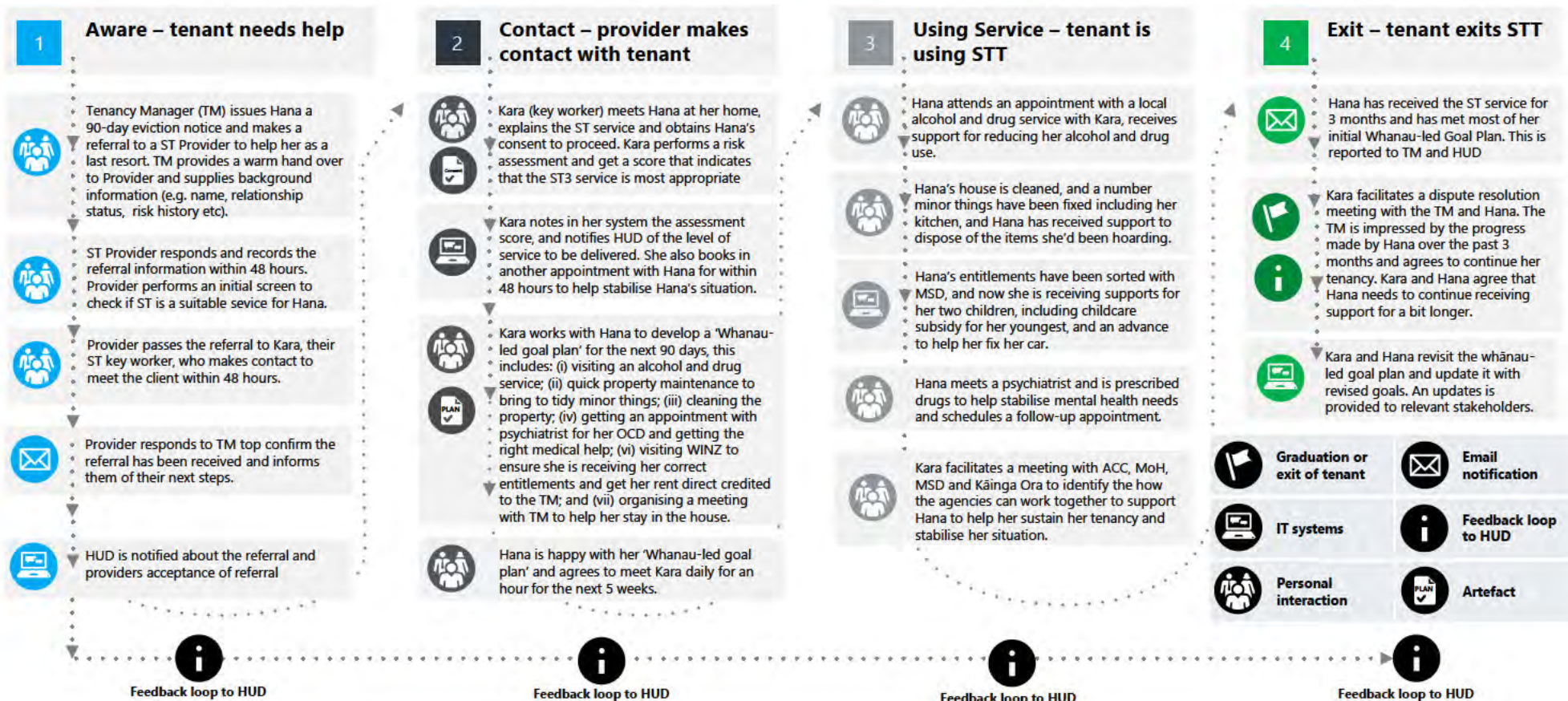


A. APPENDICES

This section provides supplementary information to support this report.

A1 SUSTAINING TENANCIES – JOURNEY MAP

An hypothetical journey map is illustrated below for a vulnerable client receiving the new Sustaining Tenancies service described in this report.



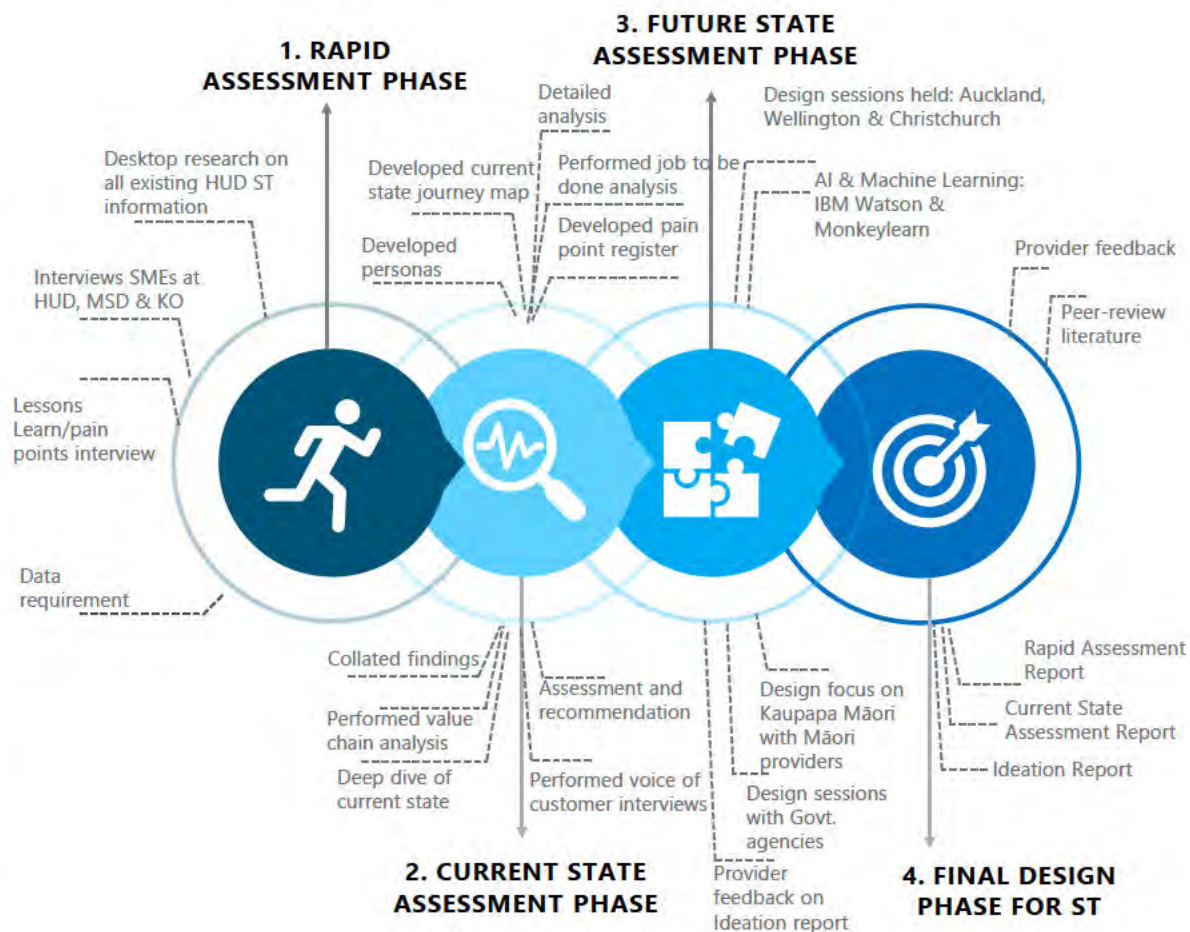
Name: Hana
 Age: 30
 Relationship: single
 Dependents: 2 kids aged (5 and 7)
 Vulnerability factors: Low income, had debt, has mental health needs, and is a regular alcohol and drug user
 Adverse life events: her brother, who was her best friend, has recently passed away due to ill health in Rotorua

A2 OUR APPROACH FOR DESIGNING A NEW ST SERVICE

Our design approach employed an iterative agile framework, broken into four distinct phases that provided inputs for the final report. The four design phases were: (1) rapid assessment phase; (2) current state assessment phase; (3) future state assessment phase; and (4) final design phase.

Our design approach employed four distinct phases summarised below:

- 1. Rapid assessment phase** – the aim of this phase was to develop quick understanding of the current situation, the main issues within the current situation and confirm resource, and timelines for the ST design process. Main activities in this phase included: conducting desktop research on existing HUD information; interviewing subject matter experts (SMEs) at HUD, MSD and KO, learning from lessons learned workshops and pain-points, and reviewing existing data and develop further data requirements
- 2. Current State Assessment** – the aim of this phase was to perform a deep dive into a number of issues identified in the 'Rapid Assessment Report for ST'. Current State Assessment creates a reference point for changes that need to be made in the current ST in order to improve the service for all stakeholders. The Current State report (output for this phase) created a baseline to track all improvement and changes required
- 3. Future State Assessment** – the aim of this phase was to redesign a new ST service with providers across New Zealand. Design sessions were held in Auckland, Wellington, Christchurch for providers to participate in the designing of a new ST service. Stakeholders went through a design thinking exercise to explore different elements of ST service, with presenting a finished prototype service at the end. In order to design a new service, the learnings from Current State Assessment were presented to the stakeholders so they understood the main pain points the in the current ST service
- 4. Final Design of ST (current report)** – collected the main inputs from the past three phases, and synthesised all the inputs into a recommended design of a new ST service with six design elements: (1) service principles; (2) cultural values; (3) cohort data; (4) referrals process; (5) service provision; and (6) service outputs.



A3 DESIGN STAKEHOLDERS – WORKSHOP ATTENDEES

We conducted design assessment workshops between 21 October and 20 December 2019.

| Name | Role |
|-------------------|--|
| Kirsty Buggins | Manager, Housing and Support Services, HUD |
| Justine Angell | Principal Advisor, Housing and Support Services, HUD |
| Laura Lumley | Senior Advisor, Housing and Support Services, HUD |
| Tania McHugo | Senior Advisor, Housing and Support Services, HUD |
| Mihaka Panapa | Senior Advisor, Housing and Support Services, HUD |
| Sharleen Alaifea | Team Leader, Contracts Management, HUD |
| Peter Jacobs | Senior Advisor, Contracts Management, HUD |
| Evan Hargis | Senior Advisor, Contracts Management, HUD |
| Jaehong Kim | Senior Advisor, Contracts Management, HUD |
| Toni Polkinghorne | Executive Assistant, Housing and Support Services, HUD |
| Karen Coleman | Senior Service Designer, Service Design and Development, MSD |
| Yvette Southorn | Director, Service Design and Development, MSD |
| Natalie Keyes | Manager, Data and Programme Reporting, HUD |
| Greg Eriksen | Senior Analyst, Data and Programme Reporting, HUD |
| Kayden Briskie | Analyst, Data and Programme Reporting, HUD |
| Alex Lomakina | Senior Analyst, Data and Programme Reporting, HUD |
| Shannon Gatfield | National Operations Manager, People and Homes, Kāinga Ora |
| Karla Fisher | Principal Advisor, Kāinga Ora |
| Aaron Jeavons | Kāinga Ora |

A4 CO-DESIGN SESSIONS – PROVIDERS IN ATTENDANCE

We conducted co-design sessions for ST service with our providers in Auckland, Wellington and Christchurch in November 2019.

| Name | Organisation |
|--------------------|--|
| Sia To'omaga | DCM |
| Rosa Ariu | Wesley Community Action |
| Dinahlee Manaena | Emerge Aotearoa |
| Farisha Begg | National Collective of Independent Women's Refuges |
| Martina Cziharz | Wharemanaaki – Porirua Women's Refuge |
| Carol Arnold | Palmerston North's Womens Refuge |
| Renee Pere | Palmerston North's Womens Refuge |
| Lynda Ryan | Takiri Mai Te Ata Trust |
| Sally Babbage | Housing Advice Centre, Palmerston North |
| Bethan Jones | Accessible Properties New Zealand Limited |
| Ali Hamlin-Paenga | Kahungunu Whānau Services |
| Paula Werowa | Mangatawa Papamoa Blocks Inc |
| Julie Te Amo | Mangatawa Papamoa Blocks Inc |
| Caral Bentley | BEST Hutt Valley |
| Louis Norval | LadderUP |
| Laurette Farr | Salvation Army |
| Teresa Homan | Upper Hutt Housing Trust |
| Lexi Manvel | Salvation Army |
| Sue Clarke | Dwell Housing Trust |
| Stephanie McIntyre | DCM |
| Annie Bretherton | Upper Hutt Housing Trust |
| Anhleigh Martin | Gore Refuge |
| Stephanie Finnie | Gore Refuge |
| Corina Sommerville | Queenstown Lakes Community Housing Trust |

A4 CO-DESIGN SESSIONS – PROVIDERS IN ATTENDANCE CONT..

We conducted co-design sessions for ST service with our providers in Auckland, Wellington and Christchurch in November 2019.

| Name | Organisation |
|-----------------|---|
| Sam Cooper | Ministry of Housing and Urban Development |
| Shannon Mihaere | Ministry of Housing and Urban Development |
| Whiti Turner | Ministry of Housing and Urban Development |
| Kevin Harper | Ministry of Health |
| Peter Jacobs | Ministry of Housing and Urban Development |
| Evan Hargis | Ministry of Housing and Urban Development |
| Yvette Southorn | Ministry of Social Development |
| Karen Coleman | Ministry of Social Development |
| Lorrae Ward | Ministry of Housing and Urban Development |
| Helen Johnston | Corrections |
| John Fyvie | Corrections |
| Jo Hinds-Brown | ACC |
| Tina Dellow | Kāinga Ora |
| Aaron Jeavons | Kāinga Ora |
| Karla Fisher | Kāinga Ora |
| David Zussman | Community Housing Aotearoa |
| Rozalie Feyer | Ministry of Social Development |
| Melba Tolai | Ministry of Social Development |
| Jennie Smeaton | Te Puni Kōkiri |
| Ian Savage | Ministry of Social Development |
| Denise Jackson | Ministry of Social Development |

A4 CO-DESIGN SESSIONS – PROVIDERS IN ATTENDANCE CONT...

We conducted co-design sessions for ST service with our providers in Auckland, Wellington and Christchurch in November 2019.

| Name | Organisation |
|------------------------|----------------------------------|
| Melanie Tata | Ngāti Ranginui Iwi Soc Inc |
| Tom Caukwell | LinkPeople |
| Jasmin Wairau | Te Taumata o Ngāti Whakauē |
| Jordon Harris | Te Taumata o Ngāti Whakauē |
| Pollyanne Taare | LinkPeople Rotorua |
| Michelle Triana-Bishop | LinkPeople Rotorua |
| John Gibson | Tauranga Community Housing Trust |
| Suzanne Tana | Accessible Properties |
| Wayne Cooper | Accessible Properties |
| Jasmine Herewini | Salvation Army Social Housing |
| Vine Isaiah | Kahui Tū Kaha |
| Peter Lauina | Tamaki Housing Association |
| Monica Leavai | Tamaki Housing Association |
| Kylie Stevenson-Wright | Tauranga Community Housing Trust |
| Angela Maynard | Tenants Protection Association |
| Rose Lythe | Catholic Social Services |
| Chris Paku | Emerge Aotearoa |
| Pam Wara | Emerge Aotearoa |
| Wendy Beck | Emerge Aotearoa |
| Bernie Smith | Monte Cecilia Housing Trust |
| Moana Paul | Emerge Aotearoa |

A4 CO-DESIGN SESSIONS – PROVIDERS IN ATTENDANCE CONT...

We conducted co-design sessions for ST service with our providers in Auckland, Wellington and Christchurch in November 2019.

| Name | Organisation |
|--------------------|---------------------------------------|
| Ricky Houghton | He Korowai Trust |
| Sarah Greenaway | Lifewise |
| Tipene Lemon | Kahui Tū Kaha |
| James Widgery | Visionwest |
| Tautoko Wikita | Kahui Tū Kaha |
| Sisi Fale | Strive Community Trust |
| Bill Peace | Strive Community Trust |
| Zucchi Leonard | Christchurch City Mission |
| Annette Sutherland | Comcare |
| Cate Kearney | Otautahi Community Housing Trust |
| Lisa Coulter | Tenants Protection Association (Chch) |
| Penny Arthur | Tenants Protection Association (ChCh) |
| James Widgery | VisionWest |
| Nathan Beale | VisionWest |

A5 VULNERABILITY ASSESSMENT TOOL

Noted below is supplementary information on SGCH Vulnerability Assessment Tool (VAT) which is recommended by Forrester Partners. HUD may wish to consider alternative assessment tools.

RECOMMENDED FOR ASSESSMENT IN SERVICE PROVISION

| VAT | How does the Vulnerability Assessment Tool (VAT) work |
|---|---|
| <p>Vulnerability Assessment Tool</p> | <p>How does the Vulnerability Assessment Tool (VAT) work? The VAT allows social workers to objectively determine the support needs of vulnerable clients. The tool comprises a set of key indicators that gives a rating of needs relevant to personal health and wellbeing. By rating a person's level of need across 20 indicators, such as medical needs, age, family support, the VAT facilitates the development of a tailored 'Whānau-led goal plan' (see below).</p> <p>For the ST service, the VAT would:</p> <ul style="list-style-type: none"> ▪ allow providers to determine the severity and likelihood of tenancy being at risk ▪ permit information to be used to indicate if a tenancy is at risk and client requires ST services or it doesn't ▪ Allow providers to use the information to work with the tenant and other services (e.g. Mental health) to develop or modify a Whānau-led goal plan. <p>The VAT should be used for all tenants in the ST service</p> <ul style="list-style-type: none"> ▪ VAT is completed for all tenants once the tenant has been accepted into the ST service ▪ VAT is a simple tool that provides a rating scale for key indicators across a range of 20 domain that international best practice in Australia has found to be the key factors underpinning a possible loss of tenancy. These include issues such as financial, health, age, self-care, living skills, addiction and previous tenancy issues ▪ VAT enables standardisation which would allow HUD to compare different service providers and clients in a structure fashion, making insights easier to generate at system level ▪ VAT would assist HUD in tracking against its outcomes (see Recommendation five). |

A5 VULNERABILITY ASSESSMENT TOOL CONT...

Noted below is supplementary information on SGCH Vulnerability Assessment Tool (VAT).

RECOMMENDED FOR ASSESSMENT IN SERVICE PROVISION

VAT

How does the Vulnerability Assessment Tool (VAT) work

VAT's utilises three rankings: Green, Amber and Red

The VAT utilises three rankings of Green, Amber and Red to identify the severity of housing issues currently being experienced by the tenant. These rankings provide clear direction to the Provider and HUD in regard to speed of response and type of service required. When a provider completes the VAT for a tenant, the score is peer reviewed (if required) in order to ensure consistency and accuracy.

The VAT Rating scale



A6 WHĀNAU-LED GOAL PLAN

Noted below is supplementary information for the whānau-led goal plan

- Providers will support the tenant in the development of the whānau led goal plan incorporating kaupapa Māori principles
- Providers will note risks identified from the assessment in their own systems
- Providers will identify the issues and breaches experienced in the tenancy to date (e.g. rent arrears, damage to property)
- Providers will identify internal referrals to services (e.g. budgeting)
- Providers will identify external referrals to services (e.g. specialist mental health services)
- Providers will list any further actions required to sustain the tenancy (e.g. liaise with landlord about tenancy issues and concerns).

CLIENT:

Q. What are the risks associated with Sustaining this tenancy? e.g. rent arrears, debt, hoarding and squalor

Q. What are the tenancy issues (s)?

Recommendations and referrals to internal services

Recommendations and referrals to external services

A6 WHĀNAU-LED GOAL PLAN CONT...

Noted below is supplementary information on the whānau-led goal plan

Goals must be SMART (specific, measurable, achievable, realistic/relevant and timely)

| GOALS | ACTION(S) / REQUIRED | SERVICE PROVIDER / TENANT | REVIEW DATE |
|---|----------------------|---------------------------|-------------|
| <i>e.g. I will put my own rubbish out in time for the weekly rubbish collections within three weeks (10 August)</i> | | | |
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |

CLIENT SIGNATURE

SUPPORT WORK SIGNATURE

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KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET

TRANSITIONAL HOUSING

(TE TŪĀPAPA KURA KĀINGA - MINISTRY OF HOUSING AND URBAN
DEVELOPMENT)

4 Whiringa-ā-rangi | November 2022

CROWN LAW

TE TARI TURE O TE KARAUNA

Pouaka Poutāpeta PO Box 2858
TE WHANGANUI-Ā-TARA WELLINGTON 6140
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Counsel Acting:

Rachael Schmidt-McCleave

rachael.schmidt-mccleave@kshambers.co.nz

| | | |
|----|--------------------------|--|
| 1. | Basic information | <p>Title of policy / programme: Transitional Housing (to be read in conjunction with Evidential Fact Sheet on Preventing and Reducing Homelessness: Increasing Supply in the Short Term to Reduce Reliance on Motels and Evidential Fact Sheet on the Public Housing Plan)</p> <p>Year introduced: 2016</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <p>Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development (HUD) assumed responsibility for Transitional Housing from the Ministry of Social Development (MSD) when it (HUD) was established in October 2018.</p> <p>High level summary of policy/programme:</p> <p>Transitional housing provides warm, dry, short-term accommodation housing for people and whānau who do not have anywhere to live. Transitional housing includes support services to help people secure a longer-term home and get back on their feet so that they are in a stronger position to stay housed.</p> <p>Transitional housing sits within the ‘supply’ area of the Aotearoa New Zealand Homelessness Action Plan 2020-2023 (HAP). The ‘supply’ focus of HAP is for individuals, families, and whānau experiencing homelessness to move quickly into stable accommodation and access wider social support to address needs. This will contribute to achieving HAP’s vision that “homelessness in New Zealand is prevented where possible, or is rare, brief and non-recurring.”</p> <p>As at January 2022, there were 5,090 transitional housing places available across New Zealand. These places have the potential to house up to 20,360 households per year. Delivery of transitional housing places is generally by new builds, re-purposed properties, and properties leased from the private market.</p> <p>As part of the HAP, HUD increased the number of Transitional Housing places by 1,000. Delivery has continued through the Public housing Plan 21-24, with an additional 2,000 transitional homes due by 2022. Budget 2020 announced the additional 2,000 transitional homes.²</p> |
|----|--------------------------|--|

² [8000 more public houses to be delivered | Beehive.govt.nz](#)

| | | |
|----|--|---|
| | | <p>Overlapping/Related policies/programmes:</p> <p>The transitional housing policy has linkages with work on supply of affordable and appropriate housing (such as the Resource Management Act review and the new Public Housing Plan which was released in early 2021), as well as appropriate income and benefits specifically related to housing (such as the Accommodation Supplement or Rent Arrears Assistance etc).</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <ul style="list-style-type: none"> • HUD • The Treasury • MSD • Kainga Ora-Homes and Communities (then Housing New Zealand) (Kāinga Ora) • Non-Governmental organisations (Accredited transitional housing providers) |
| 2. | <p>Aims or Objectives of the Policy / Programme</p> | <p>The aim of the programme is to provide warm and safe short-term housing, while helping people secure a longer-term home and get back on their feet so that they are in a stronger position to stay housed. The objective is to support people to overcome barriers so they are in a better position to move into and sustain permanent housing.</p> <p>There is international evidence to support the preference for more permanent housing options rather than relying on Emergency and Transitional Housing and in particular use of motels.^{3 4} Evaluations of housing programmes indicate that a combination of intensive case management (including critical time intervention) and support services for adults with mental illness leads to substantial and rapid improvement in housing stability for adults experiencing homelessness and fosters social integration and recovery.^{5,6,7} A review of 16 outcome evaluations of housing and support interventions for people experiencing homelessness (with mental illness) including intensive case management showed significant reductions in homelessness and hospitalisation, and improvements in other outcomes (e.g., well-being).⁸ Over one week in Northland, intensive case management meant that only one in 20 people who presented received an EH SNG.</p> |

³ Focus Ireland (2019) <https://www.focusireland.ie/resource-hub/about-homelessness/>

| 3. | Description of Policy / Programme | <p>As noted above, transitional housing sits within the ‘supply’ area of the HAP. The ‘supply’ focus of HAP is for individuals, families, and whānau experiencing homelessness to move quickly into stable accommodation and access wider social support to address needs. This is intended to contribute to achieving HAP’s vision that “homelessness in New Zealand is prevented where possible, or is rare, brief and non-recurring.”</p> <p>As at January 2022, there were 5,090 transitional housing places available across New Zealand.⁹ These places have the potential to house up to 20,360 households per year. Delivery of transitional housing places is generally by new builds, re-purposed properties, and properties leased from the private market.</p> <p>As part of the HAP, HUD increased the number of Transitional Housing places by 1,000. Delivery has continued through the Public housing Plan 21-24, with an additional 2,000 transitional homes due in 2022.¹⁰</p> <p>The budget for transitional housing for the period 2020-2025 inclusive is set out in the table below:</p> <table border="1" data-bbox="616 730 1792 1128"> <thead> <tr> <th></th> <th>2020/21</th> <th>2021/22</th> <th>2022/23</th> <th>2023/24</th> <th>2024/25</th> </tr> <tr> <th></th> <th>\$m</th> <th>\$m</th> <th>\$m</th> <th>\$m</th> <th>\$m</th> </tr> </thead> <tbody> <tr> <td>Accommodation</td> <td>161.628</td> <td>170.311</td> <td>237.660</td> <td>153.040</td> <td>156.350</td> </tr> <tr> <td>Services</td> <td>119.077</td> <td>228.483</td> <td>228.483</td> <td>156.270</td> <td>160.710</td> </tr> <tr> <td>Support for acquisition construction, development or redevelopment</td> <td>50.000</td> <td>-</td> <td>-</td> <td>-</td> <td>-</td> </tr> </tbody> </table> | | 2020/21 | 2021/22 | 2022/23 | 2023/24 | 2024/25 | | \$m | \$m | \$m | \$m | \$m | Accommodation | 161.628 | 170.311 | 237.660 | 153.040 | 156.350 | Services | 119.077 | 228.483 | 228.483 | 156.270 | 160.710 | Support for acquisition construction, development or redevelopment | 50.000 | - | - | - | - |
|--|--|--|---------|---------|---------|---------|---------|---------|--|-----|-----|-----|-----|-----|---------------|---------|---------|---------|---------|---------|----------|---------|---------|---------|---------|---------|--|--------|---|---|---|---|
| | 2020/21 | 2021/22 | 2022/23 | 2023/24 | 2024/25 | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | \$m | \$m | \$m | \$m | \$m | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Accommodation | 161.628 | 170.311 | 237.660 | 153.040 | 156.350 | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Services | 119.077 | 228.483 | 228.483 | 156.270 | 160.710 | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Support for acquisition construction, development or redevelopment | 50.000 | - | - | - | - | | | | | | | | | | | | | | | | | | | | | | | | | | | |

⁴ Y-Foundation (2019) <https://ysaatio.fi/en/housing-first-finland>

⁵ Stergiopoulous, V. et al. (2015). *Effectiveness of Housing First with intensive case management in an ethnically diverse sample of homeless adults with mental illness: A randomized controlled trial*. PLOS ONE. July 2015. <https://journals.plos.org/plosone/article/file?id=10.1371/journal.pone.0130281&type=printable>

⁶ Tsai, J., & Rosenheck, A. (2012). *Outcomes of a group intensive peer-support model of case management for supported housing*. *Psychiatric Services*. 63, 12. P 1186-1194. <https://ps.psychiatryonline.org/doi/pdf/10.1176/appi.ps.201200100>

⁷ Clark, C. et al. (2016). *Case Management models in permanent supported housing programs for people with complex behavioural issues who are homeless*. *Journal of Dual Diagnosis*. 12, (2). P185-192.

⁸ Nelson, G., Aubry, T., & Lafrance, A. (2010). A review of the literature on the effectiveness of housing and support, assertive community treatment, and intensive case management interventions for persons with mental illness who have been homeless. *American Journal of Orthopsychiatry*. <https://onlinelibrary.wiley.com/doi/pdf/10.1037/0002-9432.77.3.350>

⁹ <https://www.hud.govt.nz/research-and-publications/statistics-and-research/the-government-housing-dashboard/>

¹⁰ [8000 more public houses to be delivered | Beehive.govt.nz](https://www.hud.govt.nz/research-and-publications/statistics-and-research/the-government-housing-dashboard/8000-more-public-houses-to-be-delivered)

| | | Total | 330.705 | 333.630 | 466.143 | 309.310 | 317.060 | |
|----|---|---|---------|---------|---------|---------|---------|--|
| 4. | <p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p> | <p>In 2015 two providers were contracted in Christchurch to supply and manage transitional housing (initially referred to as emergency housing) for individuals and families. Both providers used transitional housing as a platform to connect people with other social services and ensure they get the support they need to address any health and social issues they may be facing and move into sustainable housing. The Christchurch providers successfully supported people to transition into longer-term housing, and access other support services they need (for example, services to improve school attendance, budgeting services, tenancy advice and support, drug and alcohol services, mental health advocacy and support).</p> <p>Budget 2016 provided \$41.6 million to help households in crisis access the emergency housing and fund providers on a more sustainable basis. While these measures helped clients meet their immediate housing needs, there was an urgent need for more support. MSD was seeing an increasing number of people requiring emergency housing and finding there were no places available.</p> <p>An interagency Emergency Housing Response Team was established to give the momentum needed to secure an additional 1,400 new Transitional Housing places across New Zealand by April 2017. The Response Team was tasked with securing the 1,400 new places, and was required not to displace social housing tenants, and to minimise the impact on the social and affordable housing supply pipeline.</p> <p>To increase the supply of transitional housing places, HUD works with Kāinga Ora, accredited transitional housing providers, developers, councils and other agencies. Transitional housing is managed by housing support service providers, who support tenants with a range of tailored social support, tenancy related services and are also responsible for maintaining the properties. Transitional housing providers:</p> <ul style="list-style-type: none"> • Identify the support needs of a client including health, mental health, social, employment or financial needs to help them transition to longer-term housing. • Provide the support services for these needs, either in-house through social workers/navigators and tenancy managers, or by referring clients to specialist services such as budgeting or mental health services. <p>HUD officials have been unable to locate any information on engagement from this period.</p> | | | | | | |

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| 5. | <p>Outline of steps taken to implement the Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p> | <p>Increasing transitional housing supply is currently implemented through the Public Housing Plan 21-24. This follows achievement of the HAP's action to urgently increase supply in the short term to reduce reliance on motels.</p> <p>For more information on delivery and implementation see:</p> <ul style="list-style-type: none"> • Evidential Fact Sheet on Increasing the Supply of Transitional Housing to Reduce the Use of Emergency Accommodation; and • Evidential Fact Sheet on the Public Housing Plan <p>Māori are involved in the implementation of the Programme. As at January 2022 there were 72 providers contracted by HUD to deliver Transitional Housing Accommodation and Support Services nationally. Approximately 34 percent of transitional housing providers are Māori/Iwi-based organisations. Collectively Māori/Iwi-based organisations provide approximately 500 places from within the total transitional housing stock.</p> <p>Many of those Māori/Iwi-based organisations provide critical, kaupapa Māori focussed, accommodation and support however note: HUD does not currently have a prescribed definition for what is considered a Māori provider. This assessment was based on CMT knowledge of the providers through our existing relationships. It would generally cover the providers' Kaupapa in their service delivery, management and governance arrangements as well as relationships with Iwi.</p> |
| 6. | <p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p> | <p>Through contract management, reporting is available on the number of transitional places available. This information is included in the housing dashboard which is available for public access at: https://www.hud.govt.nz/news-and-resources/statistics-and-research/government-build-programme-housing-dashboard/</p> <p>There has been no detailed evaluation of Transitional Housing to date, although some case studies suggest it is working in certain contexts. This is still to be developed and confirmed. In the interim, HUD continues to monitor delivery through standard contracting processes. HAP initiatives are also monitored and reported on regularly.</p> |

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| 7. | Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims | As at January 2022, there were 5,090 transitional housing places available across New Zealand. ¹⁷ These places have the potential to house up to 20,360 households per year. |
|----|---|---|

¹⁷ <https://www.hud.govt.nz/research-and-publications/statistics-and-research/the-government-housing-dashboard/>