

# Homelessness in the Whakatāne District

## A SITUATIONAL OVERVIEW

Supported by:



Report prepared by Ruth Greenaway, Social Researcher  
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Nga mihi nui.

**Ruth Greenaway**  
Researcher





# Report Summary

This report has been written from a grassroots community perspective with a sub-regional focus. It provides a situational overview of homelessness and severe housing deprivation across the Whakatāne District based on data obtained from a section of community service providers, local and central government. The aim of this report was to provide a deeper understanding of the environment in which support services are delivered to people already experiencing homelessness in the District, alongside any existing strategies to prevent homelessness and to improve the living conditions of people faced with precarious housing arrangements or severe housing deprivation.

This research illustrates the dynamic nature of this operating environment, the range and complexity of need faced by some individuals and whānau living in the District. The housing landscape is forever changing as new research is undertaken, new housing initiatives are trialled and new tools are created for collecting and measuring homelessness prevention strategies.

The Whakatāne District Homelessness Focus Group (WDHFG) is represented by a number of grassroots community service providers and supported by the District Council. This report provides relevant and up-to-date information, links to resources and funding opportunities, as well as guidance for the Group to expand its membership and formalise its structure. This report supports the establishment of a collective approach to finding preventative solutions to homelessness across the District and provides a number of suggested recommendations for a call to action.

The data collated for this research is as accurately and up to date as possible and comes from various sources and offers a snapshot in time of the scale of homelessness, as well as an estimation of housing supply and housing demand in the District. This report provides an overview of the existing housing stock, the number of occupied, underoccupied dwellings and 'ghost dwellings' across the District; as well as future need for housing supply required to meet projected population growth.

Homelessness and housing deprivation is considered across four categories: Without shelter (rough sleeping and mobile dwellings); suitability of housing (e.g. overcrowding); temporary accommodation and uninhabitable housing. This report also considers what an indigenous (Māori) definition of homelessness might look like. Currently there is no indigenous definition of homelessness in Aotearoa, however a kaupapa Māori strategy to housing and the prevention of homelessness is embedded in the Government's *MAIHI Ka Ora National Māori Housing Strategy*. The key message from this research is of the importance of any joined-up collective approach to the prevention of homelessness to consider a place-based framework for whānau, hapū and iwi and a strategy which meets the housing and community living aspirations of Māori.

The research comprised of a stocktake of the housing services provided locally and the role of local and central government in supporting the community. This exercise provided clarity about which priority cohorts were receiving regular support with their housing needs and which sections of the community were not, or were considered as the hidden homeless, indicating need for further investigation and provision of support services.

Since the last census in 2018, the population of Whakatāne District has continued to take an upward trajectory, however the District has the second highest rate of unemployment per capita (eight percent) with Northland the highest with 9.8 percent.

## The scale of homelessness

The Whakatāne District is estimated to have approximately 470 people (123.8 people per 10,000) experiencing either some form of precarious housing arrangement, homelessness or severe housing deprivation. This figure has not changed dramatically since the 2018 Census where there were estimated to be 424 people with these same circumstances.

The Census did not include those experiencing severe housing deprivation (i.e. living in uninhabitable housing) of which three percent did not have access to the basic amenities and a further 35 percent of households experience damp and/ or mould. The community has taken steps to address this issue. Since the *Healthy Homes* legislation was introduced in July 2019 there has been an active programme of housing repairs funded by Te Puni Kokiri, delivered by iwi and Te Puna Ora o Mataatua, with plenty of households still waiting for housing repairs. The highest rates of housing deprivation nationwide are in Kawerau, Ōpōtiki and Northland.

There has also been growth in Kāinga Ora Public Housing, mostly in Whakatāne. As of December 2021, there were 534 people accommodated, with more dwellings still in development. At the time of producing this report - 356 adults (including 20 whānau households) were registered on the Public Housing Register; over 80 percent of these were Māori aged between 20-49 years. People can spend anywhere from one month to more than two years on the register. The most extended waiting periods in 2022 were from six to nine months, 18-24 months with a few larger sized households waiting over 24 months. This indicates that finding suitable housing for the size and needs of whānau living in the Whakatāne District is challenging.

Despite the recent developments in Kāinga Ora Public Housing there are currently 227 out of the 356 adults classified as homeless registered on the Public Housing Register with MSD. Of these, there are 23 households (92 people) mostly whānau with children living in emergency accommodation provided by both MSD contracted motels and others which are MSD registered suppliers of accommodation. There are 23 people living in community/social housing, 74 people classified as rough sleepers (living on the street, in tents, garages, cars, caravan, night shelter, at a marae, campground or living at a non-MSD registered motel) and an extra 38 people staying with friends or family temporarily. The last count of rough sleepers undertaken by the community in 2019, found that there were 53 rough sleepers in the District. We know that these figures do not account for all those who are homeless and who have no fixed abode or are considered hidden homeless; especially women leaving family harm situations and unsupported youth. Anecdotally the majority of rough sleepers are single men. There is little available temporary or rental accommodation catering for the needs of single people.

For example, in Auckland and other centres, the *Housing First* programme provides transitional accommodation and wraparound support services specifically for those with more complex needs. The majority of its client are single men. This report provides an outline and a summary of a recent evaluation of the programme. There are elements of several housing initiatives and homelessness prevention programmes which the WDHFG can learn from as it develops its own strategy going forward.

In Whakatāne there are five MSD registered motels which provide emergency accommodation and two registered community housing providers - the Salvation Army and Tauranga Community Housing Trust (TCHT). Liberty Church leases property and provides some housing as well. The Salvation Army and TCHT also provide transitional housing in the District. All remain at full capacity. Community



Service providers report that they continually have people seeking temporary accommodation but there are not always spaces available.

This research has uncovered the following sections of the community who are either not receiving support with housing from the community service sector, or are underrepresented in the data, i.e. migrants, LGBTQI+, 501 returnees, women leaving domestic violence/ family harm situations, men and women leaving prison and seeking reintegration, men and women leaving rehabilitation programmes and youth leaving the care of Oranga Tamariki. Whakatāne District does not have a formal Transition Support Service arrangement with MSD for rangatahi leaving Oranga Tamariki care.

## Housing affordability

In 2018, the Bay of Plenty region was reported as being the largest population outside of Auckland who felt that their housing was not affordable. By March 2021, the cost of housing in the region had increased by 21.5 percent (22.9 percent in Auckland). Currently the average house price in the Whakatāne District is \$655,000. Since 2021, demand for rental accommodation has increased by 17 percent nationwide. The affordability of rental accommodation remains a constant issue for people on low incomes. The median income for the District is \$26,300 per annum (lower than the New Zealand average of \$31,800).

The highest median rents in the District are in Whakatāne - \$485 per week, \$565 in Coastlands and \$525 in Ōhope. Many people on benefits and super annuitants pay 30 percent or more of their income on rent. The Accommodation Supplement provided by Work and Income New Zealand (WINZ) assists with this. In 2021, there were 218 applications in the Whakatāne District approved for the Emergency Special Needs Grant for those living in temporary accommodation and paid to the registered accommodation supplier.

The Salvation Army has a contract with the Ministry for Social Development (MSD) to provide education on *Sustaining Tenancies*, though several community service providers also do this and provide education on pathways to home ownership. There is also one official Housing Navigator with Ngāti Awa Social and Health Services (NASH) contracted to MSD to support people leaving temporary accommodation into independent living and secure longer-term accommodation.

## Housing supply

The District slightly exceeds the national average of those who own their own home (53.1 percent of the local population) with a further 13 percent of homes held in family trusts. At the last census it was estimated that 33.8 percent of the District's population (12,675) did not own their own home and of this number 12,251 people rented.

Whakatāne and Ōhope have the highest number of residential dwellings in the District (7,035), with the highest concentration of dwellings in Allandale, Trident, Whakatāne central and west, and Ōhope. The lowest number of dwellings is in Murupara at 648. On average there are two to three people per dwelling (except for Māori whānau). Both Murupara and Edgumbe have homes which have been owned by families for 30-50 years. The majority of homeowners in Edgumbe are young families, as many older people sold their homes after the floods of 2017 and moved closer to Whakatāne to access support services.

It is estimated that 80 percent of the housing stock across the District is 30 or more years old.

The supply of rental accommodation across the District currently does not meet the needs of all household types, particularly Māori whānau (making up 46.8 percent of the local population and account for 28.4 percent of the households across the District) who have on average five to six people per household. There is also a growing need for smaller-sized rental accommodation for couples without children and single people.

Currently there are three privately owned rest homes for seniors in Whakatāne and 72 rental units owned by the TCHT and most of these tenants are seniors. Currently 40.6 percent of the population is over the age of 60 years (15,225 people); of which 23 percent are Māori (3,501 people). This is a priority cohort that will require housing support in the years to come.

A review of the 2018 census data undertaken in 2020 identified that there were a number of empty dwellings across the District at the time of the census. This report surmises that there could be up to 1,400 private dwellings that are underoccupied for most of the year. These could be privately owned holiday homes (does not include listings for Air B&Bs, Book a Bach, glamping sites, campgrounds, backpacker accommodation or seasonal worker accommodation in the District). It was discovered that at least three campgrounds in the District receive regular enquires from people seeking long term accommodation and quotes for WINZ for accommodation costs. None of the five campgrounds contacted provides long term accommodation. And only one provides short term accommodation for seasonal workers (three weeks maximum).

From 1990-2021 there have been up to 110 building consents per annum in the Whakatāne District, 33 per cent of these were for Whakatāne, 20 per cent were in Ōhope and 10 percent were in Coastlands; 70 building consents have been allocated for coastal and rural parts of the District with a small number in Kawerau. Over the coming three decades it is estimated that there will be demand for approximately 90 new standalone dwellings to be constructed per annum

There is a growing trend nationally toward cohousing for all ages and household size. This provides an opportunity for considering the possibilities of different land tenure, ownership, zoning and housing typology being part of the Council's Spatial Plan. Much is already happening for Māori home ownership and cohousing through the development of papakāinga by several tribals, hapū and iwi in the District.

## Finding a prevention strategy

When asked what strategic direction was the priority for finding solutions to homelessness, 55 percent of the respondent community service providers signalled that finding collective solutions for the prevention of homelessness was the most realistic strategy to prioritise. It will be important to create a strategy which is to scale, that addresses local contributing factors to homelessness, and which meets the specific needs of the District's population.

Prevention strategies are the main focus of the Government's *Aotearoa/NZ Homelessness Action Plan* (2020 -2023). It is recommended that the Whakatāne District homelessness Focus Group (WDHFG) aligns its collective response to the Plan. Phase One of the Plan is currently being evaluated. The WDHFG is encouraged to apply for funding available in Phase Two of the Plan.

A collective call to action from the grassroots community is a positive step and will require sufficient resourcing, clear terms of reference and buy-in from key stakeholders. Likewise, an ongoing platform of engagement with people with lived experience will provide insight and a voice within the Group's development of policy, evaluation, design and delivery of services around homelessness. This will ultimately help deliver a more effective response to the prevention of homelessness. Continuous learning is key to this journey and to working collaboratively.

# How to use this research

## A tool for collective action

This report is an open-source document designed as a tool for the Whakatāne District Homelessness Focus Group (WDHFG) to enable a joined-up approach for better outcomes and potential collective action (as a partnership between the community sector, central and local government). The information provided here offers a snapshot of the current situation regarding the availability of housing, the quality of housing and an estimation of the scale of homelessness within the Whakatāne District.

## Information for workshopping ideas

It is hoped that the WDHFG will use the information provided as a basis for workshopping ideas to identify priority areas for collective action; to find solutions for the prevention of homelessness and to address the issues of precarious or uninhabitable housing in the Whakatāne District.

This report is divided into sections which can be explored separately.

**Definitions of homelessness** from different perspectives.

An overview of the **causation** of homelessness.

**A profile of the rohe** across the four wards of the Whakatāne District, including population demographic and housing statistics.

**A community wellbeing assessment.**

**Types of accommodation:**

- Senior housing
- Communal and cohousing
- A description of the categories of housing which can be provided to address homelessness.

**Investment in Māori-owned housing.** This section explores the *MAIHI framework for housing action* as a Kaupapa Māori approach to housing development, as well as *MAIHI Ka Ora* the current National Māori Housing Strategy which has a shared vision for the Māori housing system where 'all whānau have safe, healthy, affordable homes with secure tenure across the Māori housing continuum'. Financial support is available via central government for iwi and hapū housing, including funding for renewable energy for public housing, funding for Māori-owned housing repair and the development of papakāinga. This section also gives an overview of some of the barriers to papakāinga development.

**Sector mapping.** This report provides an initial stocktake/map of the community sector and the role of local government, within the area of housing provision and support for clients experiencing homelessness, or who are faced with precarious living situations or uninhabitable housing. This section also gives an overview of the current capacity of the community sector to take on any more work, and its level of readiness to participate in a process of collective action.

**Determining the scale of homelessness.** This section provides a snapshot of the current housing situation, the cohort groups receiving support with housing issues and highlights gaps in service provision.

**Collective impact.** This section of the report provides a starting point for discussion within the WDHFG about what a collective approach might look like, what are some of the things to consider that relate specifically to the capacity and capabilities of the sector at this point in time.

Each section provides the reader with background information in the **yellow** boxes, to give context to the work that has already taken place within the community sector, at a local government level, by central government at a policy and planning level and examples of initiatives undertaken by and other communities, districts and regions of Aotearoa.

The **purple** boxes throughout this report – offer prompts for discussion, highlight areas for further research and possible actions to take as a collective.

## Capacity building

A key part of this research is exploring the readiness of the community sector in partnership with local government to respond to any of the solutions or goals of the *Aotearoa/NZ Homelessness Action Plan (2020-2024)* from central government. Key areas of the plan are threaded throughout this report as they relate to the specific needs of the Whakatāne District. One of the key recommendations of this report is that the WDHFG will come together at a hui, and with good facilitation, to explore the findings of this report and use this as the basis of any further work needed to create consensus around developing a strategy and a co-design process for collective action. (Refer to section 11.13.1 for a detailed description of the *Aotearoa/NZ Homelessness Action Plan (2020-2024)*).

## A focus on prevention strategies

When asked what strategic direction was the priority for finding solutions to homelessness, 55 percent of the respondent community service providers signalled that finding collective solutions for the prevention of homelessness was the most realistic strategy to prioritise.

# Housing as a Human Right

*Provision of suitable housing is a fundamental human right of all people.*

The UN Declaration on Human Rights (UNDHR) states the following:

Article 17 – Right to own property: *You have the right to own things. No one has the right to take them from you illegally.*

*a) Everyone has the right to own property alone and in association with others.*

*b) No one shall be arbitrarily deprived of his [or her] property.<sup>1</sup>*

Article 25 – Right to an adequate standard of living: *You have the right to have what you need so that you and your family do not go hungry, homeless or fall ill.*

*a) Everyone has the right to a standard of living adequate for the health and well-being of himself and his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age, or other lack of livelihood in the circumstances beyond his control.*

*b) Motherhood and childhood are entitled to special care and assistance. All children shall enjoy the same social protection, whether born in or out of wedlock.<sup>2</sup>*

## The UN Sustainable Development Goals

With the growth projections in the District and the long-running pattern of housing supply and affordability issues across New Zealand, a focus on housing, particularly social housing, will be important to the future wellbeing of many in the Whakatāne community.

The Whakatāne District Council (referred to in this report as the Council) recognises that a focus on improving housing aligns with, and supports, the following sustainable development goals:

- End Poverty (SDG 1)
- Good Health and Wellbeing (SDG 3)
- Clean Water and Sanitation (SDG 6)
- Reduced Inequalities (SDG 10)
- Sustainable Cities and Communities (SDG 11).<sup>3</sup>

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<sup>1</sup> Accessed 18 May 2022, <https://standup4humanrights.org/en/article.html?article=17>

<sup>2</sup> Accessed 18 May 2022, <https://standup4humanrights.org/en/article.html?article=25>

<sup>3</sup> Accessed 13 June 2022, <https://sdgs.un.org/goals>

Kiri Pope Consulting, Report 2: *Whakatāne Community Wellbeing Assessment*, for Whakatāne District Council, 4 June 2021, p.26.



# Background

In April 2022, the Whakatāne District Council (WDC) on behalf of the Whakatāne District Homelessness Focus Group (WDHFG), contracted Ruth Greenaway, a social researcher, to undertake a 'situational overview' of homelessness within the Whakatāne District. Seventeen people from various community-led services were invited to participate. School counsellors, real estate agents, and campgrounds and central government agencies were also approached for input into this research.

The findings in this report will inform a possible future collective response to homelessness across the District by the WDHFG in partnership with the Council. The focus on taking a Collective Impact approach provides a solid strategic foundation, within a community development framework, including the potential to access funding support from central government and other sources.

## The project brief

*This research project aims to provide an overview of the homelessness situation in the Whakatāne District. This includes the relevant baseline statistics and mapping the sector to discover who is doing what. To inform the organisations working to alleviate and manage homelessness in the Whakatāne District, central government and potential funders and to enable a joined-up approach for better outcomes and possible collective action.*

## Research scope

The purpose of the Whakatāne District Homelessness Situational Overview (WDHSO) Project is to:

- Provide an overview of the homelessness situation in the Whakatāne District.
- Document the nature, context and extent of homelessness within the Whakatāne District.
- Relevant sector mapping.
- Inform organisations working to alleviate and manage homelessness in the Whakatāne District, central government and potential funders of the District's opportunities for managing and preventing homelessness.
- Provide information to help inform planning within existing local organisations, i.e. service/programme development, including an overview of the collective capacity.
- Enable a joined-up approach for better outcomes and potential collective action.
- Provide an open-source document that all can use to support providers' work in individual or collective advocacy and funding applications.

## Key objectives of the research

- Quantify the scale of homelessness in the Whakatāne District through the collection of statistical data.
- Identify the contributing factors to homelessness unique to the Whakatāne District and its communities.
- Identify the gaps in current service provision across the community sector for people experiencing homelessness.
- Identify the collective aspirations of the community sector, local government and iwi service providers for exploring collaborative approaches to service provision.

- Provide examples of innovative approaches to social and emergency housing in similar regions and the resources required to undertake such initiatives.

## Research Methodology

The research components include:

- Two surveys of existing service providers, one to provide comparative statistical data and another as a more in-depth qualitative/narrative questionnaire.
- A review of existing services to individuals, whānau and youth experiencing homelessness.
- Individual interviews with the managers or critical staff of the participating service providers.
- Collection of relevant regional statistics and combined analysis with the survey results.
- Identification of local factors contributing to homelessness, including a review of the available housing stock.
- Overview of Council bylaws and the impact on rough sleepers and those in mobile dwellings.
- Overview of existing barriers and challenges to housing in the region.
- Review of similar regional initiatives in homelessness prevention and management strategies.

## Data Collection

Critical elements of this project include:

- Decisions about any information gathered and shared are driven and owned by the Whakatāne community and its organisations.
- The privacy of individuals, families and whānau impacted by housing stress is protected (Privacy Act, 1993).
- Data collection processes are accessible for the participating agencies to interpret.
- Produce data that is reliable and usable.
- Local factors contributing to homelessness

# Section 1 - Definitions of Homelessness and Housing Deprivation

This section explores:

- A definition of homelessness used by Statistics NZ
- A definition of homelessness used by the Ministry for Housing and Urban Design (HUD)
- Exploring an indigenous definition of homelessness
- A definition of severe housing deprivation
- Definitions of inadequate and uninhabitable housing
- Defining who is the 'Hidden Homeless'.

## 1.1 Statistics New Zealand

Statistics New Zealand published the *New Zealand Definition of Homelessness* in 2009.

*Homelessness was defined as having 'no other options to acquire safe and secure housing.'*

Stats.NZ identifies four categories of homelessness:

1. **Without shelter:** No shelter or makeshift shelter. Examples include living on the street and inhabiting improvised dwellings, such as shacks or cars.
2. **Temporary accommodation:** Overnight shelter or 24-hour accommodation in a non-private dwelling not intended for long-term living. These include hostels for the homeless, transitional supported housing for the homeless and women's refuges. Also in this category are people staying long-term in motor camps and boarding houses.
3. **Sharing accommodation:** Temporary accommodation for people through sharing someone else's private dwelling. The usual residents of the dwelling are not considered homeless.
4. **Uninhabitable housing:** Dilapidated dwellings where people reside. <sup>4</sup>

## 1.2 The Ministry for Housing and Urban Design

Te Tūāpapa Kura Kāinga/The Ministry for Housing and Urban Design (HUD) defines homelessness as:

*Homelessness includes rough sleeping, people without shelter, temporary emergency accommodation and living in overcrowded and uninhabitable housing.*

'Homelessness is driven by structural issues and system failures, and individual vulnerabilities or circumstances. Homelessness is associated with a range of poor socio-economic outcomes.' (Ministry of Housing and Urban Development, 2019).<sup>5</sup>

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<sup>4</sup> Accessed 18 May 2022, <https://www.parliament.nz/en/pb/research-papers/document/00PLEcoRP14021/homelessness-in-new-zealand#:~:text=Factors%20often%20linked%20to%20homelessness,key%20measure%20to%20address%20homelessness.>

<sup>5</sup> Davies, Smith and Marama, *Housing First Evaluation and Rapid Rehousing Review: Phase One Report*. Prepared for: Te Tūāpapa Kura Kāinga Ministry of Housing and Urban Development, 21 February 2022, p.15.

### 1.3 Four subcategories of homelessness

Chamberlain and Mackenzie's (1992) definition of homelessness identifies four sub-categories:

1. **Primary homelessness** is defined as rough sleepers (using parks, streets, cars, derelict buildings and makeshift shelters).
2. **Secondary homelessness** includes transient people between forms of temporary shelter (family, friends, hostels, night shelters).
3. **Tertiary homelessness** includes people in housing unsuitable for their needs and has no security of tenure (including boarding houses).
4. **Marginal homelessness** includes people in physically unsuitable housing (overcrowded, substandard).<sup>6</sup>

The challenge with these standard definitions and categories is that the underlying framework or assumption is solely deficit-based. This does not work when considering a Māori definition of homelessness or creating a Kaupapa Māori response to finding solutions to homelessness for Māori.

### 1.4 Exploring an indigenous definition of homelessness within Aotearoa

'How is it possible that so many indigenous peoples became homeless in their homelands?'<sup>7</sup>

**Indigenous peoples are HOME yet without shelter.**

*In researching housing needs for whānau, and hapū it is essential to recognise the limitations of the above definition and how such a framework and discourse can pathologise, individualise and victimise Māori for their living situations.*

From the literature reviewed for this report Kaupapa Māori research stresses the need to consider the interconnectedness and interrelatedness of issues affecting Māori and their overall circumstances (housing, health, income, mental and spiritual wellbeing, including whānaungatanga).

Understanding homelessness needs to consider how poverty, poor housing and economic disadvantage have become 'normalised' in the mainstream discourse. Still, these are the lasting effects of colonisation from an indigenous perspective. To ignore this only perpetuates a narrative of deficiency, deviancy and helplessness amongst Māori (and other indigenous peoples).

'It is also essential to understand that despite the negative associations and stereotypes perpetuated via the media, impoverishment, ill health and trauma are neither natural nor inevitable states for indigenous people.'<sup>8 9</sup>

'Indigenous peoples are not and have never been passive victims. Agency has always been and continues to be demonstrated in everyday acts of resilience and resistance.'<sup>10</sup>

<sup>6</sup> Richards, S, and Pahau, I, *Homelessness in Aotearoa: Issues and Recommendations*, A report to the NZ Coalition to End Homelessness, published 2009, pp.'s 11-12

<sup>7</sup> Pihama, L, Te Nana, R, Levy, M, *The development of a Kaupapa Māori Evaluation of Housing First Auckland*, Chapter 2. Scoping a Kaupapa Māori evaluation of Housing First Auckland, p.13, November 2018.

<sup>8</sup> Patrick, C., *Aboriginal Homelessness in Canada: A literature review*, Toronto, Ontario, Canadian Homelessness Research Network Press, published 2014.

<sup>9</sup> Wirihana, R. and Smith, C., *Historical Trauma: Healing and Wellbeing in Māori Communities*, MAI Journal, Volume 3, Issue 3, 2014.

<sup>10</sup> Groot, S., and Mace, J., *Problem Definition: Māori homelessness in New Zealand*, Parity, 29(8), pp.5-6, 2016.

## Dimensions of homelessness for Māori

There is no official indigenous or Māori definition of homelessness in Aotearoa. However, some of the critical factors to consider when exploring the issue of homelessness for Māori should include:

1. **The impact of colonisation** needs to be considered not only as a lived memory but also as a lived present as well, encompassing experiences and the resultant trauma of land theft, dispossession, displacement, marginalisation, segregation, restriction, forced removal practices, assimilation, institutionalisation and the deliberate dislocation of social systems and cultural continuity.
2. **Inter (or trans) generational trauma** – is the psychological and physiological effects that the trauma experienced by people has on subsequent generations in that group. 'It is argued that to engage with the impacts of colonisation on Māori wellbeing fully, we must fully articulate the impact of historical trauma events and the contribution of those events to the negative health disparities experienced by many of our whānau, hapū, and iwi.'<sup>11</sup>
3. **Spiritual homelessness** –dislocated from one's spiritual home, or turangawaewae, is essential for whānau-wellbeing. Spiritual homelessness is about not having an ancestral place to stand, a place to belong and be valued as part of a community.
4. **Sense of place** and therapeutic landscapes. Therapeutic landscapes provide an analytical framework that sees 'home' as a place of healing and identity construction.
5. **A cycle of precarity** – being in a constant and intergenerational state of uncertainty about where one belongs, who your community is, having secure housing and income and being safe.

### A Te ao Māori understanding of 'home.'

A Te ao Māori (worldview) understanding of 'home' refers to more than a physical structure; a culturally understanding of home is connected to the whenua, customs and community. Therefore, it is vital to consider a place-based framework for whānau, hapū and iwi housing needs.

*'[A Māori worldview] encompasses significantly more than a roof over one's head, it is intricately related to land repatriation, ancestral connection and the learning or relearning of cultural practices.'* (Gemmell, 2017)

Connectedness is a fundamental element. Research suggests that solutions to Māori homelessness are not about building houses but rebuilding connections that link the homeless person with their respective iwi, hapū and whānau. This is supported by the recent evaluation of *Te Kooti o Timatanga Hou*, where it was concluded that in addition to providing access to housing and services, reconnection with whānau, hapū and iwi was critical to resolving the issue of homelessness for Māori.<sup>12 13</sup>

<sup>11</sup> Accessed 25 May 2022, <https://teatawhai.maori.nz/resources/positioning-historical-trauma-theory-in-aotearoa-nz/>

<sup>12</sup> Pihama et. al, 2018, p.32 (Refers to research undertaken separately by Kake and Woodley).

<sup>13</sup> Accessed 8 June 2022, <https://www.districtcourts.govt.nz/criminal-court/criminal-jurisdiction/specialist-criminal-courts/new-beginnings-court/>

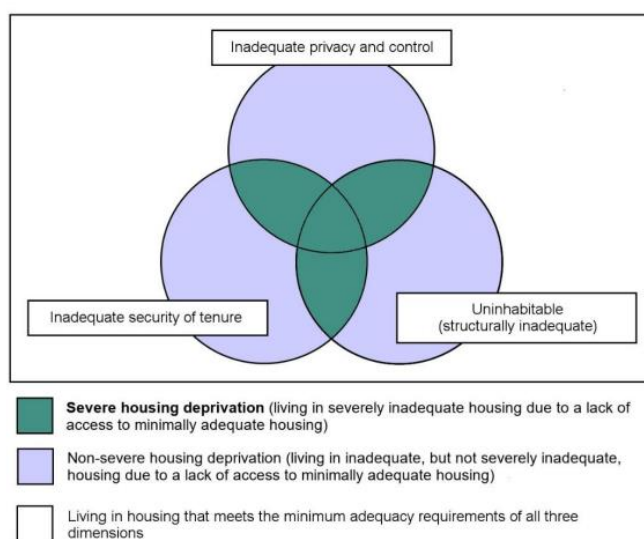
## Creating a place-based identity framework for Māori Housing solutions

Underpinning this framework are the following concepts: Turangawaewae, the notion of therapeutic landscapes, place as part of self-identity construction, Ako Māori - ability to follow cultural practices and protocol (Tikanga) and ancestral connections. (Refer to the glossary of terms for definitions of these concepts). Therefore, being without shelter is only a symptom of the root cause of homelessness for tangata whenua.

### 1.5 A definition of severe housing deprivation

‘Severe housing deprivation is synonymous with homelessness. It refers to people living in severely inadequate housing due to a lack of access to minimally adequate housing.’<sup>14</sup>

#### A conceptual model of severe housing deprivation:



Source: Amore et al. (2013, p.5), adapted from Edgar (2009).

15

### 1.6 A definition of inadequate and uninhabitable housing

Inadequate and/or uninhabitable housing refers to the quality of the existing housing stock that does not meet the Government’s *Healthy Homes* standards which came into law in 2019. This also includes dilapidated housing and homes which do not have the basic amenities of heat, water, toilet and cooking facilities. The ramifications of this are explored further in this report.

New Zealand-based research tells us that our rental inventory is of poorer quality than owner-occupied homes and the linkages made between cold, damp and mouldy homes with adverse health outcomes, particularly for illnesses such as asthma and cardiovascular conditions.

By improving the quality of rental homes, New Zealanders who rent will experience improved health, lower medical costs and lower levels of hospitalisation. Warmer and drier homes are less likely to have mould or mildew damage issues, better protecting a landlord’s investment.’<sup>16</sup>

<sup>14</sup> Amore, K. et al, *Severe Housing Deprivation: The problem and its measurement*, Official Statistics Research Series, Statistics New Zealand, pp.7-8, September 2013.

<sup>15</sup> Amore, Dr K, Viggers, H, and Howden Chapman. (Distinguished Professor) P., *Severe housing deprivation in Aotearoa New Zealand*, He Kāinga Oranga / Housing & Health Research Programme Department of Public Health University of Otago, Wellington, (2018) June 2021 update, p. 29

<sup>16</sup> Accessed 18 May 2022, <https://www.tenancy.govt.nz/healthy-homes/about-the-healthy-homes-standards/>



## 1.7 Defining who is the ‘Hidden Homeless’

Those considered the most vulnerable because of their ‘invisibility’ include unsupported youth (particularly aged 15-18 years), women leaving domestic violence in their relationships, older people and men and women coming out of institutional care, i.e. prison or mental health and addiction services. Here there is a great need for providing manaakitanga .

- **Women** experiencing homelessness can be hidden in the suburbs couch-surfing or living in tents and cars and may not be accessing services dominated by men.
- **Pacific peoples** may be less likely to come forward and seek support because of the stigma associated with homelessness. Some felt Pacific peoples experiencing homelessness may be less visible to *Housing First* providers as they live in overcrowded houses.
- **Younger people** with mental health and addiction issues and a lack of daily life skills are an emerging group as are youth in general.
- **Older people** can face homelessness when long-term tenancies are terminated after properties are sold or they cannot afford increased rent or maintain their mortgage after retirement.<sup>17</sup>
- **Takatāpui/LGBTQI+** are another cohort who experience societal marginalisation and experience housing discrimination. Research entitled ‘*Making Space*’ is currently being undertaken to explore the challenges faced by this community to sustain housing. The research will explore the housing trajectories of this community, their experiences of housing instability and how they find and make a place feel like home during such times.<sup>18</sup>  
NOTE: There are no national statistics about LGBTQI+ homelessness.



Find out more here: <https://www.making-space.nz/>

### No ‘Fixed abode’

*‘There is a massive issue in our community with people not having fixed locations, so it becomes a barrier to signing up to get basic services such as Healthcare, MSD etc. We need to look at more innovative ways to do this as currently it is just isolating these people even more.’ – Lee Colquhoun, TPOOM*

Refer to the ‘Examples of Initiatives’ for information about a Facebook page for people with no fixed abode.

<sup>17</sup> Davies, et. al, 2022, p.28

<sup>18</sup> Accessed 10 June 2022, <https://www.healthyhousing.org.nz/our-research/current-research/takatapuigbtqi-peoples-experiences-housing-stability>

Accessed 20 June 2021, <https://www.rnz.co.nz/news/national/469292/making-space-initiative-aiming-to-tackle-homelessness-in-lgbtqi-communities>

**At risk adults:**

An “Adult at Risk” is defined as any person aged 18 years and over who is or may need community care services by reason of mental health issues, learning or physical disability, sensory impairment, age or illness and who is or may be unable to take care of him/herself or unable to protect him/herself against abuse or exploitation.

Refer to the funding section for information about the Rangatira Fund for providing advocacy services for, vulnerable adults.

Learn more at: <http://www.patrust.net.nz/services/pre-support-2/>

**Research into the experiences of homelessness for women**

The experiences of women who are homeless are poorly understood. *The Aotearoa / NZ Homelessness Action Plan* provides a good outline on the reasons for this and quotes several pieces of research. Refer to: <https://www.hud.govt.nz/assets/Community-and-Public-Housing/Support-for-people-in-need/Homelessness-Action-Plan/271a3c7d79/Homelessness-Action-Plan.pdf> Page 25.

The Plan also covers the long-term impact of homelessness for children and young people.

In 2018 Auckland Council collected a number of stories of women experiencing housing instability and homelessness. Refer to: <https://www.knowledgeauckland.org.nz/publications/housing-instability-in-ta-maki-makaurau/>

*‘Auckland Council asked the Innovation Unit to focus specially on single women with children who have experienced homelessness, or intense housing insecurity. This is because single mothers and their children are known to be particularly vulnerable to homelessness and if we can get solutions right for this group of people, there would be learnings for addressing the needs of other vulnerable groups too.’*

# Section 2 - The root causes of homelessness

This section explores the common factors/root causes (causation) which can lead to homelessness.

## 2.1 Causation

*In most cases, homelessness does not happen overnight. It is usually the result of the cumulative impact of structural factors, systems failures and individual circumstances.*<sup>19</sup>

In her survey in 2021 of homeless people in Tauranga, social researcher Rachel Hatch described the experience of homelessness as... *'Sometimes it's a bit like when dominoes start to fall, each one knocking the next one down. Factors like poverty, discrimination, a lack of housing and rising rents collide with individual circumstances like losing a job, accumulating debt, illness, trauma, or relationship breakdown. The result is another family or an individual finding themselves without a home.'*<sup>20</sup>

### Common factors (root causes) linked to homelessness

1. There is a lack of affordable accommodation, poverty and unemployment, mental health issues, emotional trauma and addictions. Affordable accommodation is a crucial measure to address homelessness.<sup>21</sup>
2. 'In Aotearoa, colonial legacies of landlessness, dispossession and exclusion have long been identified as significant in exacerbating and maintaining homelessness for Māori.'<sup>22</sup>

*The second point is explored further in this report - to give an understanding of an indigenous definition of Homelessness for Aotearoa.*

Hatch (2016) places several causation factors within four categories.

#### Structural:

- Threat of eviction or tenancy ending
- Long term unemployment – over six months
- Part-time or unstable employment
- Accumulated debt and poor credit ratings
- Accessibility and affordability of transport
- Chronic lack of social housing.

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<sup>19</sup> Hatch, R. *When the dominoes start to fall: Stories of Homelessness*, Kāinga Tupu: Growing Homes Taskforce and Momentum Research and Evaluation Limited, p.6. Prepared for Tauranga City Council, 2021.

<sup>20</sup> Ibid, p.6

<sup>21</sup> Accessed 18 May 2022, <https://www.parliament.nz/en/pb/research-papers/document/00PLEcoRP14021/homelessness-in-new-zealand#:~:text=Factors%20often%20linked%20to%20homelessness,key%20measure%20to%20address%20homelessness.>

<sup>22</sup> Pihama. L, Te Nana. R, Levy. M, p.14, November 2018.

**Institutional:**

- Leaving institutions after a long period of time
- Young people asked to leave home
- Allocation of housing inappropriate to need
- Lack of co-ordination between mainstream services.

**Relationship:**

- Relationship and family breakdown
- Status – single people more vulnerable
- Relationship situation – abusive partners, young people asked to leave home by caregivers, fleeing gangs.

**Personal:**

- Long-term illness requiring hospital admission
- Mental illness and learning disability
- Addictions
- Gender
- Age.

There is the view that the lived experience of homelessness can be viewed classified as either (1) Chronically or episodically homeless and (2) Transitional homeless.<sup>23</sup>

*Transitional groups of homeless people are characterised as requiring different supports to exit homelessness. They are often characterised by having lower rates of service involvement and having access to social supports such as family and friends.*<sup>24</sup>

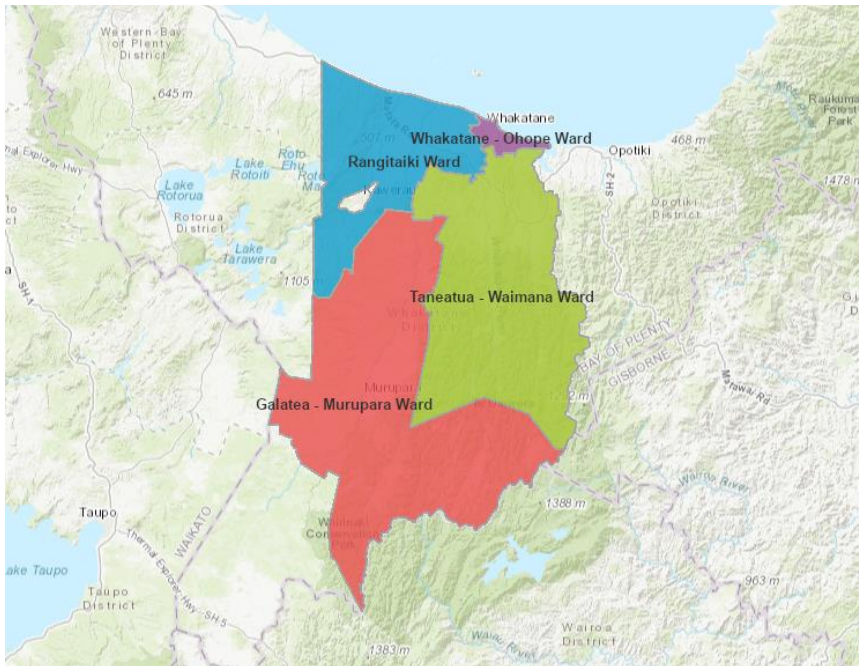
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<sup>23</sup> Hatch, R. *Hidden Homelessness*, supported by Tauranga City Council (TCC) and the Bay of Plenty District Health Board (BOPDHB) on behalf of the Tauranga Homelessness Steering Group, 2016, pp.34-35. Referencing Busch- Geertsema, V, Edgar, W, O'Sullivan, & Pleace, N, *Homelessness, and homelessness policies in Europe: lessons from research*. Paper presented at the European Consensus Conference on Homelessness, (2010, December).

<sup>24</sup> Ibid, p.36. Referencing Busch-Geertsema, Edgar, O'Sullivan & Pleace, 2010.

## Section 3 - A profile of the Rohe

This section explores various population and housing statistics for the Whakatāne District. The range of data in this section of the report provides an overview of the existing housing stock, the number of privately owned dwellings compared with number of underoccupied and empty or ‘ghost’ dwellings, as well as an understanding of the population demographic. Data is also provided for cost of living, median rental costs, median income and employment.



### 3.1 The people of Mataatua

In the Eastern Bay of Plenty (EBOP), the original Mataatua waka, included the tribes of Ngāi Tūhoe, Ngāti Awa, Te Whakatōhea, Te Whānau-ā-Apanui, Ngāpuhi, Ngāi Te Rangī, Ngāti Pūkenga.

This research is relevant for seven iwi - Ngāi Tūhoe, Ngāti Awa, Ngāti Rangitihī, Ngāti Manawa, Ngāti Makino, Ngāti Tuwharetoa (Bay of Plenty) and Ngāti Whare.

### 3.2 Population Statistics

The Whakatāne District has a resident population of just over 38,000 living in a land area of approximately 4,400km<sup>2</sup>. The majority of the population is based in Whakatāne (14,019) and Ōhope (3,177). The remainder of the population resides in the smaller towns of Tāneatua, Edgumbe, Matatā, Murupara and smaller, more rural communities.

In recent years the District has experienced strong population growth (9.2percent since 2013), with most of the development coming from internal migration within Aotearoa/New Zealand. At the last census survey, the population of the District saw a decline and then an increase – from 33,300 (2006), 32,691 (2013), 37,100 (2018), 37,500 (2019) to 38,100 (2020).<sup>25</sup>

<sup>25</sup> Accessed 19 May 2022, <https://www.stats.govt.nz/tools/2018-census-place-summaries/whakatane-district>

*Other vital statistics about the Whakatāne District include:*

- Ethnicity demographic: 63.2% European/Pākehā, 46.8% Māori, 3.0% Pacific peoples, 3.4% Asian, and 1.3% other ethnicities. People may identify with more than one ethnicity.
- Tangata whenua – 46.8% (16,722) of the population are Māori (significantly higher than the 16.5% for New Zealand).
- A median age of 39.8 years (37.4 years for New Zealand).
- Older population: 2.3% of men and 6.8% of women are aged 60-64 years; 6.4% of men and 5.8% of women are aged between 65-69 years; 4.5% of men and women (equal) are aged between 70-74 years; 3.1% of men and 4.5% of women are aged between 75-79 years; 1.8% of men and 2% of women are aged between 80-84 years and 1.4% of men and 2% of women are aged over 85 years. In total, 40.6% of the population is over the age of 60 years (15,225 people); of which 23% are Māori (3,501 people) – 11% are male (1,674) and 12% are female (1,827).
- Employment: 44.4% of residents are employed full time (50.1% for New Zealand).
- The unemployment rate is 5.7%; 2,137 people, (higher than the 4 percent for New Zealand). In the first quarter of 2022 - 4,190 people claimed some form of income support/benefit through Work and Income NZ. By ethnicity, 26.68% of claimants in Whakatāne District were Pākehā, 75.46% Māori, 2.86% Pasifika and 1.86% of another ethnicity.<sup>26</sup>
- 8.0% (approx. 3,000+ people), received the Job Seeker allowance. Whakatāne District is the second highest region for unemployment, the highest is Northland (9.8%).
- Income:– 13.7 percent of the population earn over \$70,000 pa; (compared to 17.2 percent for New Zealand).
- The median income is \$26,300 pa (lower than the New Zealand average of \$31,800).
- Homeownership:– 53.1 percent of households own or partly own their home (higher than for New Zealand, 51.3 percent).<sup>27</sup>

### 3.3 District Wards

**Rangitāiki:** Thornton, Matatā, Manawahe, Edgumbe, Awakeri, Poroporo, Maraetotara, Pikowai

**Whakatāne – Ōhope:** Whakatāne CBD (East, West, South), Kohi Point, Ōhope Beach, Ōhiwa Harbour (West), Port Ōhope

**Tāneatua – Waimana:** White Pine Bush, Wainui, Waimana, Tāneatua

**Galatea – Murupara:** Kopuriki, Horomanga, Te Whaiti, Minignui, Murupara, Galatea, Te Ururewa

#### Māori wards

Following the decision to establish Māori wards in 2021, the Council undertook a representation arrangements review (review of wards, boundaries, numbers of elected members etc). As a result of this, there will be 10 councillors elected from the following six wards: Ward Councillors Rangitāiki General (2), Whakatāne-Ōhope General (4), Te Urewera General (1), Rangitāiki Māori (1), Kapu te rangi Māori (1) and Toi ki Uta Māori (1).<sup>28</sup>

*This report has utilised the existing ward boundaries as this is what has been used by Stats.nz.*

<sup>26</sup> DOT, DOT DASH Quarterly Report, provided by the Whakatāne District Council, 2022.

<sup>27</sup> Accessed 10 May 2022, <https://www.stats.govt.nz/tools/2018-census-place-summaries/whakatane-district>

<sup>28</sup> Access 29 June 2022, <https://www.whakatane.govt.nz/about-Council/governance/whakatane-district-representation-review/maori-wards-2021>

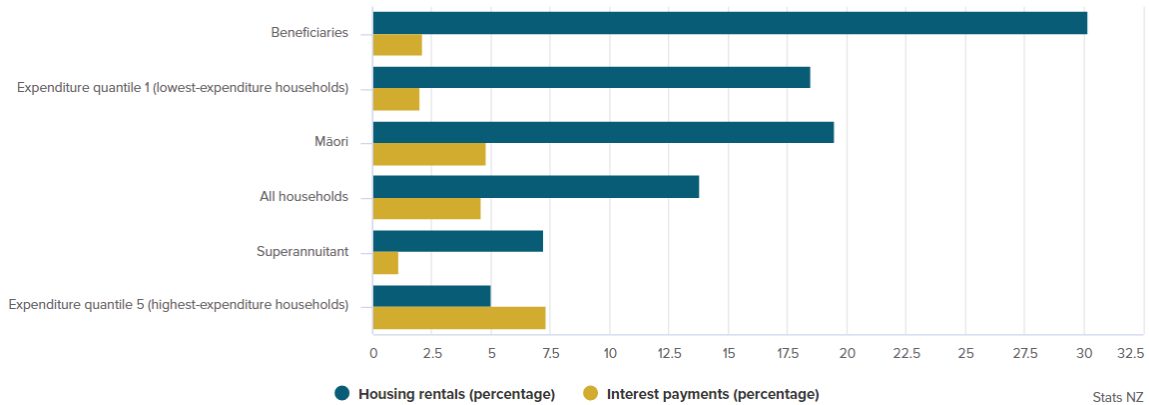
FAQs Local Elections Whakatāne District Council's 8 October 2022



### 3.4 Cost of living

*‘The increase in living cost was higher for every household group in the December 2021 quarter compared with the December 2020 quarter, with living cost increases ranging from 4.8 percent for the beneficiary household group to 5.4 percent for the highest-spending household group.’*

The following graph indicates the proportion of household spending on rental for housing, and interest payments, calculated from weights for the June 2021 quarter.<sup>29</sup>



#### Cost of living increased 5.3 percent for Māori households

Māori households experienced an annual living-cost increase of 5.3 percent from December 2020 to the December 2021 quarter, compared with the 5.2 percent experienced by the average household. This was driven by higher prices for petrol, housing rentals and mortgage interest payments.

Māori households spend about 20 percent of their expenditure on rent, compared with about 14 percent for the average household.

#### Beneficiary households experience lowest living-cost inflation of 4.8 percent

Beneficiary households experienced the lowest annual living-cost inflation of 4.8 percent from December 2020 to the December 2021 quarter.

#### *The impact of COVID-19*

*Tirohanga Oranga o Mataatua (2020)*, is a report produced by Te Puna Ora O Mataatua (TPOOM) after the first Covid-19 lockdown in 2020. It identified the following as the top housing concerns for Māori in the Mataatua rohe:

1. 28.6% paying bills
2. 26.1% heating home
3. 22.2% paying rent or mortgage.

The same report also identified the average size of Māori whānau in the rohe:

- 4.7 people is the average household size for Māori.
- 28.4% of homes are double the national average household size (2.8), with six or more people per household, particularly for Māori whānau.<sup>30</sup>

<sup>29</sup> Accessed 27 June 2022, <https://www.stats.govt.nz/news/increase-in-cost-of-living-reaches-new-high>

<sup>30</sup> Te Puna Ora Mataatua, *Tirohanga Oranga o Mataatua Covid-19 Māori in Mataatua Rohe Survey: Advance report*, 2020. Kiri Pope Consulting, Report 2: *Whakatāne Community Wellbeing Assessment*, for Whakatāne District Council, 4 June 2021, p.29.

**Population statistics by individual wards (2018 Census data)**

Rohe	Area (km2)	Population	Density (per km2)	Households	Median age	Median income
Rangitaiki	849.68	10,260	12.08	3,339	39.4 years	\$28,200
Whakatāne-Ōhope	48.91	18,459	377.41	7,035	43.1 years	\$27,300
Tāneatua-Waimana	1,506.26	3,762	2.50	1,050	31.4 years	\$22,500
Galatea-Murupara	2,045.25	3,222	1.58	1,044	31.5 years	\$20,300
New Zealand					37.4 years	\$31,800

**Population statistics by areas in Whakatāne District (2018 census data)**

Town/ suburb	Population	Dwellings	Median age	Median income
Allandale	2,514	1,116	43.2 years	\$25,000
Coastlands	1,776	624	40.5 years	\$34,400
Mokorua Bush	1,395	588	49.8 years	\$38,400
Trident	3,402	1,356	39.9 years	\$22,600
Whakatāne Central	3,372	1,446	44.4 years	\$25,300
Whakatāne West	3,336	1,143	31.9 years	\$24,200
Edgecumbe	1,644	642	34.5 years	\$25,200
Murupara	1,815	648	29.1 years	\$18,800
Ōhope	3,177	1,350	51.8 years	\$36,600
Galatea	1,407	612	34.0 years	\$24,400
Manawahe	996	453	48.9 years	\$33,900
Matatā-Otakiri	1,737	699	41.3 years	\$31,100
Onepu Spring	1,221	459	44.4 years	\$32,400
Te Teko Lakes	1,758	522	32.9 years	\$19,800
Thornton-Awakeri	2,289	834	41.3 years	\$34,200
Waingarara-Waimana	2,361	765	30.8 years	\$21,200
Wainui	1,497	486	33.4 years	\$26,600

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<sup>31</sup> Accessed 19 May 2022, <https://www.stats.govt.nz/tools/2018-census-place-summaries/whakatane-district>

### 3.5 Housing Supply

According to the 2013 Census, 12,195 recorded occupied dwellings and 1,599 unoccupied dwellings in Whakatāne District. For the 2018 Census, there were 12,564 occupied dwellings, 1,626 underoccupied dwellings, 81 occupied private dwellings and 93 dwellings under development at the time of the Census.<sup>32</sup>

The dwelling stock in Whakatāne and Kawerau districts is mostly aged at over three decades or more, i.e. 80 percent of the stock is more than 30 years old. The remaining 20 percent of dwellings were built in the last three decades, with largest shares in 1990s (eight percent of stock) and 2000s (seven percent of stock). While only five percent of the dwelling stock was constructed in the last decade.<sup>33</sup>

#### Number of dwellings for the Whakatāne District:

We do not know for certain the current number of dwellings in the Whakatāne District for 2022. There have been developments in Kāinga Ora Housing, as well as commercial property development.

It could be reasonable to say that if between these two census nights there was a 0.3% increase in the number of dwellings across the District; then in 2022 there may have been an increase in dwellings by 0.3% (430), providing an estimate of 14,794 dwellings.

We can estimate that on average there are two to three people per dwelling.

#### Size of dwelling

According to a report commissioned by the Council in June 2021, dwellings across the Whakatāne and Kawerau districts combined, mostly have three or more bedrooms (80%), 52 percent with just three bedrooms. There are very few smaller dwellings, with one bedroom (five percent) or two bedrooms (16 percent). Since 2006, the average number of bedrooms per dwelling has remained static at 3.1. The distribution of dwelling stock across these metrics is more or less the same for both Whakatāne and Kawerau districts.<sup>34</sup>

#### Building consents

Building consents for new dwellings between 1990 and 2021 has a long run average of approximately 115 per annum in Whakatāne and Kawerau districts. Most of the development activity has been located in Whakatāne District (110 per annum), with a small amount of development activity in Kawerau (five per annum). In terms of spatial distribution, approximately a third of consents were located in Whakatāne town, 20 percent in Ōhope and 10 percent in Coastlands. The remaining 70 percent of consents have been located in the coastal and rural parts of the districts and a small share in Kawerau.<sup>35</sup> Most recently in the 2020's, the share of attached dwellings and apartments has reached 21 percent of the total with standalone houses making up the remaining 79 percent<sup>36</sup>

<sup>32</sup> Accessed 19 May 2022, <https://www.stats.govt.nz/tools/2018-census-place-summaries/whakatane-district>

<sup>33</sup> M. E Consulting, *Whakatāne District Housing Demand Economic Assessment*, June 2021, *Dwelling Stock*, p.4

<sup>34</sup> *Ibid*, p.3

<sup>35</sup> *Ibid*, Development Activity, p.5

<sup>36</sup> *Ibid*, p.6

## Homeownership

The 2018 Census recorded that 53.1 percent of the District's population owned their own home and 13 percent of dwellings in the District were held in a family trust, leaving 33.8 percent (12,675) who do not own their home.<sup>37</sup> In both Murupara and Edgecumbe there is a high proportion of the resident population who do own their own home, as homes have stayed in families for two to three generations (50 years' home ownership in some cases).

*53.1 percent of the population in the Whakatāne District own their own home.*

## Housing Affordability



This graph is from the 2018 Census. The Whakatāne District had the highest number of people who felt that their housing was not affordable. This could be representative of the median income for the District is \$26,300 pa (lower than the New Zealand average of \$31,800).

*Nationwide the percentage of people (by ethnicity) who feel their housing is unaffordable.*

Asian (11.6%), European (8.8%), Māori (13.3%), Pacific Peoples (15.1%) (2018 Census Data, taken from a sample size of 12,000 households).<sup>38</sup>

## House values and sales

As of March 2021 house values in the Whakatāne District had increased by 22.9 percent, compared to 21.5 percent for the Bay of Plenty region and 18.2 percent for the country as a whole. House sales in the Whakatāne District have increased by 4.0 percent compared to 0.9 percent for the Bay of Plenty region and 13.4 percent nationwide.<sup>39</sup> The average house price is \$655,000, which means that buyers in the Whakatāne District need a deposit of at least \$50,000 and be able to afford weekly mortgage payments of \$500; 40 percent of households in the District earned less than \$50,000. This means that people were effectively locked out of the housing market unless they already owned one.<sup>40</sup>

<sup>37</sup> There are 1095 individuals or family trusts – registered with Te Rāhui Lands Trust. Refer to: <https://terahuilandstrust.co.nz/owners%3A-hunga-whaip%C4%81nga> (Accessed 25 May 2022).

<sup>38</sup> Accessed 5 July 2022, <https://figure.nz/chart/fNemfz7F8ZEAulbT>

<sup>39</sup> Kiri Pope Consulting, Report 2: *Whakatāne Community Wellbeing Assessment*, for Whakatāne District Council, 4 June 2021, p.21 Comparative Economic Indicators, March 2021 Quarter.

<sup>40</sup> Accessed 14 June 2022, <https://www.rnz.co.nz/news/ldr/446492/whakatane-s-housing-stock-not-fit-for-purpose-Council-says>

After the floods of 2017 in Edgecumbe, many seniors (older people and kaumātua) sold their homes and moved closer to or into Whakatāne, this opened up the housing market to new buyers, especially younger families seeking to buy their first home.

## QUESTIONS:

*What conversation can the WDHFG have with the Council and developers about opening up land for further housing development, including different types of housing and land ownership?*

*Is there a need to explore the cost of living in more depth for those on low incomes?*

*What does affordability mean for those earning less than \$50K per annum?*

## Rental accommodation

*Number of registered tenancies in the District*

For this research, we can estimate that approximately 12,251 people live in rental accommodation across rural and urban regions in the Whakatāne District. These latest figures were current at the time of compiling this research (October 31 202- 31 March 2022) <sup>41</sup>

*The median cost of rent per region:*

<b>Market rent (weekly)</b>	<b>Median</b>	<b>Upper</b>
Whakatāne	\$485	\$550
Coastlands	\$565	\$675
Ōhope	\$525	\$625
Matatā	\$440	\$506
Edgecumbe	\$410	\$428 (limited supply of rental accommodation)
*Kawerau	\$380	\$400 *Included for comparison.

NOTE: *These figures were obtained from Tenancies Services and indicate the number of registered bonds. There was no data available for Murupara or Galatea, which suggests that rental accommodation in these areas may be handled privately and not registered with Tenancy Services.* <sup>42</sup>

According to the TradeMe® Rental Price Index, the nationwide weekly rent was up 4.2 percent year-on-year in December (2021), while demand for rental accommodation had increased by 17 percent. <sup>43</sup>

## Non-private dwellings

Non-private dwellings provide short or long-term communal or transitory type accommodation. They are generally available to the public for employment, study, particular need, legal requirement, or recreation. They include backpackers, guest accommodation, hotels, motels, youth hostels, camps,

<sup>41</sup> This figure has been calculated by subtracting the number of people considered as experiencing homelessness or severe housing situations from the total number of people who do not own their own homes (2018 Census data).

<sup>42</sup> Accessed 15 June 2022, <https://www.tenancy.govt.nz/>

<sup>43</sup> Accessed 29 June 2022, <https://www.stuff.co.nz/life-style/homed/119636091/200k-empty-ghost-houses-why-and-what-would-get-them-into-the-market>

communal staff quarters, hospitals, institutional complexes, bed-and-breakfasts, farm stays and home stays mainly intended to be used facilities for paying guests.<sup>44</sup>

### **Underoccupied dwellings**

With a lack of supply blamed for the country's housing crisis, the 191,649 underoccupied dwellings identified in the 2018 Census would surely be a handy addition to Aotearoa's housing stock.

NOTE: Many of these dwellings could have been empty for various reasons and not empty for prolonged periods. The number of actual private empty dwellings in New Zealand on Census night 2018 was recorded at 94,197.<sup>45</sup>

'The percentage of empty properties has been fairly consistent over the years. Unoccupied dwellings made up 8.8 percent of total dwellings in the 1981 Census and ranged between 8.1 percent and 9.7 percent over the decades that followed. In 2013 that rose to 10.6 percent, and in 2018 it was 10.3 percent of total dwellings.'<sup>46</sup>

Outside of Auckland which has up to 40,000 'ghost homes', Tauranga also has thousands of ghost houses, with nearly 5000 classed as unoccupied.

In 2018, the Minister of Housing and Urban Development Phil Twyford ruled out an empty homes tax. In 2021, the Tax Working Group report stopped short of recommending one. The TWG suggested local councils, rather than central government, should decide. The report pointed to "international examples that could inform the development of similar taxes in New Zealand".<sup>47</sup>

### ***Unoccupied/Empty homes in the Whakatāne District***

An analysis of the 2018 Census data of unoccupied dwellings across the District, *The Empty Home Project*, the first of its kind in New Zealand, calculated the following number of empty homes (privately owned dwellings) were identified per area (does not include motels, Air B&B etc).

#### ***Number of empty homes per area (2018 census data)***

Ōhope (282), Wainui (6), Coastlands (15), Thornton- Awakeri (24), Whakatāne Central (51), Waingarara- Waimana (63), Galatea (84), Murupara (51), Onepu Spring (24), Te Teko Lakes (18), Matatā- Otakiri (30), Manawahe (24) Total (672).<sup>48</sup>

### **WHY ARE HOMES LEFT EMPTY?**

There can be many reasons for homes being empty, including properties that are:

- used for short-term accommodation, such as bachs
- second residences, used intermittently
- in between ownership and are temporarily vacant

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<sup>44</sup> Accessed 19 May 2022, <https://www.airbnb.co.nz/s/Whakatane--Bay-Of-Plenty--New-Zealand/homes>

Accessed 20 May 2022, <https://www.whakatane.info/accommodation/bed-breakfast>

Accessed 20 May 2022, <https://www.booking.com/hotel/nz/whakatane>

Accessed 2 June 2022, <https://www.bachcare.co.nz/holiday-homes-accommodation/whakatane>

Accessed 2 June 2022, <https://www.whakatane.com/plan-your-trip/accommodation/backpackers>

Accessed 2 June 2022, <https://www.whakatane.com/plan-your-trip/accommodation/boutique-and-glampping>

<sup>45</sup> Accessed 29 June 2022, <https://emptyhomes.co.nz/Numbers>

<sup>46</sup> Accessed 29 June 2022, <https://www.stuff.co.nz/business/industries/125463204/ghost-houses-a-spectre-of-nzs-housing-crisis-or-just-a-bogeyman>

<sup>47</sup> Accessed 29 June 2022, <https://www.stuff.co.nz/life-style/homed/119636091/200k-empty-ghost-houses-why-and-what-would-get-them-into-the-market> Vancouver, Canada, is one such trailblazer. Legislators in the city have forced landlords to rent out their property or pay a 1 per cent tax based on the home's assessed value. The levy, introduced in 2017, collected \$39.4 million from 1989 empty properties in 2018. Vancouver reinvests the cash into affordable housing initiatives and recently voted to raise the tax to 1.25 per cent.

<sup>48</sup> Accessed 29 June 2022, <https://emptyhomes.co.nz/Numbers>

The Empty Homes feasibility study is an independent project of the Wise Group, a charitable trust. <https://www.wisegroup.co.nz/>



- held under estate/probate
- temporarily unoccupied for maintenance, renovation, or development
- normally rented, but in between tenants
- awaiting consents or codes of compliance
- awaiting insurance claims
- being decontaminated
- being repurposed for different use
- used for seasonal workers with varying demand.

It's also important to consider how long homes are left empty. Some of the factors above have a short-term impact on how long properties sit empty. Some of these properties will naturally return to the housing supply. Some are empty due to external factors that take time to remedy. In this case, being empty is not a signal that there is an intent to leave the property permanently empty.<sup>49</sup>

### Commercial accommodation

**Air B&B/ Book a Bach**- Currently there are 207 Air B&B sites listed online for the Whakatāne District ranging in price from \$37 to \$175 per night.

**B&B and motels** - There are 10 B&B/ motel sites listed online ranging in price from \$85 to \$260 per night.

**Backpacker accommodation** – there are two backpacker accommodation sites found online for Whakatāne.

**Seasonal work accommodation** – There are four packhouses in the District, which may offer seasonal workers some accommodation. These are in Edgecumbe, Whakatāne Mill, Seeker (OPAC) and Riverlock packhouse in Ōpōtiki, although this information is not readily available via their websites.

**Private holiday homes** - There could be as many as 1,409 private holiday homes across the District. On *Book a Bach* there are 13 holiday homes plus five 'Glamping' accommodation sites advertised.

### QUESTION:

*Could the WDHFG advocate to private property owners to increase the availability of rental accommodation?*

<sup>49</sup> Accessed 29 June 2022, <https://emptyhomes.co.nz/Numbers>

### 3.6 Uninhabitable housing

There are approximately 600,000 registered bonds with Tenancy Services in New Zealand. However, rental stock is often of poorer quality than owner-occupied homes. Research shows a link between uninhabitable housing ('unhealthy homes') which are cold, damp, and/or mouldy and negative health outcomes, particularly for illnesses such as asthma and cardiovascular conditions.<sup>50</sup>

As already explored in Section One, the definition of uninhabitable housing refers to the quality of the existing housing stock that does not meet the *Healthy Homes* standards, including dilapidated housing and homes which do not have the basic amenities of heat, water, toilet and cooking facilities. Housing repairs are therefore necessary to bring the housing stock up to standard as is re-fitting rental accommodation with efficient heating and ventilation, now a requirement of all landlords.

This section also explores what is needed in times of natural disaster and the range of temporary housing assistance required, as was the case in Edgecumbe after severe flooding in 2017.

#### In times of natural disaster

##### Rebuilding Edgecumbe after the floods

After the floods in Edgecumbe in 2017, and well before the *Healthy Homes* standards legislation was introduced in 2019, a determined effort from across central government agencies, the District Council, iwi and community services, was set in motion to ensure that homes were repaired to a high standard and that temporary accommodation was provided. Extra financial and practical support was made available to people affected by the floods, as well as many insurance claims to the EQC. Whakatāne District Council approved support for the *Liveable Home Project*, which provided labour, expertise to repair homes and to ensure they were habitable again.<sup>51</sup> The project received \$750,000 in funding from the Bay of Plenty Regional Council and Bay Trust. Practical support came from the *Ngāti Awa Volunteer Army* and other project partners to assist people who did not have the means to repair their flood-damaged properties back into their homes. This primarily included uninsured or under-insured homes (approximately 20) in Edgecumbe.<sup>52</sup>

The Government provided \$1 million in funding to enable Enhanced Taskforce Green teams to clear debris from towns, rural properties, and parks and reserves in Edgecumbe, Whakatāne, Tāneatua, Ruatoki and other affected areas. MSD provided around 3,000 civil defence payments totalling over \$850,000 to help people with food, clothing and bedding.

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<sup>50</sup> Accessed 14 June 2022, <https://www.tenancy.govt.nz/healthy-homes/about-the-healthy-homes-standards/>

<sup>51</sup> Accessed 4 July 2022, <https://www.whakatane.info/business/edgecumbe/edgecumbe-flood-information-support>

<sup>52</sup> Accessed 4 July 2022, <https://www.nzherald.co.nz/rotorua-daily-post/news/funding-boost-for-liveable-homes/LZBAIYO3R3IPIQRLSJECPEENVBI/>

The Rural Support Trust worked with 65 farmers needing support and the MPI Bay of Plenty Primary Sector Flood Recovery Grant fund distributed 43 grants, totalling \$200,000. And MBIE leased 21 one-bedroom cabins to transport to flood-damaged properties and contracted the construction of an additional 17 one and two-bedroom cabins.<sup>53</sup>

### Healthy Homes:

The Healthy Homes standards became law on 1 July 2019 and introduced specific and minimum standards for heating, insulation, ventilation, moisture ingress and drainage and draught stopping in rental properties. All private rentals must comply within 90 days of any new or renewed tenancy after 1 July 2021, with all private rentals complying by 1 July 2024.

All boarding houses must comply by 1 July 2021. All homes rented by Kāinga Ora (formerly Housing New Zealand) and registered Community Housing Providers must comply by 1 July 2023.

For more information, refer to: <https://www.tenancy.govt.nz/healthy-homes/about-the-healthy-homes-standards>

## 3.7 Housing Repairs

### Māori-owned housing – maintenance and repairs

The housing challenge is how to improve existing sub-standard housing and infrastructure (e.g. no power and water) and address overcrowding for whānau Māori living on their whenua. Overcrowding can be due to the non-availability of suitable sized housing, needed for intergenerational living. In this context, iwi and Māori housing providers also focus on bringing existing homes up to acceptable standards and improving infrastructure. As already indicated earlier in this report – 52 percent of the dwellings in the District are threebedrooms, there is very little supply of one-bedroom or four or more bedroom dwellings.

#### *Te Puna Ora o Mataatua – Housing repairs programme*

Te Puna Ora o Mataatua (TPOOM) has a contract with Te Puni Kokiri to undertake housing repairs for whānau Māori. There are currently 74 households on the waiting list (as of May 2022). The whare waiting for repairs are in the following locations:

Coastlands	Murupara	Tāneatua
Edgecumbe	Murupara	Te Teko
Kawerau	Ōpōtiki	Waimana
Kutarere	Poroporo	Waiohau
Matatā	Ruatoki	Whakatāne

#### *Tūhoe – Housing repairs programme*

From 2018to 2019 four Tūhoe subtribes supported by Te Uru Taumatua, conducted a housing repairs and maintenance pilot programme for one to three years. This is one of several initiatives within Tūhoe’s longer term 40-year housing vision. There were 29 homes assessed for repairs and 16 repair packages developed by whānau; some included re-builds.

### FOR CONSIDERATION:

*There is a need to share knowledge and strategies Māori housing, repairs, land tenure, papakāinga development, as well as finding pathways to housing and reconnection with whānau and hapū.*

<sup>53</sup> Accessed 4 July 2022, <https://www.beehive.govt.nz/release/edgecumbe-recovery-progressing-well>

## 3.8 Parks and Reserves

### The Parks and Reserves Bylaw 2018

1. The purpose of the Parks and Reserves Bylaw is to regulate the use of parks and reserves in the Whakatāne District to ensure that they can be used for their intended purpose without users being subject to hazard, annoyance or activities affecting health, safety, or wellbeing.
2. The Parks and Reserves Bylaw also provides for the protection of all Council infrastructure associated with parks and reserves from damage or loss.
3. The Parks and Reserves Bylaw should be read in conjunction with the District Reserve Management Plan and any applicable individual Reserve Management Plans and the following Bylaws:
  - a. Public Places Bylaw 2018
  - b. Dog Control Bylaw 2018
  - c. Traffic and Speed Limits Bylaw 2018
  - d. Alcohol Control Bylaw 2018

The Parks and Reserves Bylaw applies to any open space, plantation, garden park, domain, foreshore or greenspace area set aside for public recreation or enjoyment which is under the control or ownership of the Council; but does not include any land, park domain or greenspace area which is subject to a lease that has been granted by the Council under the Local Government Act 2002 or the Reserves Act 1977 and does not include any land that has been leased unless the Bylaw has been specifically excluded in the lease.

#### Access to Parks and Reserves

1. No person shall enter or leave any park or reserve except through the openings, gateways, entrances, or exits provided for the purpose.
2. No person shall wilfully obstruct any of the approaches, entrances, exits, thoroughfares, or walks of any park or reserve.
3. No person shall enter any park or reserve unless the reserve is open for public admission.

#### This is the key part of the bylaw which impacts rough sleepers.

The Bylaw also includes a list of prohibitive activities. *‘Every person committing any breach of the provisions of this Bylaw shall, upon request by any Authorised Officer, immediately leave the park or reserve and may be prohibited from being in the park or reserve for such a period as the Authorised Officer deems fit.’*

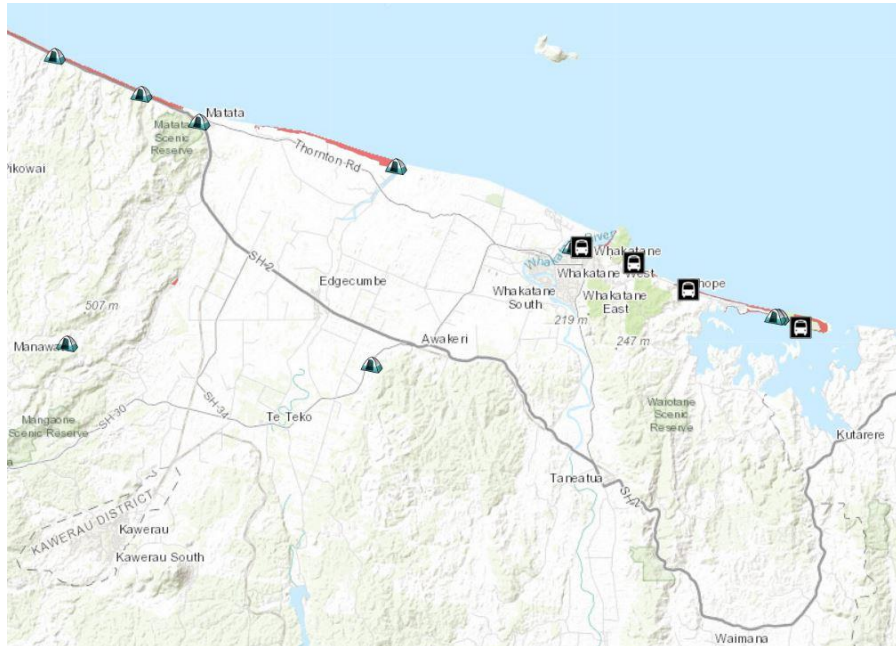
Any person who commits an offence under this bylaw shall be liable to be prosecuted and liable to a fine not exceeding \$20,000.<sup>54</sup>

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<sup>54</sup> Whakatāne District Council, *Parks and Reserves Bylaws*, 17 December 2018.

### 3.9 Campgrounds

*Permitted camping areas in the Whakatāne District:*



Camping in tents and certified or non-certified vehicles is permitted by the Council at Ani Whenua Reserve, Galatea (near Murupara). Conditions applying to this site are:

1. A maximum stay of seven nights in any four-week period.
2. Depositing of litter is prohibited (refuse transfer station available in Murupara - open Monday to Friday, 7 am - 9 am and 3 pm - 5:30 pm; Saturday 10 am - 5:30 pm).
3. Camping sites must be left in a clean and tidy condition - please take all rubbish with you.
4. Campers must follow any direction(s) issued by an authorised officer.

For other public places that the Council owns or manages, camping in certified self-contained vehicles is permitted, subject to any other conditions that may apply.<sup>55</sup>

#### **Temporary accommodation at campgrounds**

From time to time there is a need to provide temporary accommodation, especially at times of natural disaster such as the after the floods in Edgumbe (2017). In response to this event, up to 30 temporary homes were built at the Whakatāne Holiday Park in partnership with the Whakatāne District Council, with the costs being shared, the campground is managed by the Council.

#### **Requests to campground management**

As part of this research five campgrounds were contacted (Whakatāne Holiday Park, Murphy's Campground, Ōhope Beach TOP 10 Holiday Park, DoCc campground at Matatā and Thornton Holiday Park) and asked the following questions (three replied).

<sup>55</sup> Accessed 29 June 2022, <https://www.whakatane.govt.nz/services/parks-and-public-spaces/camping-and-overnight-parking>

**1. How many people come to the campground seeking emergency accommodation?**

*We get the occasional phone call from people looking for emergency/temporary housing - two or three per month. - Ōhope Beach TOP 10 Holiday Park*

*We have two to three people daily ask for emergency accommodation or WINZ quotes. We don't do any of these. The past has proven that these are not good options for us. – Whakatāne Holiday Park*

*From time to time we have enquiries from people wishing to live here at our camp - for various reasons (homelessness; relocation to the area; wishing to retire somewhere nice, etc). However, we run the business as a holiday camp only, with many families returning year upon year - through both the busy summer months and the rest of the year - so permanent residence is not suitable for us. - Murphy's Campground*

**2. Have you ever referred anyone to a social service agency or local community group for support and assistance?**

*No - Ōhope Beach TOP 10 Holiday Park*

*No. We have told them who can help with accommodation. - Whakatāne Holiday Park*

**3. How many people own cabins or caravans onsite and live at the campground long term?**

*None - - Ōhope Beach TOP 10 Holiday Park*

*We currently have none. We have a maximum stay of 21 days in and then out for 21 days. - Whakatāne Holiday Park*

**4. How many seasonal workers (e.g. kiwifruit pickers) live at the campground throughout the year? On average, how long do they stay?**

*None - we are not geographically placed for seasonal workers. - Ōhope Beach TOP 10 Holiday Park*

*We only have one group booking the Tourist Cabins (two bunks /room) for two weeks for seasonal workers. - Whakatāne Holiday Park*

*We do not allow seasonal workers. - Murphy's Campground*

**FOR CONSIDERATION:**

***Will seasonal accommodation be an ongoing issue for the horticultural industry?***

*At the moment it appears that some campgrounds provide very short-term accommodation (maximum three weeks at a time). The packhouses do not seem to advertise accommodation for seasonal workers.*

*The WDHFG could consider this an area for further investigation.*

### 3.10 Council bylaws on Freedom Camping

Camping regulations apply to all public areas that the Council owns or manages and visitors to the District are asked to comply with those regulations. In most public places, overnight parking is only allowed in self-contained vehicles.

Certified self-contained freedom camping is permitted in four designated areas: McAlister Street carpark, Maraetotara Reserve, Port Ōhope Boat Ramp and West End carpark (however camping at West End carpark is prohibited from the beginning of the third week of December until 31 March).

All prohibited and restricted areas are clearly signposted and monitored. The following conditions apply for freedom camping:

1. Vehicles must display evidence of a current self-containment certificate.
2. Vehicles must be parked only in the designated areas.
3. Stays in any one location are for a maximum of two consecutive nights.<sup>56</sup>

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<sup>56</sup> Accessed 29 June 2022, <https://www.whakatane.govt.nz/services/parks-and-public-spaces/camping-and-overnight-parking>



# Section 4 - Community Wellbeing Assessment

In 2021 two research reports on community wellbeing were commissioned by the Council's Community Partnership Team. This desktop research exercise provided up-to-date information on internal and external factors influencing community development and community wellbeing and made recommendations on areas of potential focus for the community.

'There are many different definitions and approaches to community development. Essentially, though, it is community members coming together to develop a vision and goals for their own community, identifying solutions to common problems and taking collective action to address these.'

From this research, 25 representatives of social sector organisations identified the provision of suitable housing and healthy homes as a priority action in the Community Wellbeing Project - Prioritisation Sprint, report (May 2022)

Regionally, the Eastern Bay Community Foundation and Te Whatu Ora Health New Zealand (formerly Bay of Plenty District Health Board) have strategic documents that help provide important context on local community priorities. The Eastern Bay of Plenty's Vital Signs® 2018 report provides a snapshot of the health and vitality of the community, things to celebrate and issues the area faces.

*Vital Signs*® aims to help local organisations and communities identify where effort should be placed to make the most difference. The report identified the following priority areas:

- Social and cultural wellbeing – supporting young adults
- Health and wellbeing – safety
- Economic wellbeing – reducing inequality, housing.

## Housing:

*Vital Signs*® found that the top priorities for housing as identified by the community were:

1. Improve the quality of existing housing through insulation, maintenance, and cost-effective fittings (57%)
2. Improve the affordability of owning a home (56%)
3. Provide more assistance for first home buyers (51%).

## Economic Wellbeing

*Vital Signs*® also identified that in the area of lifting the economic wellbeing for the Whakatāne District the priority areas identified by the community were:

1. Reduce inequality (including impacts of poverty)
2. Support young people (including employment opportunities)
3. Address housing issues (including the cost of living concerns)
4. Address safety concerns (especially those related to drugs and alcohol).<sup>57</sup>

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<sup>57</sup> Eastern Bay of Plenty's Vital Signs®, 2018 report p8.

*Other key priorities for the District's economic wellbeing:*

1. Preparing for population growth and housing demand.
2. Enhancing the environmental outcomes of our activities.
3. Improving the safety, security, and resilience of infrastructure.
4. Building climate change and natural hazard resilience.
5. Enhancing the vibrancy of our communities.
6. Facilitating economic regeneration and employment opportunities.
7. Strengthening iwi-Māori partnerships with Council and the community.<sup>58</sup>

## 4.1 Community Wellbeing Project Prioritisation Report

The *Community Wellbeing Project (CWP)* (June 2022) is a community and social sector-led initiative that sets out to achieve better social outcomes for Whakatāne District residents.

Recent research (including the *Vital Signs*<sup>®</sup> report and the Social Wellbeing Prioritisation Sprint held in May 2022) and feedback from our communities has provided an ideal foundation for local organisations and agencies, with expertise in social issues, to create a collective way of working to improve social wellbeing.

The CWP has been designed to be community and sector-led and is being facilitated by the Council's Community Partnerships Team. Representatives across the community identified these as the key barriers to thriving communities (in no order):

- **Health** with specific reference to the difficulty in accessing primary health care and mental health services. There is a need for more community-based care.
- **Lack of collaboration between providers.** While acknowledging there is much impactful action occurring, it can be in silos. What services are available are not always visible to other providers and community members. Many decisions about services are made at a national level without reference to community need.
- **Transport.** There is a need for more affordable and accessible transport options. Lack of transport is a barrier to attending health related appointments and participation in activities.
- **Housing.** There is a shortage of good quality, affordable housing stock.
- **Intergenerational trauma.** Many whānau carry hurt and trauma, passed through generations. The pressures of COVID have intensified this for some.
- **Inequality.** Entrenched welfare dependency and the cost of living are driving income inequality and poverty.
- **Disillusioned rangatahi.** Who are disengaging from school and not achieving their full potential?
- **Safety.** Addressing safety in the home, feeling safe in public places.

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<sup>58</sup> Consultation Document for Whakatāne District Council Long Term Plan 2021-31.

These opportunities were identified as important for thriving communities (in no order):

- **Use the place-based resources already existing.** There are many important spaces in the Whakatāne District that can become hubs of collaboration, including marae and there is the opportunity to explore developing creative hubs - a community centre.
- **Investing in rangatahi.** This could include more trade training opportunities, a service academy, a creative hub, building connection with mana whenua, a buddy programme and more health services targeted at rangatahi to diagnose health issues that are barriers to learning.
- **Vision.** Create a compelling vision and shared story about the awesomeness of the Whakatāne District. Provide opportunities for our smaller communities to express their identity e.g. welcome signs. Develop community plans.
- **Smarter funding models.** Better leverage the resources already within the Whakatāne District, such as from local businesses, philanthropists. Pool resources and apply for resources as a collaboration. More funding decisions made locally that are based on our needs.
- **Intergenerational trauma.** Understand our local resources and needs. Educate communities about the impact of intergenerational trauma. Create safe spaces for those experiencing it to seek support.
- **Ensure rural communities have the services they need** such as transport and social service delivery.
- **Collaboratively seek solutions for housing need** such as connection to services, home share, landownership options, social housing and collective advocacy to central government. <sup>59</sup>

*Mahi Tahi mō te tipu ora!*

*Working together for a thriving future!*

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59 Whakatāne District Council, Community Partnerships Team, *Community Well-being Project Prioritisation Report*, 10 June 2022

## Section 5 - Housing Support

The next few sections examine the current level of housing support services and the types of accommodation available to meet specific needs such as:

- A. Senior Housing
- B. Communal Housing
- C. And housing that addresses the immediate needs and those experiencing homelessness:
  - Emergency accommodation
  - Community housing
  - Transitional housing
  - Public housing

### A. Senior Housing

This section explores the range of accommodation available in the District to meet specific housing needs and ideas for other forms of accommodation to meet various housing need. This includes housing for seniors (Kaumātua and older people).

#### Kaumātua and Seniors in rental accommodation

‘New Zealand’s previously very high rate of owner occupation is falling rapidly and is accompanied by a rising dependence on the (mainly private) rental market. This means that more older people, both now and in future, depend on the rental market.

This emerging issue has not been addressed in NZ research, policy, or services. Overseas research shows older renters, whether in public or private rentals, are more vulnerable to housing stress, dwellings in poor condition and social isolation. The probability of admission to residential care is higher among renters. It also found that older renters are poorly covered by home care services.’

The Ministry of Health funds home support providers to help older people with their ongoing needs in the home. They must use one of the providers contracted to the Ministry of Health. The Ministry will also provide funding for some home modifications that cost over \$200.<sup>60</sup>

A study undertaken in 2013 of older people renting in the Western Bay of Plenty region gave the following findings:

- Those turning 65 years of age by 2021 and 2026 (born 1952-56 and 1957-61) will have home ownership levels below 50 percent. Some of those will live in homes owned by a family trust, but most will need rental accommodation.
- Older Māori are more reliant on the rental market than non-Māori.
- Over three-quarters of older renters lived in private rentals.

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<sup>60</sup> Refer to: Ministry of Health, Housing Modifications for Disabled People. [www.health.govt.nz](http://www.health.govt.nz)

Ministry of Health, Needs Assessment. [www.health.govt.nz](http://www.health.govt.nz)

Work and Income, House Modification Funding. [www.workandincome.govt.nz](http://www.workandincome.govt.nz)

Accessible. [www.accessible.co.nz](http://www.accessible.co.nz)

Enable New Zealand. [www.disabilityfunding.co.nz](http://www.disabilityfunding.co.nz)

Lifemark New Zealand provides advice on house designs to make homes easy and safe to live in. It also operates a certification system for homes of a high standard of accessibility. [www.lifemark.co.nz](http://www.lifemark.co.nz)

Home Modification Information (HMinfo) Clearinghouse information service, Australia, offers useful advice for those wanting to install modifications themselves. [www.homemods.in](http://www.homemods.in)

- The biggest issue faced by older renters was affordable rents.
- Around 54 percent of older tenants in the sub-region received the Accommodation Supplement.
- There was little rental accommodation targeted to, or specifically catering for the needs of older people, and current supply did not meet demand.<sup>61</sup>

### Older People and the Tenure Revolution

In May 2016, the Population Ageing Technical Advisory Group (PATAG) and the *Life When Renting: Older People and the Tenure Revolution* research programme collaborated to conduct additional work within a case study in the Western Bay of Plenty sub-region.

This work aims to identify current and future implications of the falling rate of owner occupation and rising dependence on the (mainly private) rental market for the older population. PATAG was interested in the case study investigating several themes and issues:

- How people become renters later in life.
- International models that support long-term tenure in the private rental market.
- The type of housing that older people would choose.
- The range of providers in the rental market and the extent to which they cater for older tenants.
- The implications of a shortage of suitable housing stock of the right size and design for an ageing population.
- Cohousing as an example of alternative tenure.

The final report summarised the six working papers completed for PATAG within the case study. It identified the implications of the findings for councils and local organisations and suggested some ways forward. The case study will continue as part of the current *Life When Renting* research. In addition, analysis of national data and analysis generated from other case studies to date can be found on <http://renting.goodhomes.co.nz/>

### Senior renters' experiences:

- Both older renters and older owner-occupiers want the same things out of their housing: warm, affordable, accessible, safe, easy to maintain, 'right-sized' homes that are close to services.
- Movement from owner-occupation to renting is not uncommon and is generally precipitated by financial or personal shock.
- The main causes of the movement of older tenants are unaffordable rent, or the house is sold and the tenancy is no longer available.
- There are examples of older tenants living in rental dwellings in a very poor and unsafe condition.
- Some older renters find applying for a tenancy, and the standard notice period for termination of a tenancy, very stressful.

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<sup>61</sup> Accessed 14 June 2022, <https://renting.goodhomes.co.nz/wp-content/uploads/2018/03/ageing-well-lwr-final-integrated-report-june17-paper-b.pdf>

- Housing pressures affecting all age groups are resulting in some older people providing accommodation for their younger relatives. This can pose financial and tenancy risks to the older person.<sup>62</sup>

## FOR CONSIDERATION:

### ***A Housing Field Catalyst supported by the WDHFG could promote the following:***

- Education for landlords and property managers in providing for older tenants.
- Improving the management of tenancies.
- Liaison with community service providers for tenant support.
- Provision of resources/campaigns to raise older tenants' awareness of their rights and responsibilities.
- Advocate for increased housing for older people as part of the Council's Growth Strategy and Spatial Plan consultation process.

## Pensioner flats and retirement villages

As the older population has increased in size, demand for retirement villages continues to be on the rise. In the *Housing NZ* report (2020), Stats.NZ reported that between 1991 and 2020, there have been a total of 27,786 consents for new retirement village units, with over half of these consented since 2012.<sup>63</sup>

In 2015 the Council sold all its 79 one-bedroom pensioner flats (72 in Whakatāne and seven in Murupara) to Tawanui Community Housing Trust (TCHT). All existing tenancy arrangements continued under the same terms and conditions. Following the transfer, the Council no longer manages these units.<sup>64</sup> In 2020 the seven units in Murupara were sold to local iwi.<sup>65</sup> In 2021 TCHT received a grant from Trust Horizon to upgrade the 72 pensioner flats in Whakatāne with heat pumps and several electric switchboards. Most low-income tenants also have high health needs, such as using a respirator.<sup>66</sup>

There were two retirement villages in Murupara, located at Kowhai Avenue - Hardy Flats (previously owned by TCHT also known as Tawanui Community Housing) and Murphy Flats (previously owned by the Council).

Whakatāne township has three retirement villages. 1. Bupa Mary Shapley Retirement Village and Care Home, 4 Spence Lane, with 29 villas and 22 apartments; Sheafs Rest Home (locally owned), 17 Landing Road which caters for 28 residents and Golden Pond Home and Hospital, locally owned, 47 Bracken Street, which has 18 units and 11 studio apartments, catering for up to 60 residents.

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<sup>62</sup> Saville-Smith, K, James, B, Murphy, L, *Downsizing, and the Housing Stock - Realities for Older People*. Report prepared for the Finding the Best Fit research programme, 2016  
Accessed 14 June 2022, <http://www.goodhomes.co.nz/downsizing.goodhomes.co.nz/resources/downloads/Dwelling%20size%20and%20downsizing%2022%20Sept.pdf>

<sup>63</sup> Stats.nz, *housing-in-aotearoa-2020.pdf* p.23.

<sup>64</sup> Accessed 25 May 2022, <https://www.whakatane.govt.nz/residents/pensioner-housing>

<sup>65</sup> Accessed 25 May 2022, <https://tcht.co/past-projects>

<sup>66</sup> Accessed 25 May 2022, <https://tcht.co/news>

## Other models of cohousing for seniors

There is some overseas evidence that cohousing is a beneficial option for older people. However it is not common in New Zealand. For cohousing to become more widely available, some barriers will need to be overcome, including lack of clarity about cohousing in planning regulations.

### QUESTIONS:

***What could other models of communal housing for older people look like, and could they be developed?***

Refer to examples given in this section.

***What government or private funding might there be for this?***

The WDHFG could explore, in partnership with the Council, existing housing providers for older people and developers, what other models could work and if there is local interest in exploring this.

*For senior cohousing to become a viable, affordable and accessible choice, it requires a broad infrastructure of support, including cooperation between planning and regulatory agencies, developers (private or not-for-profit) and householders.<sup>67</sup>*

## Examples of cohousing models for seniors

### HAUMARU HOUSING – COMMUNITIES FOR OLDER PEOPLE

Delivering affordable rental housing specifically for older people, Haumaruru Housing Limited Partnership is a joint venture between Auckland Council and The Selwyn Foundation. Currently they manage more than 1,400 units for older people with a housing need.

*‘Our vision is to be the leading provider of affordable rental housing for older people in New Zealand. Across the Auckland region, we refurbish existing villages and build new ones from scratch to meet the health, social and community needs of older people. More than simply providing housing, we help secure the futures of older people and enhance their wellbeing.’*

Refer to: <https://www.haumaruhousing.co.nz/>

### CORNERSTONE COHOUSING FOR SENIORS

Cornerstone Cohousing describes its members as independent, active adults. Their plans are for a multi-unit apartment building in Auckland suburb Ōwairaka for singles and couples over 55 and is set to change the way we think about living in later years. “One of the biggest drivers of what we’re doing is simply about planning our future, instead of having it happen to us,” says Gill Ross, one of

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<sup>67</sup> James. Dr Bev (PP&R) and Saville-Smith, Dr Kay (CRESA), *Older People and the Rental Market in the Western Bay of Plenty Sub-region: Summary and Possible Ways Forward*, A Paper prepared for the Population Ageing Technical Advisory Group Western Bay of Plenty Sub-region June 2017, p.14.



the group's founders. "We want to be part of the process of designing something that suits us now and later in our lives."<sup>68</sup>

Refer to: [www.cornerstonecohousingnz.co.nz](http://www.cornerstonecohousingnz.co.nz) (website under construction)

## RECOMMENDATION:

***That the WDHFG investigates further the stressors faced by seniors with their housing.***

i.e. Cost of living, cost of rental accommodation, tenure of rental accommodation, support, education on sustaining tenancies etc.

Action: Undertake an analysis of relevant local and national policy and strategic frameworks to identify directions for housing solutions for the older population and look at the projected figures for the growth in the ageing population and what this means for housing supply.

## B. Communal and Cohousing options

There is various literature from within Aotearoa and internationally about the creation of intentional communities, eco-villages, communal living models and cohousing, some of these are listed in the bibliography to this report.

One growth area internationally has been in the urban cohousing movement and rural eco villages. In Aotearoa the growth of papakāinga is one example of this.

*Intentional communities are part of a global movement, sharing problems and potentials with thousands of other people all of whom seek to live a healthier, more humane and sustainable life within community.*<sup>69 70</sup>

**Cohousing** is a form of collaborative housing in which residents actively participate in the design and operation of their own neighbourhoods. The cohousing concept originated in Denmark in the early 1970s and was introduced to the English-speaking world in the late 1980s by the inspirational book "*Cohousing: A Contemporary Approach to Housing Ourselves*" by architects Kathryn McCamant and Charles Durrett.

Since its inception, this concept of "*living community*" has spread quickly. There are now hundreds of cohousing communities around the world, from Europe to North America, Japan, Australia, and New Zealand.

<sup>68</sup> Accessed 20 July 2022, <https://www.oneroof.co.nz/news/aucklands-first-co-housing-for-seniors-launching-march-37571>  
<https://thehousinginnovationsociety.com/events/new-ways-to-own-a-home>

<sup>69</sup> Greenaway. R, McMurray. M, Colyer. D, UTOPIANZ, *A guide to intentional communities and communal living in Aotearoa New Zealand*, The STRAW Umbrella Trust, 2004, What's in a name? Intentional community – Dr. B. Metcalf, p.8.

<sup>70</sup> Accessed 7 July 2022, <https://www.earthsong.org.nz/about/cohousing>

Cohousing as a concept has been slow to take hold in Aotearoa but is now coming of age. There are new cohousing developments taking place in Auckland, Dunedin, Whangarei, New Plymouth, Whanganui, Hawkes Bay, Masterton, Wellington, Tākaka, and Christchurch.<sup>71</sup>

### **What other types of communal/ cohousing options are there?**

*Examples:*

#### **TĀKAKA COHOUSING NEIGHBOURHOODS**

This project is now underway. They are building two, 34 home cohousing neighbourhoods on 14.5 hectares of land with the aim of meeting local needs for high-quality, sustainable housing. The land is located on the edge of the Tākaka township. Next door to a high school, primary school, kindergarten and community garden. A 10-minute walk from town and a central location for accessing all of Golden Bay's beaches and national parks.

*To live in relationship with the whenua and one another.*

Find out more here: <https://www.takakacohousing.co.nz/>

#### **PETERBOROUGH HOUSING COOPERATIVE**

Peterborough Co-op is 14 townhouses around a huge central courtyard, with a neighbourhood house. It's in inner-city Ōtautahi (Christchurch) and started in 1982. The 2011 earthquake terminally damaged all the houses, allowing us to rebuild as a purpose designed pocket neighbourhood.

*Sense of Community*

*'Peterborough gives a sense of extended family-like ties. Each household is in charge of itself but is also part of something bigger. Peterborough purposely includes grandparents, families, single parents, couples, singles, young people and children.'*

*'The cooperative is designed to encourage informal chats, with the central courtyard giving a sense of village life, and a chance to say hi to your neighbours every day. We also have a weekly pot-luck dinner in the common house and self-governance.'*

Find out more here: <http://www.peterborough.nz/>

#### **EARTHSONG ECO-NEIGHBOURHOOD**

Earthsong is an innovative urban cohousing development in west Auckland, New Zealand, and a model of socially and environmentally sustainable urban living.

*'As our contribution to a peaceful and healthy planet, we make available on this website extensive information about our design, systems, and processes. We invite you to browse and use any of these resources, with due acknowledgement to Earthsong Eco-Neighbourhood. We'd love to hear what you have found useful and how you have used it!'*

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<sup>71</sup> Accessed 20 July 2022 <https://www.newsroom.co.nz/time-for-cohousing-to-go-mainstream>

## Social Integration

Information provided by the Earthsong community on the benefits of cohousing.

‘Cohousing balances the needs of the individual for autonomy, privacy, and control of their own space, with the advantages of cooperation, belonging, safety and community. It’s the best of both worlds! Through spatial design and shared social activities, cohousing facilitates intergenerational interaction among neighbours for social, practical, and environmental benefits. Though most cohousing neighbourhoods have between 15 and 35 households, they can range in size from six to more than 40 residences.

Regardless of the size of the community, there are many opportunities for casual meetings between neighbours, as well as more intentional gatherings such as common meals, celebrations, clubs, and business meetings.’

Find out more here: <https://www.earthsong.org.nz/about/cohousing>

### TOIORA HIGH STREET COHOUSING

The High Street Housing Project is being developed by Urban Cohousing Otepoti Limited. In 2013 the story began on 24 brand-new, freehold terrace homes emerging along High Street, Alva Street and Montpellier Street, on the site of the former High Street School. A group of Dunedin people decided they wanted to create and live in a green, sustainable, child-friendly and sociable neighbourhood. It was an innovative and ambitious concept but research of similar cohousing projects in Europe and North America confirmed this style of neighbourhood improves the lives of young and old and is particularly effective in inner city environments.

Find out more here: [www.highstreetcohousing.nz/](http://www.highstreetcohousing.nz/)

### URBAN HABITAT COLLECTIVE

This collective came together in 2018, to design and create a cohousing project on 136 Adelaide Road in central Wellington. They have consent to build 24 homes and aim to have construction completed in 2023. Spacecraft Architects have designed two buildings on site: a seven-storey building on the Adelaide Road street frontage with 18 homes and a four-storey building at the rear of the section with six homes. The buildings are separated by a large, landscaped garden.

Find out more here: [www.urbanhabitatcollective.nz/](http://www.urbanhabitatcollective.nz/)

### THE LIVING BUILDING CHALLENGE

*Socially just, culturally rich, and ecologically restorative.*

**The International Living Future Institute** is premised on the belief that providing a compelling vision for the future is a fundamental requirement for reconciling humanity’s relationship with the natural world.

*‘Our beautiful planet is capable of supporting vast diverse ecosystems, allowing human communities to thrive, and we are capable as a species of living in balance with ecosystems and in balance with each other. At ILFI, we envision a future where our planet and humanity are thriving, and we work towards that future every day. We refer to this future as the Living Future.’*

Find out more here: <https://living-future.org/>

## C. Housing to address homelessness

This section explores the options of housing currently available in the District to address homelessness but also the categories of housing supported by central government as pathways from homelessness to secure independent living.

- **Emergency accommodation** – provided locally and contracted to MSD; to address the immediate needs of whānau and individuals faced with homelessness (due to many contributing factors).
- **Community housing** – owned by the community and registered as community housing public providers.
- **Transitional housing** – is temporary accommodation and support for individuals or families who are in urgent need of housing, supported by the community housing provider and provided at below market rent, particularly for reintegration from institutionalised care to independent living.
- **Public Housing (Kāinga Ora)** - provided for by the central government to address the limited supply of rental housing and the overall housing stock. Available to people on the MSD Housing Register. Tenants in public homes may: receive an income-related rent subsidy, where a tenant pays no more than 25 percent of their net income on market rent.<sup>72</sup>

### Emergency accommodation

Five motels have contracts with MSD to provide emergency accommodation for whānau who are otherwise homeless and are considered in a high-risk category due to gang affiliation, family violence, addiction and mental health, or special needs. Each whānau is connected to a local housing navigator and receives some support from existing community social support services. Data for this demographic has been provided through MSD and is explored later in this report.

The motels are Livingston (42 Landing Road, Whakatāne), Amber Court (22 Valley Road, Whakatāne), Aquarius Motel (103 Harbour Road, Ōhope), Pacific Coast Motel (41 Landing Road, Whakatāne), and Alton Lodge (76 Domain Road, Whakatāne).<sup>73</sup>

NOTE: The next quarterly report on emergency housing will be published 30 September 2022.

### Community Housing

#### PROVIDERS OF COMMUNITY HOUSING IN THE BAY OF PLENTY REGION

There has been a growth in the number of transitional / community/ social housing places made available provided across the Bay of Plenty region. Data released by HUD in December 2021 illustrates this growth since December 2019 (269), December 2020 (279) and in December 2021 (376).<sup>74</sup>

As of December 2021, there were 1,474 public housing tenancies in the Bay of Plenty region being delivered by **Community Housing Providers**.<sup>75</sup> The majority of these are based in Tauranga and Rotorua.

<sup>72</sup> Accessed 20 July 2022, <https://www.hud.govt.nz/research-and-publications/statistics-and-research/the-government-housing-dashboard/definitions-government-housing-dashboard/>

<sup>73</sup> Information provided to the author from the MSD Office in Rotorua, 26 May 2022.

<sup>74</sup> Te Tūāpapa Kura Kāinga/ Ministry of Housing and Urban Development, Public Housing Quarterly Report | December 2021, p5.

<sup>75</sup> Housing-regional-factsheet-December-2021-Bay-of-Plenty.pdf

**Those listed as registered Community Housing Providers in the Bay of Plenty region are:**

Accessible Properties NZ Ltd	<a href="http://www.accessibleproperties.co.nz">www.accessibleproperties.co.nz</a>
Airedale Property Trust (Methodist Mission)	<a href="http://www.airedaleproperty.org.nz">www.airedaleproperty.org.nz</a>
Emerge Aotearoa Housing Trust	<a href="http://www.emergeaotearoa.org.nz/">www.emergeaotearoa.org.nz/</a>
Link People Ltd	<a href="http://www.linkpeople.co.nz/">www.linkpeople.co.nz/</a>
Mangatawa Papamoa Blocks Incorporated	<a href="http://www.mangatawa.com">www.mangatawa.com</a>
Tauranga Community Housing Trust	<a href="http://www.tcht.co">www.tcht.co</a>

NOTE: TCHT had worked in Murupara for a while providing accommodation for kaumātua. None of the above services currently operate in the Whakatāne District.

There is noticeable a lack of transitional/community/social housing in the Whakatāne District. Currently Liberty Church and the Salvation Army provide social housing in the Whakatāne District.

## Transitional Housing

Transitional housing provides warm, dry and safe short-term accommodation for people in need, along with tailored housing-related support while they're there. Transitional housing is managed by providers who are skilled in supporting tenants with a range of social and tenancy-related services and are also responsible for maintaining the properties. The transitional housing programme is led by HUD in collaboration with Kāinga Ora, transitional housing providers, kairahi (caseworkers) working with the Ministry of Social Development (MSD), and the wider housing sector. People living in transitional housing pay rent of up to 25% of their income, which is in line with income-related rents for public housing. The balance is subsidised to providers by HUD.

### Transitional Housing Developments since 2016

Established in mid-2016, transitional housing enables access to short-term accommodation for people and whānau who have nowhere to live and are struggling to find a place to rent.

People in transitional housing also receive tailored support, including budgeting advice, social services, or help with finding longer-term housing. Individuals and whānau will stay at a place for 12 weeks and once they have found permanent housing, they may receive a further 12 weeks of support.

As part of the *Homelessness Action Plan*, \$175 million was invested into increasing the supply of transitional housing places to reduce the demand for emergency accommodation.

(Ministry of Housing and Urban Development, 2021).

### **Transitional Housing places include:**

- newly built properties
- re-purposed properties
- properties leased from the private market.

In most cases, whānau receive a further 12 weeks of support once they've found a more permanent place to live. HUD (in conjunction with Kāinga Ora and MSD) contracts skilled social service providers

and kairahi in the community to manage the transitional housing properties and support the tenants with wraparound support services.

### Reintegration

Transitional housing supports reintegration back into independent living. Some of priority cohorts will require additional support services once back in the community. If they are registered in the 'system', i.e. with MSD/Work and Income NZ, they may be assigned to a housing navigator in the community. These cohorts may require assistance with transitional housing before finding a more permanent housing solution.<sup>76</sup>

### Release from Prison

Around 15,000 people are released from our prisons each year and thousands more complete community sentences. *The Aotearoa/NZ Homeless Action Plan* prioritises this as a prevention strategy and emphasises a current need to support women leaving prison. 'There are a number of women under Corrections management that have a significant housing or reintegration-related need. This action will provide safe and stable accommodation with reintegration support services for 72 women/wāhine leaving prison. It will enable long-term sustainable outcomes for women/wāhine, their children and wider whānau.'<sup>77</sup> *This action was achieved in phase one of the Plan at a cost of \$960,000.*<sup>78</sup>

'People who have served a prison sentence are also more likely to slip backwards along the housing continuum and experience negative long-term outcomes. For example, these people may need to access emergency housing support through the Ministry of Social Development (MSD), they may experience long-term stays in insecure or inadequate housing, and they are more likely to be unemployed, be reliant on a benefit and re-offend, resulting in a greater long-term cost to government.'<sup>79</sup>

'Evidence shows that when people are released from prison, they can experience several challenges when integrating back into the community. In particular, they may struggle to access sustainable housing in the social or private market, obtain employment, engage in education, or develop pro-social connections. These factors or any combination there contribute to adverse outcomes such as insecure housing, unemployment, or benefit reliance. In some cases, an individual's release from prison may be delayed because they have no suitable accommodation to go to.

<sup>76</sup> Davies et al., 2022, p.22.

Accessed 3 June 2022, <https://www.tematapihi.org.nz/national-conference>

Accessed 7 June 2022, <https://www.beehive.govt.nz/release/new-partnership-central-delivering-more-m%C4%81ori-housing>

Accessed 7 June 2022, <https://www.hud.govt.nz/maihi-and-maori-housing/maihi-ka-ora-the-national-maori-housing-strategy/>

Accessed 7 June 2022, <https://www.hud.govt.nz/maihi-and-maori-housing/maihi-ka-ora-the-national-maori-housing-strategy/maihi-ka-ora-strategy/>

Accessed 7 June 2022, <https://www.hud.govt.nz/maihi-and-maori-housing/>

Accessed 7 June 2022, <https://www.mbie.govt.nz/science-and-technology/science-and-innovation/funding-information-and-opportunities/investment-funds/national-science-challenges/the-11-challenges/building-better-homes-towns-and-cities/>

<sup>77</sup> Accessed 5 July 2022, <https://www.hud.govt.nz/community-and-public-housing/addressing-homelessness/aotearoa-homelessness-action-plan-2020-2023/prevention/>

<sup>78</sup> <https://www.hud.govt.nz/assets/Community-and-Public-Housing/Support-for-people-in-need/Homelessness-Action-Plan/8d742d98ec/Fact-Sheets-on-immediate-actions.pdf> p.2

<sup>79</sup> Accessed 9 June 2022,

[https://www.corrections.govt.nz/resources/research/journal/volume\\_6\\_issue\\_2\\_november\\_2018/creating\\_positive\\_pathways\\_a\\_long-term\\_housing\\_initiative\\_for\\_people\\_released\\_from\\_prison](https://www.corrections.govt.nz/resources/research/journal/volume_6_issue_2_november_2018/creating_positive_pathways_a_long-term_housing_initiative_for_people_released_from_prison) (Reference to Greenfield, McGuire, Miller & Wolanski, 2016, *Valuation of the benefits system for working-age adults*, as of 30 June 2015. Wellington: Ministry of Social Development).

## FOR CONSIDERATION:

### ***Could the WDHFG hold a hui to explore working relationships between the community sector and the Department of Corrections?***

Some providers (such as Waiariki Whānau Mentoring) have their own relationships with people in the Department. What can be shared with others supporting people released from prison?

### ***Transitional Housing data for 2021***

**As of 31 December 2021, there were 376 available places in transitional housing across the Bay of Plenty region.<sup>80</sup>**

These providers were: Emerge Aotearoa (38), He Kaupapa Kotahitangi Trust (11), Link People (27), NCIWR (5), Ngāti Awa (4), Tauranga Community Housing Trust (20), Te Tuinga Whānau Support Services Trust (43), The Salvation Army (23), Visions of a Helping Hand Charitable Trust (80), WERA Aotearoa Charitable Trust (49), Takitimu House Te Whare o Takitimu (2) and He Whare Manaaki Te Runanga o Ngai Te Rangi Iwi Trust (5).

Again, the majority of these services are based in Tauranga, Mt Maunganui, Rotorua and one also operational in Taupō. Those operating in the Whakatāne District are: Ngāti Awa and the Salvation Army. **This means there are very few places available in transitional housing for the Whakatāne District.**

NOTE: The next quarterly report on transitional housing will be published 30 September 2022.

## FOR CONSIDERATION:

### ***Could the WDHFG work with any of the transitional housing providers in Tauranga or Rotorua to establish more services in the Whakatāne District?***

The WDHFG could explore potential funding for this and seek suitable properties for sale or rent.

## **The role of a Housing Navigator**

Ngāti Awa Social and Health Services has a contract with MSD and a housing navigator to work with transitional clients. Her role is to support clients in the following ways.

1. Address the issues that have resulted in them becoming homeless.
2. Equip clients with the skills and knowledge to be successful in sustaining housing that meets their needs.
3. Increase the clients' skills clients to secure sustainable future housing.
4. Identify and engage with key stakeholders, including other housing providers who have experience of homelessness to support clients in securing sustainable housing.<sup>81</sup>

<sup>80</sup> Housing-regional-factsheet-December-2021-Bay-of-Plenty.pdf

<sup>81</sup> <https://nash.org.nz/wp-content/uploads/2020/12/emergency-housing-navigator-december-2020.pdf>



*The Housing Navigator* develops a tailored, integrated strengths-based plan in conjunction with each whānau/household to prepare for sustainable, long-term housing.

**Link People** offer a range of housing support services (housing placement, sustaining tenancies and tenancy management) that come under the term housing navigation support. They also provide a wider service navigation service. Refer to: <https://www.linkpeople.co.nz/services/>

**Kainga Tutu, Growing Homes** in The Western Bay of Plenty provide a range of navigation housing support services. Refer to:

<https://www.tauranga.govt.nz/Portals/0/data/community/homelessness/homelessness-strategy.pdf>

**EMERGE housing support** provides support for people with mental health, addiction, or a disability. Refer to: <https://emergeaotearoa.org.nz>

**Baywide Housing Advocacy Service** provides advocacy for tenants in the Western Bay of Plenty region. (Facebook page [@BaywideHousingAdvocacyService](https://www.facebook.com/BaywideHousingAdvocacyService)) and website: <https://www.baywidecls.org.nz/>

## Kāinga Ora – Public Housing

### Statistics for the Bay of Plenty region in 2021

*Kawerau District, Ōpōtiki District, Rotorua District, Tauranga City, Western Bay of Plenty District and Whakatāne District.*

Public Homes are properties owned or leased by Kāinga Ora and registered Community Housing Providers (CHPs) that can be tenanted by people who are eligible for public housing. The Ministry of Housing and Urban Development (HUD) pays an Income-Related Rent Subsidy (IRRS) to registered housing providers to cover the balance between the tenant's rental payment and the market rent for the property. **There are 3,065 public houses provided across the Bay of Plenty region.**

**As of December 2021, there were 534 people living in public housing in the Whakatāne District.**<sup>82</sup>

NOTE: The next quarterly report on public housing will be published 30 September 2022.

### Kāinga Ora Housing in Whakatāne township (completed)

As of 2022, the following Kāinga Ora homes have been built in the Whakatāne township.

- Crete Street – two one-bedroom homes and two two-bedroom homes, completed in July 2019
- Lovelock Street – two one-bedroom homes, four two-bedroom homes and one three-bedroom home, completed in November 2019
- Russell Street – two one-bedroom homes and two two-bedroom, completed in November 2019
- Salonika Street - Three new homes, completed in August 2019
- Salonika Street and King Street – two one-bedroom homes and two two-bedroom homes, completed in October 2019

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<sup>82</sup> Housing-regional-factsheet-December-2021-Bay-of-Plenty.pdf

- Soutars Avenue - two one-bedroom, two two-bedroom and one three-bedroom homes, completed in June 2019.<sup>83</sup>

### **Kāinga Ora Housing in development (Whakatāne and Tāneatua)**

This list does not include ‘potential’ developments or acquisitions, including those awaiting settlement. This information has been explicitly provided for this report from Kāinga Ora.

- Tūhoe Avenue - two four-bedroom houses.
- King Street - existing duplex (two-bedroom) will remain (potentially moved to the rear of section) plus an additional three houses – yield currently not confirmed but likely to be two or three bedrooms.
- Domain Road - two four-bedroom houses plus three one to two-bedroom houses.
- King Street and Stewart Street - existing King Street building to be demolished – replaced with low-level multi-storey apartment buildings with lifts (48 units in total) plus two five and one-bedroom houses and five three-bedroom terraces. This complex will also include a community room and outdoor space.

Three potential properties are currently going through concept feasibility (six, seven and eight new homes, respectively) alongside four project briefs for properties in the design concept phase.<sup>84</sup>

#### *Future growth as part of the Council’s spatial planning*

The Council has helped Kāinga Ora identify and purchase a privately owned site in Kopeopeo that has resource consent for 42 units (the old Countdown site). Kāinga Ora has also shown interest in purchasing two council-owned sites in Whakatāne (1798m<sup>2</sup>) and in Murupara (1.7ha). Due diligence investigations by Kāinga Ora in relation to the 1798m<sup>2</sup> site in Whakatāne identified significant issues which would make development on that site unfeasible. Staff continue to work with Kāinga Ora on the other site and to identify other potential sites.<sup>85</sup>

**This comes to a total of 94 Kāinga Ora, public houses available within the Whakatāne District.** The District has approximately 23 percent of the Bay of Plenty regional supply of public housing.

NOTE: From data provided from MSD for the Whakatāne District there are 356 who are on the Public Housing Register, 227 of whom are classified as homeless, including 20 households currently in emergency accommodation. (Refer to MSD data.)

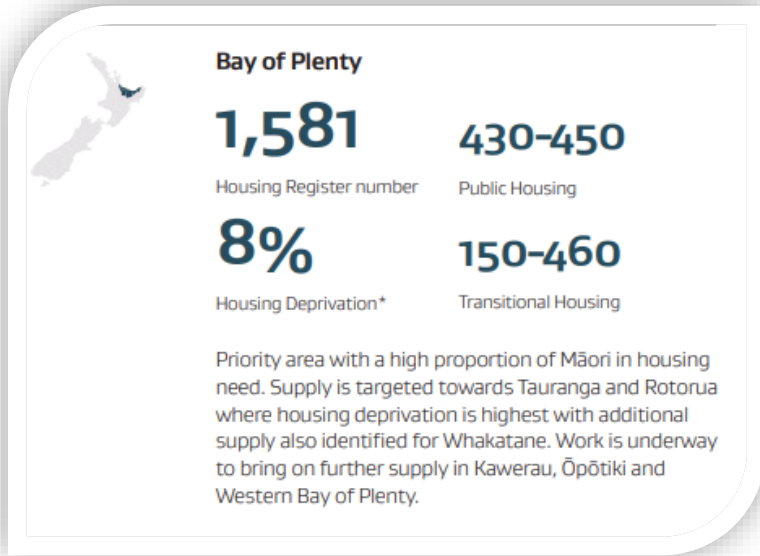
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<sup>83</sup> Accessed 19 May 2022, <https://kaingaora.govt.nz/developments-and-programmes/what-were-building/public-housing-developments/bay-of-plenty-region/>

<sup>84</sup> Email correspondence (27 May 2022) with Lisa Mackinnon, Senior Stakeholder Relationship Manager, Bay of Plenty.

<sup>85</sup> WHAKATĀNE DISTRICT COUNCIL RESIDENTIAL HOUSING REPORT, 2022, p.10

**The government’s public housing plan for the Bay of Plenty (including Whakatāne).<sup>86</sup>**



*[Nationally] Māori are disproportionately impacted by the housing crisis and make up just over half of the almost 27,000 applicants on the Ministry of Social Developments public housing waitlist.<sup>87</sup>*

<sup>86</sup> Accessed 13 June 2022, <https://www.hud.govt.nz/assets/Community-and-Public-Housing/Increasing-Public-Housing/Public-Housing-Plan/Public-Housing-Plan-2021-2024-web.pdf>

<sup>87</sup> Accessed 14 June 2022, <https://www.rnz.co.nz/news/te-manu-korihi/468196/maori-party-backs-calls-for-establishment-of-iwi-led-bank-to-finance-building-on-maori-land>

# Section 6 - Investment in Māori housing

This section explores the *MAIHI Framework* which provides a Kaupapa Māori approach to housing for tangata whenua and which informed the current *MAIHI Ka Ora* National Māori Housing Strategy, as well as identifying financial support available via central government for iwi, hapū and Māori-owned housing, including funding for renewable energy for public housing, housing repairs and the development of papakāinga (plus an overview of some of the barriers to development).

Likewise, the *Aotearoa/ New Zealand Homelessness Action Plan: Phase One 2020-2023* (refer to section 11.13.1) emphasises the importance of enabling the housing aspirations of Māori and partnering with Māori to develop successful Māori-led and Kaupapa Māori approaches to housing. This means placing the needs and aspirations of iwi, hapū and whanau at the centre of any regional housing strategy and partnerships which underpin the success of this plan.<sup>88</sup>

As part of the consultative process for this research, the social service and health providers for Tūhoe and Ngāti Awa, were invited to provide information on the services they provide in relation to housing and homelessness and were invited to answer two survey questionnaires. Information was also provided by Ngāti Manawa.

## 6.1 Background – Recommendations and Planning

### He Whare Āhuru

In 2014, *He Whare Āhuru* set out an approach for improving housing for Māori and their whānau and growing the Māori housing sector so that Māori whānau, and hapu would have more choice. It aimed to empower whānau to better manage their own futures and set out how the Government will support Māori communities. *He Whare Āhuru* addressed recommendations in a 2011 report from the Controller and Auditor General, *Government Planning and Support for Housing on Māori land* and the New Zealand Productivity Commission's 2012 report on its Housing Affordability Inquiry.

#### A Māori housing strategy from 2014-2025

*He Whare Āhuru* then set out six directions to improve Māori housing over the period 2014 to 2025. These were:

- 1: Ensure the most vulnerable Māori have secure tenure and access to safe, quality housing with integrated support services.
- 2: Improve the quality of housing for Māori communities.
- 3: Support Māori and their whānau to transition to preferred housing choices.
- 4: Increase the amount of social housing provided by Māori organisations.
- 5: Increase housing on Māori-owned land.
- 6: Increase large-scale housing developments involving Māori organisations.<sup>89</sup>

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<sup>88</sup> Aotearoa/NZ Homelessness Action Plan, Phase One, 2020-2023, 2020, p.1

<sup>89</sup> Information obtained from The\_NZ\_Government's\_Maori\_Housing\_Strategy\_-\_Q&As\_-\_July\_2014.pdf

### Community development approach to housing

In 2018 Te Puni Kōkiri undertook a whānau-centred community development approach to housing development in six communities across Aotearoa. The approach was taking a long-term investment into developing the capability and readiness of communities to achieve their aspirations, including those for housing, but also wider whānau needs and aspirations (Te Puni Kōkiri, 2018).

The approach assumed that there will be multiple agencies:

- Co-investing and bridging gaps between available resources and community aspirations.
- Partnering with whānau and communities to identify broader social, human, economic and cultural development aspirations.
- Supporting communities to be strong and resilient through self-management.

NOTE: This programme was evaluated in 2019, it is a useful example for the WDHFG of a collective impact and community-led development approach to housing. Refer to the link in the footnotes for further information.<sup>90</sup>

## 6.2 The MAIHI Framework

### Māori and Iwi Housing Innovation Framework for Action (MAIHI)

MAIHI sets a precedent for working in partnership with Māori and was developed with input from key partners across the Māori housing community.

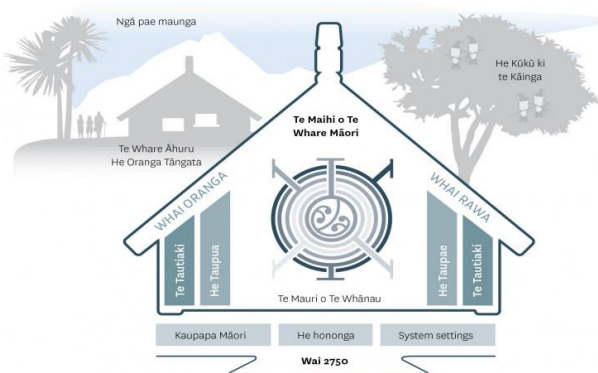
#### The MAIHI Partnership Programme

MAIHI requires that government agencies work together collaboratively through a single-door approach to increase the housing supply that tends to whānau needs, prevents homelessness and works to improve Māori housing security. In addition, opportunities to partner through housing projects that connect skills, training and enterprise will realise the value of long-term sustainable outcomes for whānau and their communities.

The MAIHI Partnership Programme makes it easier for hapū, iwi and Māori housing providers to find and access the funding and support that’s available from different government agencies for Māori-led housing projects. There are funds available for iwi and Māori organisations as well as funds for

individuals and whanau. Refer to the appendices for more details on available funding.<sup>91</sup>

The MAIHI Framework was then solidified through the MAIHI Ka Ora, the National Māori Housing Strategy, launched in 2021. The strategy takes the MAIHI Framework which drives a whole of system approach and elevates it to provide the strategic direction for the whole Māori housing system.<sup>92</sup>



<sup>90</sup> Find out more about this here: Te Paetawhiti Formative Evaluation Report 300420 FINAL.pdfEvaluation

<sup>91</sup> Accessed 3 July 2022, <https://www.hud.govt.nz/maihi-and-maori-housing/maihi-partnerships-programme/>

<sup>92</sup> Refer to: <https://www.hud.govt.nz/maihi-and-maori-housing/>

### 6.3 MAIHI Ka Ora - The National Māori Housing Strategy

MAIHI Ka Ora was developed in partnership with Māori, focusing on our shared priorities and how both Māori and the Crown intends to address them.

#### Te Maihi o te Whare Māori

The strategy takes *Te Maihi o te Whare Māori* – Māori and Iwi Housing Innovation Framework for Action which drives a whole of system approach and elevates it to provide the strategic direction for the whole Māori housing system.

MAIHI Ka Ora breaks down the problems facing Māori housing, puts in place actions that will help solve those problems and sets timeframes to make sure we get the work done to improve housing outcomes and wellbeing for whānau.

#### A plan for the next 30 years: 2021-2051

Launched in 2021, MAIHI Ka Ora – the National Māori Housing Strategy was co-designed with Māori across the housing sector. It demands that both Māori and the Crown work together in genuine partnership over the next 30 years to achieve our shared vision.



Find the URL link for more information in the footnotes.<sup>93</sup>

<sup>93</sup> Refer to: <https://www.hud.govt.nz/maihi-and-maori-housing/maihi-ka-ora-the-national-maori-housing-strategy/maihi-ka-ora-strategy/>

## 6.4 Māori housing and wellbeing

### Wellbeing reports

*Te Pā Harakeke: Māori housing and wellbeing 2021* is a supplementary report to the *Housing in Aotearoa: 2020* report produced by Stats.NZ. It provides an overview of the intersections between housing and wellbeing for the Māori population of Aotearoa New Zealand.

The analysis focuses on the connections and associations between various housing measures and Māori wellbeing outcomes from *Te Kupenga, Tatauranga Aotearoa – Stats.NZ*, a dedicated survey of Māori wellbeing. This report includes data on wellbeing from *Te Kupenga and the General Social Survey*, as well as housing data from the 2018 Census of Population and Dwellings.

*‘For Māori, housing is about more than economic outcomes and material security. Housing cuts across many aspects of Māori wellbeing, such as whānau health, acquisition, and use of te reo Māori, care of whenua and the environment, the ability to provide sustenance and hospitality for themselves and others, and many other aspects of wellbeing unique to Māori culture.’*

To access more information about the reports mentioned here refer to the URL links referenced in the footnotes.<sup>94</sup>

### Pae Ora – Healthy Futures

Pae Ora is the Government’s vision for Māori health. It provides a platform for Māori to live with good health and wellbeing in an environment that supports a good quality of life.<sup>95</sup> The Pae Ora Healthy Futures Act 2022 provides for a new structure and new accountability arrangements for the publicly funded health system, in order to protect, promote and improve the health of all New Zealanders. Included in the bill is the prerequisite of a Hauora Māori Strategy. The purpose of the Hauora Māori Strategy is to provide a framework to guide health entities in improving Māori health outcomes.<sup>96</sup>

#### Locality prototypes for health and wellbeing

'Localities' will be a key feature of the future health system and provide a vehicle to embed a population health approach and to join up services to enable more seamless care, tailored to the needs of the local population. One aim is to foster community-led solutions that make a difference to the wider social, behavioural, economic and environmental determinants of health.

The approach to the prototypes is being informed by insights into existing practice within the sector and guided by a set of parameters to ensure the prototypes provide strong lessons that can be applied to future localities. The first prototypes were planned to be stood up in early 2022. Prototypes should collectively cover the priority population cohorts (mental health and addictions, mothers and babies, aged care / those with frailty and chronic illness and complex care).

Refer to: <https://www.futureofhealth.govt.nz/assets/Uploads/Documents/Newsletters/Update-from-the-Transition-Unit-11-October-2021.pdf>

<sup>94</sup> Refer to: <https://www.stats.govt.nz/reports/housing-in-aotearoa-2020>

<https://www.stats.govt.nz/reports/te-pa-harakeke-maori-housing-and-wellbeing-2021>

<sup>95</sup> Accessed 20 July 2022, <https://www.health.govt.nz/our-work/populations/maori-health/he-korowai-oranga/pae-ora-healthy-futures>

<sup>96</sup> Accessed 20 July 2022, <https://legislation.govt.nz/bill/government/2021/0085/latest/LMS575405.html>



NOTE: The *Eastern Bay of Plenty Locality Prototype Model* proposal (Feb 2022) identifies priority population groups, equity markers, rohe focused readiness, capacity building, prevention strategy and measures outcomes towards a healthy future for all. It is a place-based approach to improving the health of populations. It is a mechanism for organising health and social services to meet the needs identified by whānau, community and mana whenua. It provides a framework to enable a whole-of-system approach to this and all regional complexities.<sup>97</sup>

### **TIROHANGA ORANGA O MATAATUA: Māori in the Eastern Bay of Plenty COVID-19 Survey**

*'The realities of Māori housing in the EBOP provide considerably higher risk for a disproportionately devastating Covid-19 impact. For example, overcrowded homes reduce the ability to self-isolate; household close contact numbers are larger; poor housing quality promotes respiratory illness; and job instability due to Covid-19 increases housing instability and hardship. Coupled with known barriers to accessing healthcare, the EBOP housing crisis is likely to act as a catalyst for substantially greater Covid-19 impacts on Māori in the EBOP.'*<sup>98</sup>

#### **TIROHANGA ORANGA O MATAATUA: Māori in the Eastern Bay of Plenty Covid-19 Survey Summary of Findings**

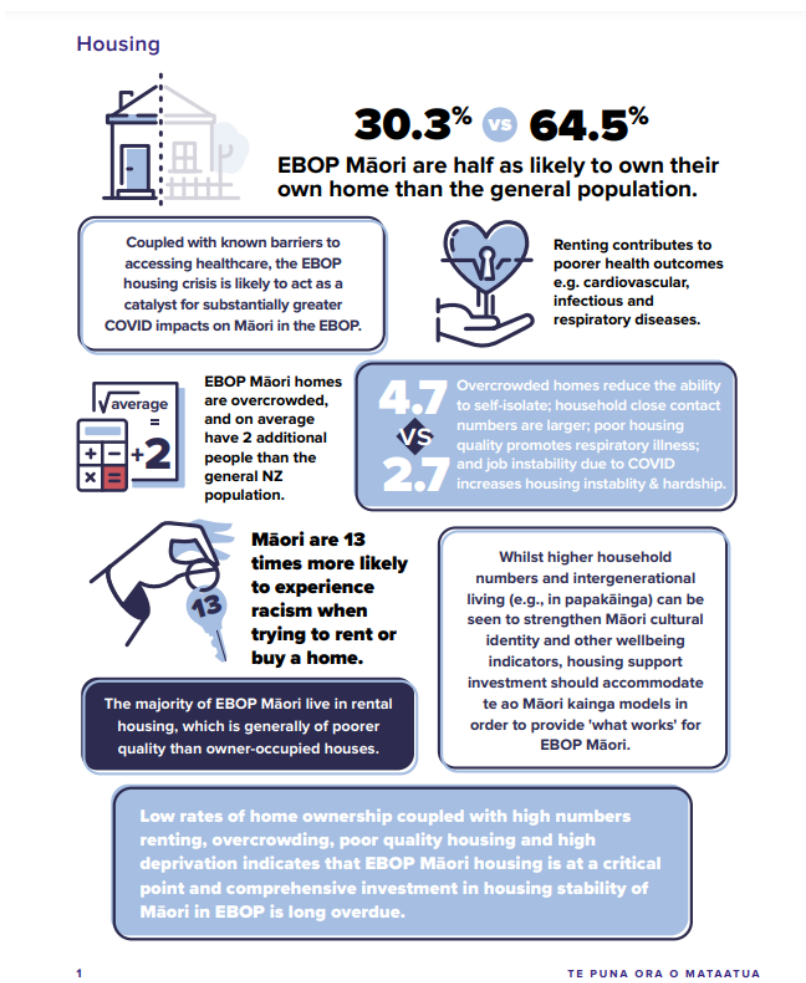
A summary of the survey findings and the comparison to national Māori and total NZ survey samples were grouped into housing, employment, education resources and health sections. For housing the survey found that:

- 4.7 average household size
- 2.2 average number of generations living within a household
- The majority of EBOP Māori rent or board (43.2%)
- 30.3% own their own home, 25.2% live with whānau, at the whānau homestead or on whānau land, 0.7% are in emergency housing.

Refer to: *TIROHANGA ORANGA O MATAATUA: Māori in the Eastern Bay of Plenty Covid-19 survey report* by Melanie Cheung, 2020

<sup>97</sup> Information provided by TPOOM, email 19 July 2022

<sup>98</sup> Cheung, M, *TIROHANGA ORANGA O MATAATUA: Māori in the Eastern Bay of Plenty Covid-19 survey report*, 2020



**He Whare Āwhina, He**

**Haumarū:** Provide support for those whānau experiencing housing vulnerability/insecurity.

**Kāinga Pūmanawa:** Supporting whānau to achieve housing security/permanence.

**Pā Kari:** Supporting whānau to achieve housing independence and to be part of thriving communities.<sup>99</sup>

**6.4.1 Māori and Public Housing**

**Renewable Energy Fund**

In March 2022 central government announced this fund for Māori-owned housing. *‘Approximately \$3 million is available for several smaller-scale projects and about \$6 million for three to five larger-scale projects. Proposals for feasibility studies are not being considered in this round. The fund is open to Māori organisations and organisations working on behalf of Māori to fund renewable energy solutions in residential housing.’*<sup>100</sup>

Funding has now been allocated through multiple funding rounds with the last round closing on 30 April 2022 to fund projects finishing by June 2024.<sup>101</sup> A list of funded projects can be viewed on the MBIE website – see the URL link provided in the footnotes below.<sup>102</sup>

<sup>99</sup> Cheung, M, *TIROHANGA ORANGA O MATAATUA*: Māori in the Eastern Bay of Plenty Covid-19 survey report, 2020

<sup>100</sup> Accessed 30 June 2022, <https://www.beehive.govt.nz/release/more-m%C4%81ori-households-benefit-low-cost-clean-energy-fund>

<sup>101</sup> Accessed 30 June 2022, <https://www.mbie.govt.nz/building-and-energy/energy-and-natural-resources/low-emissions-economy/energy-efficiency-in-new-zealand/maori-and-public-housing-renewable-energy-fund/maori-housing-renewable-energy-fund/>

<sup>102</sup> Refer to: <https://www.mbie.govt.nz/building-and-energy/energy-and-natural-resources/low-emissions-economy/energy-efficiency-in-new-zealand/maori-and-public-housing-renewable-energy-fund/maori-housing-renewable-energy-fund/list-of-funded-projects/>

## 6.4.2 Papakāinga Development

Te Puni Kōkiri (TPK) supports the development of small-scale papakāinga (generally three to 10 houses) on whenua Māori, where homes will be owned and occupied by the owners of the whenua, and whānau who whakapapa to the land have the opportunity to live according to Te Ao Māori.

TPK supports the development of papakāinga, usually on whenua Māori, and typically three to ten homes, by supporting and contributing to the cost of:

- Rōpū undertaking planning and feasibility assessment for papakāinga on their whenua (grants are typically around \$90,000 per rōpū).
- Infrastructure and construction costs (capital grant) to build collectively owned affordable rental housing (grants are typically \$500,000 to \$3 million per rōpū).
- Infrastructure for whānau-owned homes on whenua-Māori (grants are typically \$80,000 - \$100,000 per whare, depending on the level of infrastructure needed).

‘Investment in new papakāinga developments varies depending on the size and type of development proposed by whānau and rōpū. The land owning rōpū must contribute to the construction costs of any affordable rental homes, generally between 25 and 40 percent, usually from borrowing or cash reserves.

One of the lessons from our Māori housing investment programme experience is that funding and other support needs to have flexibility to be able to move at the pace with which whānau and rōpū are comfortable. This can mean a year or two may pass between initial conversations and a proposal that is ready to be funded. Building papakāinga and individual homes on Māori land requires rōpū and/or whānau to clarify their aspirations, get the agreement of often dispersed landowners, learn to navigate through complex processes and decide to make very substantial financial commitments. During this time, Te Puni Kōkiri will maintain its relationship with the rōpū or whānau and provide appropriate advice and support.’

TPK also provides a marae response fund. For more information refer to the URL link provided in the footnotes.<sup>103</sup>

### Local Papakāinga:

It is known that Tūhoe have a 40-year housing strategy which includes a range of housing for hapū and housing repairs to existing housing stock and papakāinga (one developed in Waimana in 2018).<sup>104</sup> There may be several papakāinga in development.

Kōkōhīnau Papakāinga Trust (Ngāti Awa hapū, Pahipoto) is building a mixed housing community development for kaumatua (elders) and whānau (families), with shared facilities, wraparound services and connection with the Kōkōhīnau marae next door. Five houses were already built for whānau whose houses had suffered irreparable damages after Cyclone Debra flooded the town of Edgumbe in 2017. This development is now being extended.<sup>105</sup>

<sup>103</sup> Refer to: <https://www.tpk.govt.nz/en/whakamahia/maori-housing-support/supporting-new-homes-and-papakainga>

<sup>104</sup> Accessed 1 July 2022, <https://www.ngaituhoe.iwi.nz/Tuhoe-prepare-housing-plan-for-tribes-future#:~:text=T%C5%ABhoe%20is%20in%20the%20midst,housing%20built%20on%20ancestral%20land.&text=Te%20Uru%20Taumatua%20chairman%20Tamati,on%20their%20own%20housing%20plan>.

<sup>105</sup> Accessed 6 July 2022, <https://genless.govt.nz/stories/climate-response-kokohinau-papakainga-trust-invests-in-solar-for-housing/>

The Council is also working alongside Māori landowners to facilitate the consent for 15 papakāinga units on a rural site near Whakatāne. It is noted that one landowner is interested in other housing developments and their aspirations will be captured in the Council's Spatial Plan to determine whether Council infrastructure can help support those aspirations.

Currently Tūhoe Village is also being built in Tāneatua, resulting in 15 new dwellings. While urban based, the concept is intended to be a pilot for up to 38 other villages across the Tūhoe rohe. Ngāi Tūhoe can be accommodated through resource consents for papakāinga village developments.

*Whānau viewed papakāinga development to be a platform for increasing intergenerational home ownership. These developments showed whānau that there is an affordable way to achieve quality and secure housing.<sup>106</sup>*

#### *Issues affecting Papakāinga development*

- Māori face barriers obtaining finance to build for many years because of the perceived risk around lending to applicants for land with multiple owners.
- When the whenua is owned by multiple people and whānau it takes time to confirm title and create a collective housing plan.
- Not all whānau/ hapū have the capital necessary to contribute to the development of a papakāinga on their own land.
- Whānau can't easily access a mortgage for papakāinga. Under the Te Ture Whenua Act 1993, Māori freehold land is protected from being removed from Māori ownership and can't be sold. That means banks can't use the land as security.<sup>107</sup>
- The Kāinga Whenua loan scheme, implemented by Kāinga Ora, Kiwibank and the Māori Land Court, requires applicants to build on removable piles. They can also only be one storey high and no smaller than 50 square metres - again to make them easy to remove.
- Once financing has been obtained papakāinga requires considerable time to develop and build. For many whānau/ hapū, the process can take over two years.<sup>108</sup>

#### **Council partnering with Iwi**

The Council maintains close working relationships with Ngāti Manawa, Ngāti Whare and Ngāi Tūhoe, who all aspire to have more housing within their rohe. Regarding Ngāti Manawa and Ngāti Whare, these areas are generally within the existing townships of Murupara and Minginui. The Council is also working in partnership with Ngāti Rangitihī, Ngāti Manawa and Ngāti Awa to install a reticulated wastewater scheme for Matatā. If successful, it will allow for infill housing at greater density and potential further expansion of the residential zone eastwards. Ngāti Rangitihī have expressed strong interest in unlocking housing in Matatā and surrounds.<sup>109</sup>

<sup>106</sup> *Impact evaluation of the Māori Housing Network*, Prepared for: Te Puni Kōkiri January 2018

<sup>107</sup> Accessed 15 June 2022, <https://www.legislation.govt.nz/act/public/1993/0004/latest/DLM289882.html>

<sup>108</sup> Accessed 14 June 2022, <https://www.rnz.co.nz/news/te-manu-korihi/468196/maori-party-backs-calls-for-establishment-of-iwi-led-bank-to-finance-building-on-maori-land>

<sup>109</sup> WHAKATĀNE DISTRICT COUNCIL RESIDENTIAL HOUSING REPORT, p. 11

### 6.4.3 Pathways to Māori Home ownership

Education about the pathways to home ownership for Māori needs to be a part of any community response to homelessness. There is some education being provided by community services in the Whakatāne District.

#### **Nohaka Rau - Empowering Home Ownership**

*Nohaka Rau* is a Te Rūnanga o Ngāi Tahu programme aimed at empowering all Ngāi Tahu whānau in their home ownership journey. In partnership with Mokowhiti Consultancy, whānau will receive tailored support and financial advice. Whānau who meet bank lending criteria and Nohaka Rau programme criteria may receive additional support for their deposit.

*The support whānau receive:*

- Financial literacy support including budgeting.
- Whānau will get free tailored support from a financial consultant who will guide them through the steps in buying a home.
- Advice from financial consultant in getting a deposit together.
- Te Rūnanga o Ngāi Tahu may consider an application to provide a top up to the deposit to meet requirements. This is interest free for 15 years.
- Advice on insurances and wills.

*Who can access the programme?*

- First home buyers or second chance buyers
- Whānau who want to live in the Ngāi Tahu takiwā
- Whānau who are committed to attend free online home ownership and financial capability workshops
- Whānau that have a minimum household income of \$80,000 and a maximum of \$130,000 per year (intergenerational household can earn more). This is in line with current home loan lending criteria.

Find out more here: <https://ngaitahu.lwi.nz/whanau/housing/>

#### RECOMMENDATION:

***That the WDHFG familiarises itself with the Eastern Bay of Plenty Pae Ora report released in February 2022 and consider the social determinants of health and wellbeing as identified for the region and how these relate to the group's strategic goals for the prevention of homelessness.***

Members will have knowledge and expertise in this area and could share the findings and recommendations of this locality prototype report with the rest of the group.

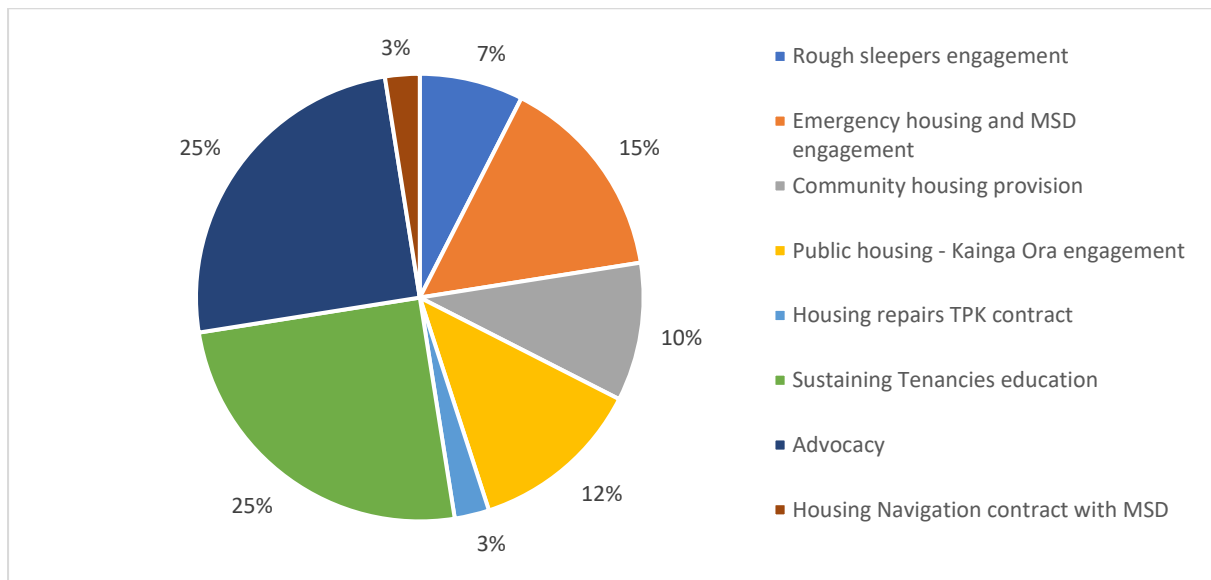
The WDHFG may also consider finding out what papakāinga development is planned for the future. This is part of the recommendation for building strategic relationships across the District to be familiar with all areas of housing demand and supply. Consultation with the Council about the Spatial Plan is also part of this recommendation.

# Section 7 - Community Sector Mapping

Seventeen community service provider organisations were invited to participate in this research. A quantitative survey was sent to all organisations, 10 responded. Those responses form the basis of the data collated in this section of the report. For a full list of the organisations invited and those who responded please refer to the appendices at the end of this report as well as a list of all the questions asked in the survey.

The aim of the survey was to map those existing services provided by the community sector (System Enablers) which respond to the immediate needs of people experiencing homelessness and/or precarious accommodation and who are in need with support. It also maps those organisations in the community that provide community housing and support with emergency housing and transitional housing.

## 7.1 Housing Support Services



This graph provides an estimation of the range of housing support services provided by the community sector in the Whakatāne District. The data was obtained by talking to service providers, looking at services advertised by each provider (websites) and reviewing annual reports lodged with Charities Services for 2021.

*Further explanation is given below of the type of housing support services provided by each community organisation or social service agency.*

### System Enablers

**Disability Resource Centre:** Provides education and support to settle any long-term tenancy issues for clients and advocates for people with disabilities.

**Eastern Bay Villages:** Have been working on an initiative where students or young people live with older people in the community, enabling the older person to stay in their home. This programme is still in development.

**Have a Heart Trust:** The Trust provides free clothing and food support; it also provides support services for men and women who have been, or are in, family violence situations. It is contracted by MSD as a provider of food boxes for people with Covid-19.

**Liberty Church:** Provides some emergency accommodation and leases out accommodation to other providers (Salvation Army). The combined churches provide other support services to enable whānau to pay their rent and maintain their housing. A Liberty Church youth leader provides one-to-one support for rough sleepers. Liberty Church has a freezer on site with meals prepared by youth for supply to rough sleepers and nurses visiting whānau in need.

**Ngāti Awa Social and Health Services (NASH):** Supports whānau with tamariki into short term accommodation and assists whānau in their endeavour to find permanent housing. Enables whānau to connect with services that will help them gain skills that ensures when they leave emergency accommodation. NASH also provides short-term community housing for whānau with tamariki who have come out of emergency housing and provides education and support to settle into long-term tenancy issues for whānau.

**REAP - East BOP:** Provides advocacy for advocacy and liaison with landlords, support to navigate social and health services, and life skills coaching for unsupported youth. Has also supported youth in emergency housing.

**Salvation Army:** Provides 12 weeks of temporary/emergency accommodation with the aim of finding permanent housing, however it is facing a lack of rental social housing options. Provides a wide range of other wraparound support services for whānau and individuals in need.

**Te Ika Whenua Trust:** Provides support and counselling to youth and family/whānau who are affected by a loved one's alcohol or other drug use. Works with children / tamariki, youth / rangatahi, adult/Pakeke, older adult/kaumātua. Receives referrals via self-referral, GP, Te Whatu Ora clinical services and Corrections.

**The Events Network Trust/ WHAT:** The E Network Trust/Whakatāne Homelessness Action Team (WHAT). WHAT was formed at the start of the Covid-19 pandemic and can regroup as needed and respond to immediate needs by either filling those needs or connecting with someone who can. WHAT can advocate for solutions versus being 'on the ground' providing services officially. Focus has been mainly on the 'rough sleepers'. To date, actions have included: facilitating community hui;; creating a steering committee (including reps from WDC, Beacon, Salvation Army, Liberty Church, and TPOOM); securing location; food and finance donations to implement free breakfasts; securing finance donations to purchase outdoor lockers so the homeless have a secure place for belongings; working with Liberty Church and Salvation Army to make showering facilities available; securing clothing and supplies for sleeping rough and researching potential solutions to support and house rough sleepers and others in the transitional housing space. WHAT (through The E Network Trust) has been a contact for the wider community to contact when they see a need for support or are interested in helping (volunteering, donations).



**Te Puna Ora o Mataatua (TPOOM):** Supporting whānau in motels that have an MSD contract to provide emergency accommodation. TPOOM have a homebased community support service (DHB and ACC clients) to allow clients to remain independent in their homes, they also match similar services for remote clients and connect clients to advocacy services.

TPOOM are members of the Māori Housing Network that provides Social Housing services across Mataatua/Eastern Bay of Plenty, they would like to become a registered community housing provider. TPK contracts TPOOM to organise housing repairs for Māori home ownership (up to 10 per year) and design five to 10-year home maintenance plans. Wants to do more in relation to Healthy Homes standards.

TPOOM also provides a free workshop twice a year to help Māori plan toward home ownership and on an ongoing basis - provides a range of other support services to help whānau sustain housing and tenancies. Supports up to 100 clients per year with housing issues.

**Tūhoe Hauora:** Supports whānau wellbeing through various services with a focus on violence prevention, counselling, mental health, and addictions and provide education and support for whānau to sustain housing and tenancies.

**Tumanako Hou Trust Whakatāne:** Works to empower whānau to improve their economic and social situation.

**Waiariki Whānau Mentoring Trust:** Supporting whānau in motels that have an MSD contract to provide emergency accommodation. Works with people with lived experience of homelessness providing a peer-to-peer support programme. Provides mentoring programmes and advocacy services designed to make positive changes in the lives of whānau connected to gang culture.

WWMT are working with WDC to a trial hub in Whakatāne CBD which will provide one meal a day, a lounge space, toilets, access to health advice (up to seven nursing kaimahi/staff available) and clinical support services. WWMT has seen a 500 percent growth in its capacity, having grown from 10 to 50 staff working across the Bay of Plenty region where demand for services continues to increase.

**Whānau Awhina Women's Refuge:** Provides safe housing for women and children who have been subjected to family harm.

**Youth Council:** Surveyed 700 youth in 2021 and housing was raised as a priority area of need and wellbeing.

**Whakatāne District Council:** Whakatāne District Homelessness Focus Group (WDHFG) provides support and coordination for this group and sponsored the Homelessness Situational Overview Research report. Spatial Plan to identify new land for housing. The Council is often a first point of call when residents and businesses are concerned about rough sleepers and freedom campers. The Council attempts to refer people to community service providers to resolve these concerns.

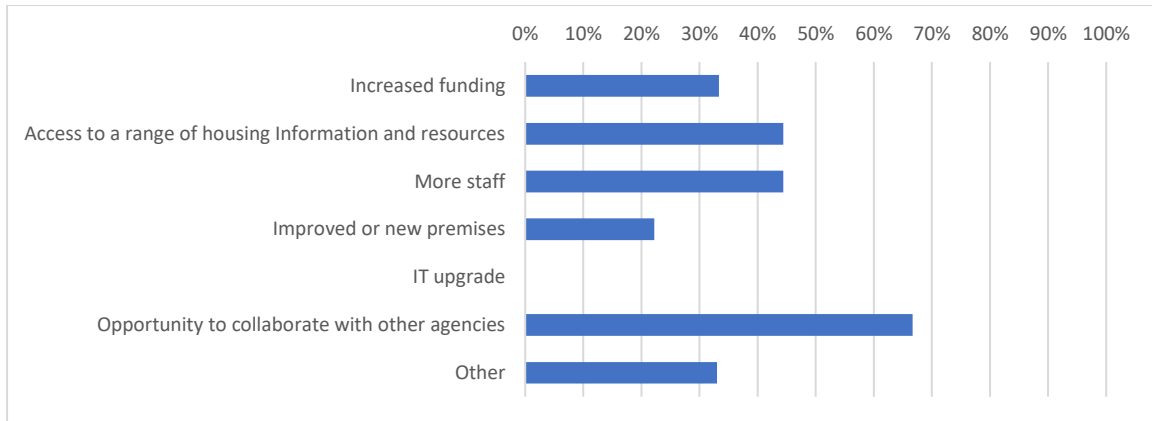
Other relevant community services in the Whakatāne District include Family Works (PSN), Enliven (support older people and those with disabilities or injuries to stay in their homes), Pou Whakaaro (supports people with disabilities, mental health, and addictions), Victim Support, Healthcare NZ, and 2e Kids Whakatāne (supporting children with disabilities).

**Whakatāne RSA:** Owns 18 units situated across Whakatāne township which are fully occupied by predominately older people and returnees. They are long-term tenancies and rented out at market rent.



### 7.1.2 Current Capacity

As part of this research, organisations were surveyed to describe what they needed to increase current capacity, in order to respond to the range of housing issues faced by their clients. These were the responses.



1. The top priority was having the opportunity to collaborate with other agencies.
2. Organisations wanted to have access to a range of housing information and resources **and** to be able to employ more kaimahi/staff.
3. Organisations required more funding to be able to achieve more.
4. Some organisations recognised that they required new or improved premises to be able to cater for the demand for their services.
5. Other areas for increased capacity include:
  - a. *Would like to get into the emergency housing and upgrade the house quality with things like healthy homes initiatives.*
  - b. *Current work is done by volunteers. Having funding in this space will provide sustainable support to the smaller organisations working with the homeless.*

### 7.1.3 Current Capability

Organisations were asked to describe what they needed to increase their level of capability (knowledge, skill set and service provision), to respond to the range of housing issues faced by their clients.



**These were the responses (in order of priority):**

1. Five of the respondents (50%) indicated that they needed further upskilling in advocacy training AND having the opportunity to work in partnership with other provider organisations.
2. Four of the respondents (40%) indicated that they would like the opportunity to learn from others working in this space as well as to influence policy makers and key stakeholders AND the opportunity to advocate for solutions at the local level.
3. Three respondents (30%) indicated that they needed further training and understanding of the range of housing and homelessness issues and that they would like to achieve this through hui and increased networking opportunities AND access to informed research.
4. Lastly one respondent indicated that they would like to gain a deeper knowledge of a Māori understanding of homelessness in Te ao Māori, Ako Māori and tikanga AND to have access to external resource people.
5. Another comment was:
  - a. Having more housing options to enable further capability and more immediate response to the demand for housing.

## FOR CONSIDERATION:

***That the WDHFG organises a hui to address these areas of need in the community sector, also providing opportunities for people to come together and share their knowledge and skills. There is a need for workshops in the following areas:***

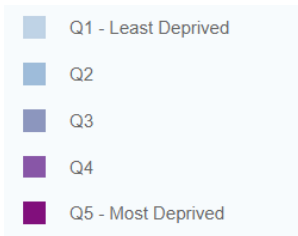
- Understanding a Te ao Māori view of the Kāinga and Papakāinga and an indigenous understanding of homelessness.
- To explore informed research into housing solutions and homelessness within Aotearoa, including Kaupapa Māori research principles. *Refer to the bibliography of this report for ideas.*
- Access to housing information and resources. *Refer to the bibliography of this report.* The WDHFG could collate several resources to be shared with service providers.
- Housing advocacy training and training in how to lobby for change and advocate on behalf of the community to local and central government.

**\*The WDHFG – could seek out specialist facilitators in each area. Refer to the appendices of this report for suggestions.**

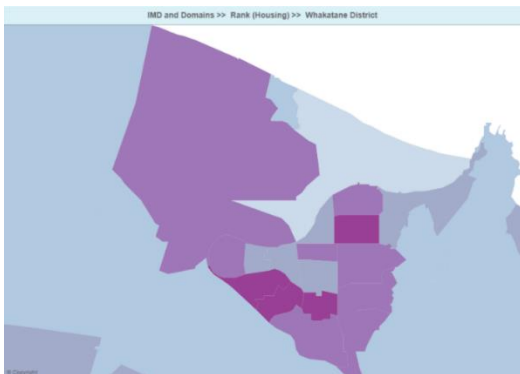
# Section 8 - Determining the scale of homelessness across the Whakatāne District

Data for this section of the report has been sourced from the NZ Index of Multiple Deprivation (2018), population and place statistics from the 2018 Census, additional up-to-date data provided by the Ministry of Housing and Urban Design (HUD), emergency housing data in the Whakatāne District (May 2022) provided by the Ministry for Social Development (MSD) and statistical data from a survey of several community service providers.

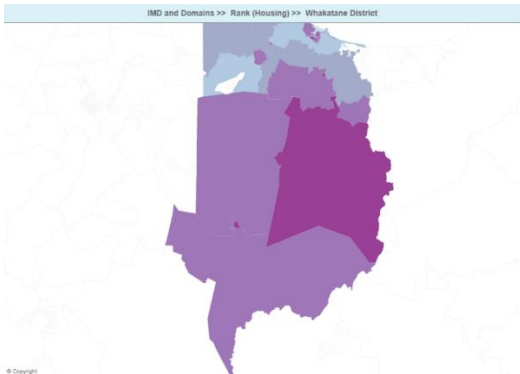
## 8.1 The NZ Index of Multiple Deprivation (2018)



### Housing deprivation in Whakatāne township (2018)



### Housing deprivation across the District (2018)



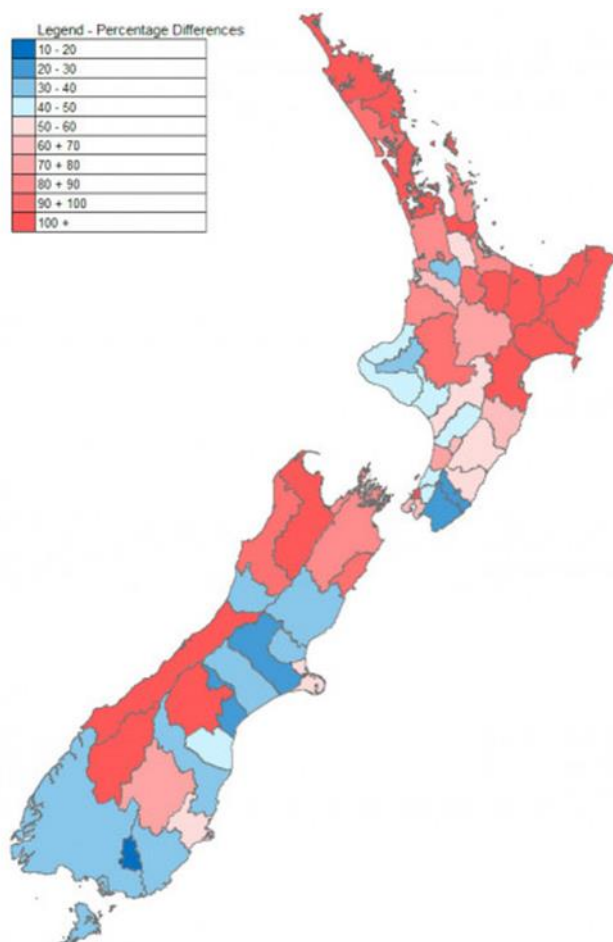
110

<sup>110</sup> Accessed 13 June 2022, <http://www.imd.ac.nz/>

## Housing deprivation

As already discussed in Chapter 2, 33.8 percent of the population in the Whakatāne District do not own their own home. It was estimated in the 2018 Census that 424 people lived in precarious accommodation (i.e overcrowding, emergency accommodation or other temporary accommodation). Of those living in mobile dwellings or rough sleeping, this section of the population was under-represented in this census statistics. Only those who were supported by a community agency to complete the form on Census night were counted.

## 8.2 The Heat Map of housing deprivation



The Ministry of Housing and Urban Design uses a 'Heat Map' to gauge the regions within Aotearoa that rate the highest severe housing deprivation. The Whakatāne District is estimated to have 123.8 people per 10,000 experiencing severe housing deprivation. Other Districts in the Bay of Plenty / East Coast region with a similar rating include Western BOP District 87.7, Kawerau District 230.9, Ōpōtiki District 207, Gisborne District 120.6, and Wairoa District 136.2.<sup>111</sup>

Red shades have higher proportions of deprivation, and blue shades have lower. Data for this map is provided from the Census 2018 and published in 2021.

<sup>111</sup> Accessed 2 June 2022, <https://www.hud.govt.nz/research-and-publications/statistics-and-research/heatmaps-of-housing-outcomes/rate-of-severe-housing-deprivation-per-10000-people/>



### 8.3 Uninhabitable housing and severe housing deprivation

**Data from the 2018 Census:**

Recent work undertaken by the University of Otago has extended the 2018 estimate of Severe Housing Deprivation, adding information on ‘uninhabitable housing’. It is estimated that an additional 60,000 people nationwide live in uninhabitable housing (including living without the basic amenities). People living in temporary accommodation or sharing accommodation was previously reported as approximately 42,000. The total of those experiencing severe housing deprivation is far higher than first estimated nationally. This will be the same for the Whakatāne District.

*A total of approximately 102,000 people [nationwide], or two percent of the population, are estimated to being severely housing deprived on 6 March 2018.*

NOTE: The highest rates of severe housing deprivation are seen in the rural areas of **Kawerau, Far North and Ōpōtiki**. The lowest rates were in **Gore, Carterton and Timaru**.<sup>112</sup>

Dimension	Basic requirements
Habitability (structural features)	<p>1 Enclosure</p>  <p>Roof &amp; Walls &amp; Floor</p> <p>2 Basic amenities</p>  <p>Drinkable water &amp; Toilet &amp; Bath or shower &amp; Cooking facilities &amp; Energy source</p>
Privacy and control	<p>1 The dwelling is enclosed (as per Habitability criterion 1); <i>and</i></p> <p>2 The dwelling has all basic amenities (as per Habitability criterion 2); <i>and</i></p> <p>3 The dwelling is managed by the resident/s on a day-to-day basis (not by an external party) – that is, it is a private dwelling; <i>and</i></p> <p>4 The person is a permanent resident (not staying in the dwelling on a temporary basis).</p>
Security of tenure	<p>Legal termination of tenancy rights are equal to the minimum provided to people living in private rental housing.</p>

Source: Adapted from Amore et al. (2013, p.5).

<sup>112</sup> Amore, Dr K, Viggers, H, and Howden Chapman. (Distinguished Professor) P., *Severe housing deprivation in Aotearoa New Zealand*, He Kāinga Oranga / Housing & Health Research Programme Department of Public Health University of Otago, Wellington, (2018) June 2021 update., p.21

<sup>113</sup> Ibid, p. 29

## 8.4 Comparative data for the Whakatāne District and Aotearoa

This data is from the 2018 Census and an update review of the data, provided in 2020, (based on a population of 35,700 for the District at this time). NOTE: The population has now increased to over 38,000.

- 3,624 people were living without shelter (on the streets, in improvised dwellings, including cars, and in mobile dwellings), **48 people in the Whakatāne District**. The same year the community did a head count of 53 rough sleepers in Whakatāne township.<sup>114</sup>
- 7,929 people were living in temporary accommodation (night shelters, women’s refuges, transitional housing, camping grounds, boarding houses, hotels, motels, vessels, and marae), **61 people in the Whakatāne District**.
- 30,171 people shared accommodation staying with others in a severely crowded dwelling, **333 people in the Whakatāne District**.
- 60,399 people nationwide lived in uninhabitable housing lacking one of six basic amenities: tap water that is safe to drink; electricity; cooking facilities; a kitchen sink; a bath or shower; a toilet. **Statistics for the Whakatāne District** - the 2018 census recorded that 3% of residents (approx.1,125 people) in the Whakatāne District did not have access to the basic amenities.<sup>115</sup> A further 20.8% of the population (approx.7,800) lived in dwellings that were often damp and 14.2% of the population (approx.5,325) lived in dwellings that had severe mould.<sup>116 117</sup>

If we are to consider that the figure for uninhabitable housing overlaps with the number of people living in overcrowded housing, then the figures for dwellings with mould and damp also overlap. This means that up to 2,475 people, (just over 6.5 percent of the District’s total population) could be living in a dwelling that is both mouldy and damp. The number of overcrowded dwellings could be included in this figure, but it is not necessarily the case that all overcrowded homes will also have mould and/or damp or be considered uninhabitable. Since 2018 the *Healthy Homes Standards* have become law and there has been an active programme of housing repairs across the District. It would be interesting to know how many of the homes that were considered uninhabitable in 2018 have now been remedied.

NOTES: *Most markedly, rates of ‘Uninhabitable Housing’ in the 2018 Census were much higher among non-European ethnicities, especially Māori, Pacific and MELAA people. This reflects the socio-economic disadvantage which underpins housing deprivation.*<sup>118</sup> *The 2018 Census figures do not reflect the impact of more recent developments, policies, or COVID-19.*<sup>119</sup>

<sup>114</sup> Accessed 21 June 2022, <https://www.teaomaori.news/homelessness-growing-whakatane>

<sup>115</sup> Access to basic amenities indicates what amenities (e.g. cooking facilities, shower or bath, and electricity) are available inside an occupied private dwelling. The amenities need to be in working order to be counted.

<sup>116</sup> Accessed 15 June 2022, <https://www.stats.govt.nz/tools/2018-census-place-summaries/whakatane-district#housing>

<sup>117</sup> Accessed 15 June 2022, <https://www.stats.govt.nz/assets/Uploads/Reports/Housing-in-Aotearoa-2020/Download-data/housing-in-aotearoa-2020.pdf>

<sup>118</sup> Amore, Dr K, Viggers, H, and Howden Chapman. (Distinguished Professor) P., *Severe housing deprivation in Aotearoa New Zealand*, He Kāinga Oranga / Housing & Health Research Programme Department of Public Health University of Otago, Wellington, (2018) June 2021 update., p.33

<sup>119</sup> Accessed 2 June 2022, <https://www.hud.govt.nz/research-and-publications/statistics-and-research/2018-severe-housing-deprivation-estimate/>

## FOR CONSIDERATION:

***That the WDHFG gathers information from its members about housing repairs and Healthy Homes education to explore how this situation has improved in the last four years and what percentage of homes still need to come up to standard?***

### Overcrowding

A report commissioned by the Council in 2021, found that 54 percent of households consisted of only one or two people, yet 80 percent of homes in the District had three or more bedrooms. The next most common household size, at 38 percent was two parents with children, followed by a single parent with children at 13 percent and three percent of households in the District consisted of multiple families living together in one home (this is consistent with the 2018 Census data which also stated that three percent of the District's population lived in overcrowded housing).<sup>120</sup>

### Housing and the impact the COVID-19 pandemic lockdown

In 2020 a representative sample of 1000 Māori adults (over 18 years) who live in the EBOP were surveyed by TPOOM about the impact of the Covid-19 pandemic lockdown. One of the findings was that there was significant variation across the District in relation to housing conditions.

A total of 700 people responded to questions about housing deprivation. The findings included:

- 29% of respondents (31 people) from Galatea – Murupara stated that their housing was in poor condition and needed maintenance, compared to 18% of respondents (77 people) from Whakatāne – Ōhope.
- However, 24% of respondents from Whakatāne – Ōhope (102 people) identified their house as being too cold/damp while the least concern was 17% of respondents living in the Rangitaiki ward (approximately 43 people).<sup>121</sup>

**A total of 253 people reported that they were living in inadequate housing.** This equates to 14.07 percent of the number of dwellings considered as uninhabitable from the 2018 Census and the 2020 review of the census data.

#### 8.4.1 A review of 2018 Census housing data

Researchers from He Kainga Ora, Housing and Health Research Programme, from the Department of Public Health and the University of Otago, produced a joint report in June 2021 on severe housing in Aotearoa. Their data provides a clearer and up-to-date analysis of the 2018 Census data collected.<sup>122</sup>

<sup>120</sup> Accessed 14 June 2022, <https://www.rnz.co.nz/news/ldr/446492/whakatane-s-housing-stock-not-fit-for-purpose-Council-says>

<sup>121</sup> Te Puna Ora Mataatua, *Tirohanga Oranga o Mataatua Covid-19 Māori in Mataatua Rohe Survey: Advance report*, 2020.

<sup>122</sup> Amore, Dr K, Viggers, H, and Howden Chapman. (Distinguished Professor) P. June 2021.

Disclaimer: The results in this report are not official statistics. They have been created for research purposes from a number of sources: the Integrated Data Infrastructure (IDI) and a pre-release 2018 Census CURF managed by Stats NZ; a transitional housing dataset managed by Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development (HUD); and operational data sourced directly from providers of emergency and transitional housing. The opinions, findings, recommendations, and conclusions expressed in this report are those of the authors, not Stats NZ nor HUD



‘Problems with the 2018 Census will have had a significant effect on the quality of information about severe housing deprivation, including a likely undercount of Māori and Pacific people experiencing severe housing deprivation. This underlines the importance of developing other sources of data to monitor severe housing deprivation – providing more regular data and allowing comparison with the findings from Census. It also signals the need for more consistent application of enumeration practices across New Zealand in the 2023 Census.’

‘There are a number of caveats to interpreting and using the results presented in this report. The 2018 severe housing deprivation count, like previous estimates, will have underestimated the true level of severe housing deprivation in New Zealand. **Scope changes, census operational difficulties, and quality limitations inherent in surveying people experiencing homelessness mean comparisons over time are not recommended.**’

*Key considerations:*

- As in previous years, the severely housing deprived population was disproportionately young, with nearly 50 percent aged under 25 years of age. Rates of severe housing deprivation are highest among Pacific and Māori young people.
- 15–24-year-olds had the highest rate of severe housing deprivation across all ethnic groups.
- Similar numbers of males and females were severely housing deprived overall. Males were more likely to live without shelter and in dwellings such as boarding houses, while females were more likely to be sharing in severely crowded dwellings.
- When looking at the housing deprivation experienced by whānau with tamariki/children, actual figures need to be obtained from the community social service organisations working with this cohort to understand the numbers of children whose housing situation is considered highly precarious or severely inadequate. (Refer to the survey data collected from this research project).
- Severe housing deprivation disproportionately affected ethnic minorities. Māori and Pacific people’s severe housing deprivation prevalence rates were four and six times the European rate, respectively, and the true levels of inequity are probably greater.
- The Census data fails in three key areas: gauging the number of rough sleepers and the number of people living in overcrowded and uninhabitable dwellings.
- Very little data has been available about the ethnicity of people living in emergency or transitional accommodation. NOTE: *A breakdown of iwi affiliation has been provided for those living in emergency accommodation in 2022, by MSD.*

## 8.5 Homelessness and unsupported youth

For the purposes of this research rangatahi are defined as between the ages of 15-24 years. Half of New Zealand's 41,000 homeless people are under the age of 25. Part of the cause and a major exacerbating factor is that despite this, much of the services aimed at getting people into secure housing are aimed at adults. This coupled with the fact that teenagers and adolescents are much more vulnerable to the dangers of a rough sleeper's life - such as abuse - means this group is particularly neglected.<sup>123</sup>

### Urgent action to respond to Youth Homelessness needed

The *Manaaki Rangatahi ki Tāmaki Youth Homelessness Collective* was established in 2018 as a way of consolidating the work of different organisations that are trying to tackle youth homelessness. Member organisations including VOYCE Whakaronga Mai, Auckland City Mission, QES, E Tipu E Rea Whānau Services, LifeWise, Strive Community Trust, RainbowYOUTH and VisionWest are calling for immediate and urgent action to respond to Youth Homelessness.<sup>124</sup>

### Oranga Tamariki – Transitions Support Service

Since July 2019 Oranga Tamariki has been running a Transitions Support Service (TSS) for young people moving away from the government's care system into independent adulthood. One of the aims of TSS is that more young people have safe and stable living arrangements.

Rangatahi Māori are disproportionately represented in the care and youth justice systems. Through the Oranga Tamariki Transition Support service, of which housing support is a key component, disparities in outcomes and experiences for rangatahi Māori and their whānau are reduced. Oranga Tamariki will continue work with their iwi and Māori partners to identify opportunities to provide supported accommodation to rangatahi Māori leaving care or the youth justice system.

To support eligible rangatahi to remain in a stable caregiving arrangement, Entitlement to Remain or Return (ETRR) was implemented from July 2019. Under ETRR, rangatahi who have been in care can remain, or return to, living with a caregiver from the age of 18 until they turn 21. However, take-up of ETRR has been lower than expected.<sup>125</sup>

Currently there are supported accommodation options available in Auckland, Wellington, Invercargill and Dunedin. Other priority areas identified are Northland, Waikato, Taranaki/Manawatu and Christchurch. How much funding will be provided? *A total of \$17.5 million is being invested in additional supported accommodation over four years.*<sup>126</sup>

### Residential housing for youth

In Auckland, Lifewise provides a communal residence for young people who are under the age of 18 years and in need of stable housing. Refer to the section on examples of community initiative for more detail.

<sup>123</sup> Accessed 29 June 2022, <https://www.newsroom.co.nz/post-lockdown-freedoms-dont-do-much-for-young-and-homeless>

<sup>124</sup> Accessed 29 June 2022, <https://our.actionstation.org.nz/petitions/end-youth-homelessness>

<sup>125</sup> Accessed 29 June 2022, <https://www.orangatamariki.govt.nz/about-us/research/our-research/transitions-service-synthesis-report-2/>

<sup>126</sup> *Aotearoa New Zealand Homelessness Action Plan – Phase 1, 2020 – 2023*, p.8

## Who is working with youth in in the Whakatāne District?

The member organisations of the WDHFG working specifically with youth between the ages of 15-24 are: TPOOM, NASH, REAP, Combined Churches, Salvation Army, Te Ika whenua Trust, Tumanako Hou Trust Whakatāne and the District's Youth Council. There are four high schools each with a counselling and/or pastoral care programme: Whakatāne High School, Trident High School, Edgumbe College and Murupara Area School. There are also four providers working in the BoP region through Youth Horizons.<sup>127</sup>

As part of this research, school counsellors at each of the District's high schools (Whakatāne High, Trident High, Edgumbe College and Murupara Area School) were approached, however no information regarding youth homelessness was made available or known.

## Overview of New Zealand housing options for young people leaving care

A report commissioned by Oranga Tamariki into supporting youth leaving care provided by OT (e.g. foster care) and into housing and independent living states - *'Aotearoa/New Zealand-wide housing shortages and a lack of affordable options have been reported in interviews and evaluation of a range of programmes for young people. Young people leaving care are at a disadvantage in competition for affordable housing because they may not have the identification required to access benefits and references and experience flatting. Some young people leaving care are not ready to live independently.'*<sup>128</sup>

To expand housing support for young people leaving Oranga Tamariki Care is a priority action listed in the *Aotearoa/NZ Homelessness Action Plan*.<sup>129</sup> (Refer to section 11.13.1 for a detailed description of the *Aotearoa/NZ Homelessness Action Plan (2020-2024)*).

**In the first year of phase one (2020) of the plan the government allocated a further 202 places to the ERR programme (cost - \$17.5 million).**<sup>130</sup>

**Entitlement to Remain or Return (ETRR)** was a new policy implemented as part of the Transition Support Service (TSS) to support eligible rangatahi to remain in a stable caregiving arrangement. Under ETRR, rangatahi who have been in care are eligible to remain with, or return to, living with a caregiver from the age of 18 until they turn 21. Caregivers who provide a caregiving arrangement under ETRR are expected to help rangatahi to work towards being an independent adult by supporting them to meet their needs and goals as described in their transition plan.

<sup>127</sup> Accessed 5 July 2022, <https://www.youthorizons.org.nz/our-services/>

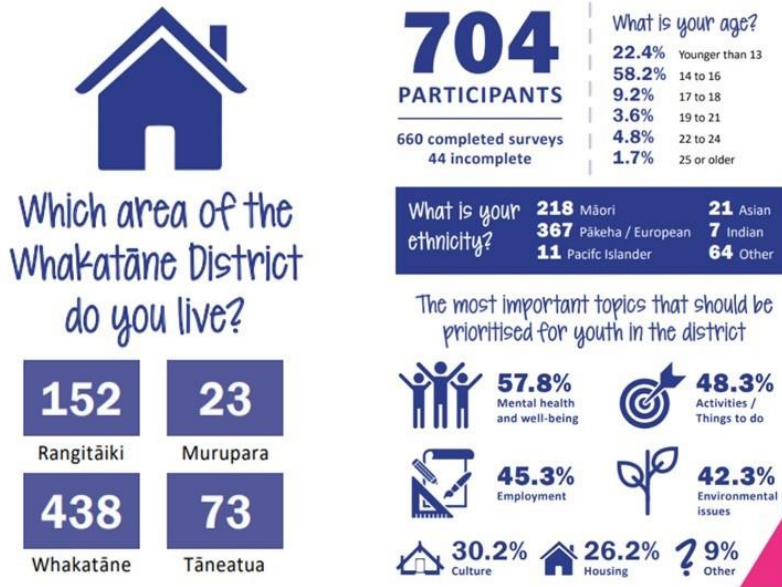
<sup>128</sup> Malatest International, Literature review: *Jurisdictional literature review of accommodation support*, June 2021.

<sup>129</sup> Accessed 5 July 2022, <https://www.hud.govt.nz/community-and-public-housing/addressing-homelessness/aotearoa-homelessness-action-plan-2020-2023/prevention/>

<sup>130</sup> <https://www.hud.govt.nz/assets/Community-and-Public-Housing/Support-for-people-in-need/Homelessness-Action-Plan/8d742d98ec/Fact-Sheets-on-immediate-actions.pdf>

In Aotearoa New Zealand, take-up of ETRR has been lower than expected. Oranga Tamariki commissioned a review of accommodation models to inform understanding of how other jurisdictions (USA, Canada, and Australia) are supporting the accommodation needs of young people leaving care including young people with specific needs for accommodation support. The *Jurisdictional literature review of accommodation support* published in June 2021, summarises different accommodation options and synthesizes the strengths and challenges of different models.

### Local survey of Rangatahi in the District



In 2021, the Whakatāne District Youth Council - Kaunihera Tahoi undertook a needs assessment survey of youth living in the District; 704 rangatahi participated, 26.2% identified housing as an issue for young people.

#### FOR CONSIDERATION:

**The WDHFG could liaise with the Youth Council, school counsellors and pastoral care services about youth transiency, truancy, and homelessness.** There is an opportunity here for collaboration.

Do any of the WDHF members have any engagement with Oranga Tamariki?

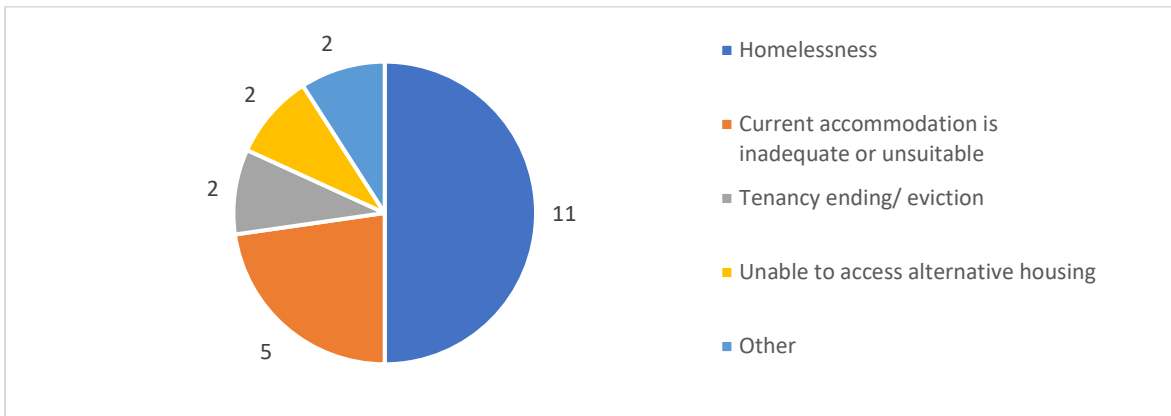
**Can the WDHFG explore why the Bay of Plenty region has not been included in funding for the TSS/ERR programmes run by Oranga Tamariki?**

## 8.6 Emergency Housing data for the District

The number of whānau living in emergency accommodation has only slightly fluctuated since February 2022, ranging from 18 to 29 whānau/ families. At the time of writing this report there were 23 households living in emergency accommodation, 22 households in Whakatāne and one household accommodated in Rotorua.

These whānau households consist of 23 adults and 21 tamariki/children. Of these households, there are 18 Māori and five Pākehā whānau, with 11 males aged between 20-70yrs and 12 females aged between 20-59.

*Households living in emergency accommodation and the reasons why.*



As of May 2022, there were 22 ‘households’ living in emergency accommodation, across the five motels in Whakatāne either contracted to MSD or registered with MSD as suppliers of temporary accommodation. There is one household accommodated in Rotorua. Each whānau / household is categorised as homeless.

Amber Court Motel	nine households
Livingston Motel	four households
Pacific Coast Motor Lodge	three households
Aquarius Motel	three households
Alton Lodge Motel	two households
Holiday Rotorua Limited	providing accommodation for one household (not sure how many people).

### *Current time in Emergency Housing*

1. <4 weeks	five households
2. 4-7 weeks	six households
3. 8-12 weeks	two households
4. 3-6 Months	six households
5. 6-12 Months	two households
6. 12+ Months	one household

### *Household type*

Single with kids	10 households
Single adult	eight households
Couple with kids	three households
Couple no kids	one household

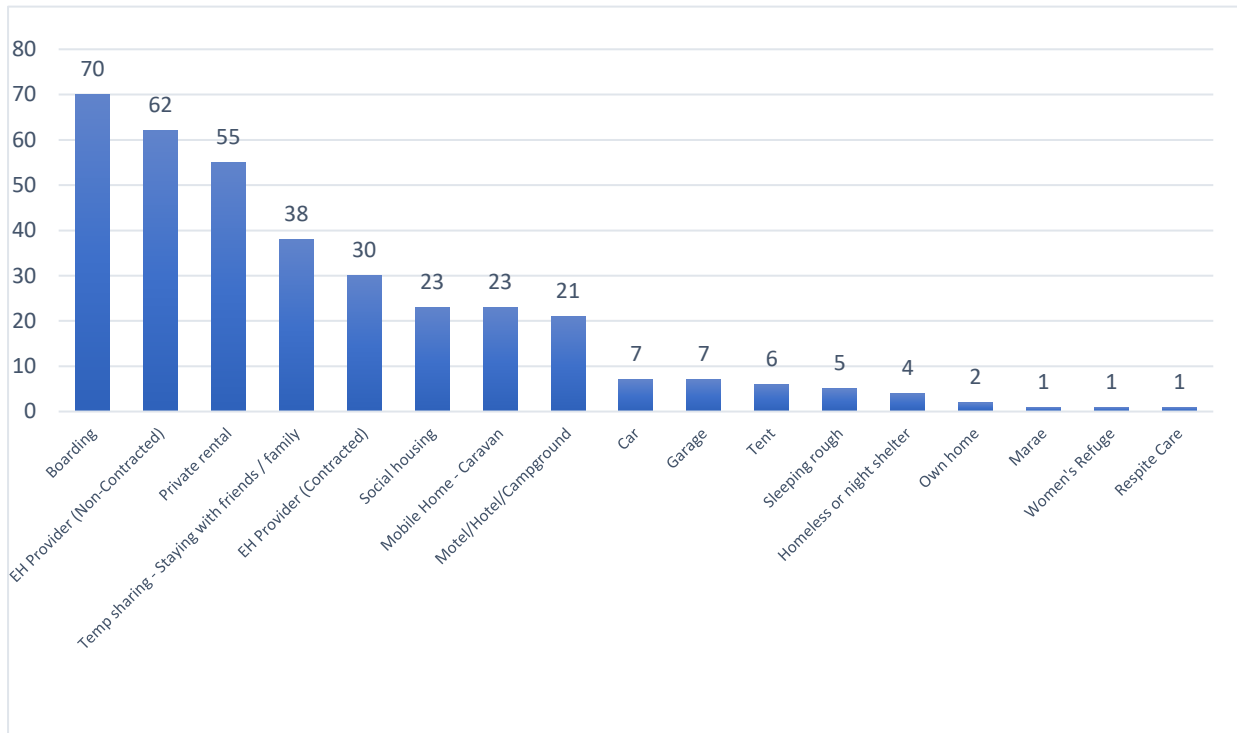
### The Public Housing Register

The Public Housing Register provides the number of applicants assessed as eligible for social housing who are ready to be matched to a suitable property (with Kāinga Ora). At the time of producing this report - 356 adults were registered on the Public Housing Register. People can spend anywhere from one month to more than two years on the record. The most extended waiting periods in 2022 were six to nine months, 18-24 months or over 24 months. This indicates that finding suitable housing for the size and needs of whānau living in the Whakatāne District is challenging.

Precisely 50 percent of these are aged between 20 -59, requiring one to two-bedroom housing (161 people). The rest sought three, four or five--bedroom accommodation, indicating a multi-generational housing need to address the current situation of overcrowding in dwellings that are too small for some whānau.<sup>131</sup>

*The data was provided by the MSD Rotorua Office.*

*Count of Current Housing Circumstances of those listed on the Public Housing Register.*



**There is a total 356 people from the Whakatāne District registered with on the Public Housing Register with MSD - 273 women and 83 men. This graph shows their current living circumstances; 227 of these people are either homeless or living in precarious housing situations.**

NOTE: EH Provider = Emergency Housing Provider.

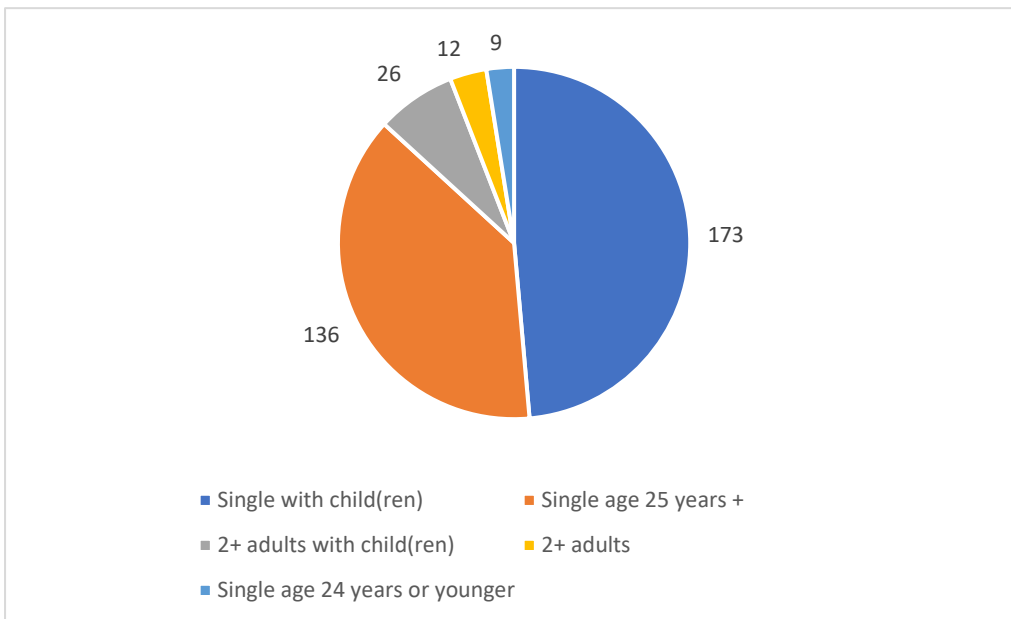
Despite the recent Kāinga Ora Public Housing developments this graph shows that there are currently 227 people registered with MSD, who are classified as homeless.

<sup>131</sup> Data provided from MSD, Public Housing Dashboard, accessed 12 May 2022

- Twenty-three households (92 people) mostly whānau with children are living in emergency accommodation provided by both MSD contracted motels and others which are MSD registered suppliers of accommodation.
- Twenty-three people are living in community/social housing.
- Seventy-four people classified as rough sleepers (living on the streets, in tents, garages, cars, caravan, night shelter, at a marae, campground or non-registered motel) and an extra 38 people staying with friends or family temporarily. The last count of rough sleepers was undertaken by the community in 2019, found that there were 53 rough sleepers in the District. We know that these figures do not account for all those who are homeless and who have no fixed abode, or are considered hidden homeless, especially women leaving family harm situations, and unsupported youth.

There are five MSD registered motels providing emergency accommodation and two registered community housing providers - the Salvation Army and Tauranga Community Housing Trust (TCHT). Liberty Church leases property and provides some housing as well. The Salvation Army and TCHT also provide transitional housing in the District. All remain at full capacity. Community Service providers report that they continually have people seeking temporary accommodation but there are not always spaces available.

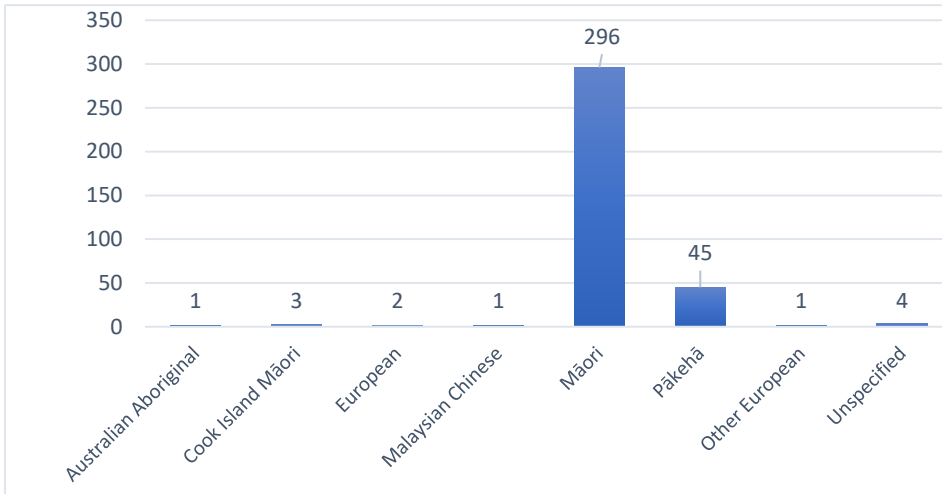
*Count of Household Type listed on the Public Housing Register (not all homeless)*



The majority of those registered on the Housing Register through MSD are (173 adults) sole parents with children/tamariki, followed by single people aged 25yrs+ (136). There are 26 whānau - two parents with tamariki, 12 adult couples and nine single rangatahi aged 24 years or younger.



*Ethnicity of those on the Public Housing Register*



**Iwi affiliations:**

**Aotea**

**Hauraki / Pare Hauraki**

**Ngaiterangi**

**Ngāpuhi**

**Ngāti Awa**

**Ngāti Kahungunu**

**Ngāti Maniapoto**

**Ngāti Porou**

**Ngāti Ranginui**

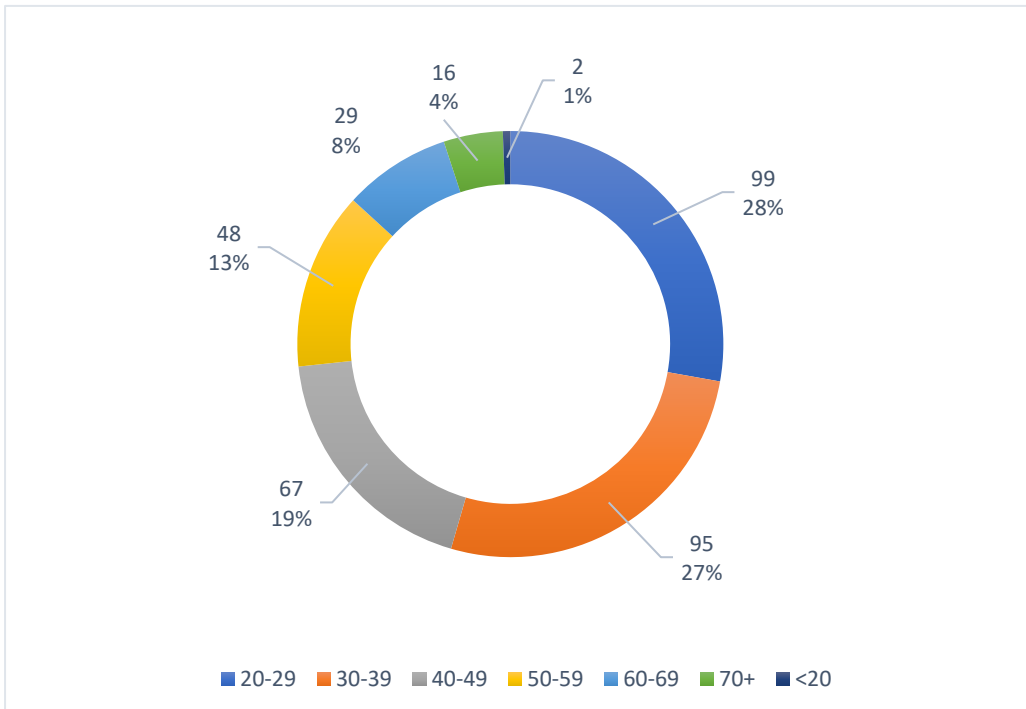
**Ngāti Raukawa**

**Ngāti Tama (Taranaki)**

**Te Arawa**

**Tūhoe**

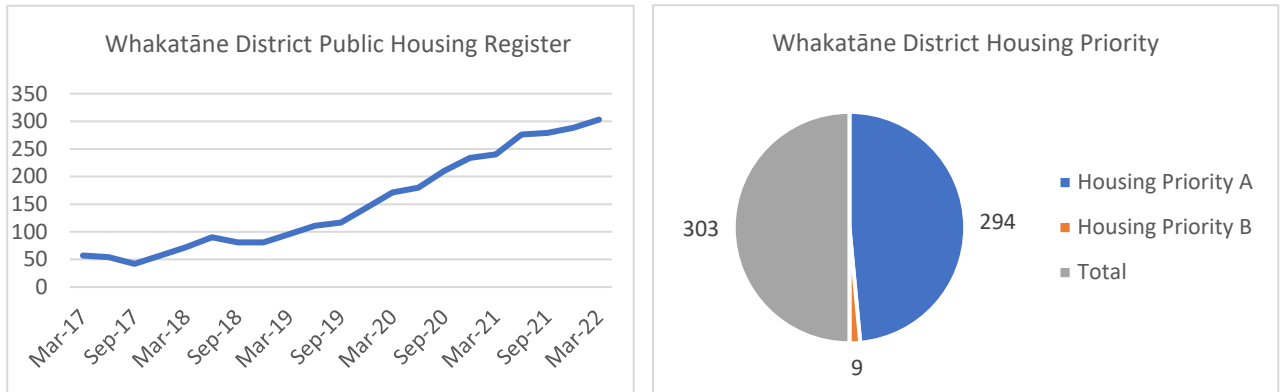
*Age of adults on the Public Housing Register*



This graph shows how the numbers of those registered for public housing have increased (quarterly) from 2017-March 2022.

**As of March 2022, there were 303 people from the Whakatāne District list on the Public Housing Register.**

<sup>132</sup> NOTE: At the time of writing this report this figure increased to 356 people registered.



**Priority A** Refers to applicants who are considered at risk and includes households with a severe and persistent housing need that must be addressed immediately.

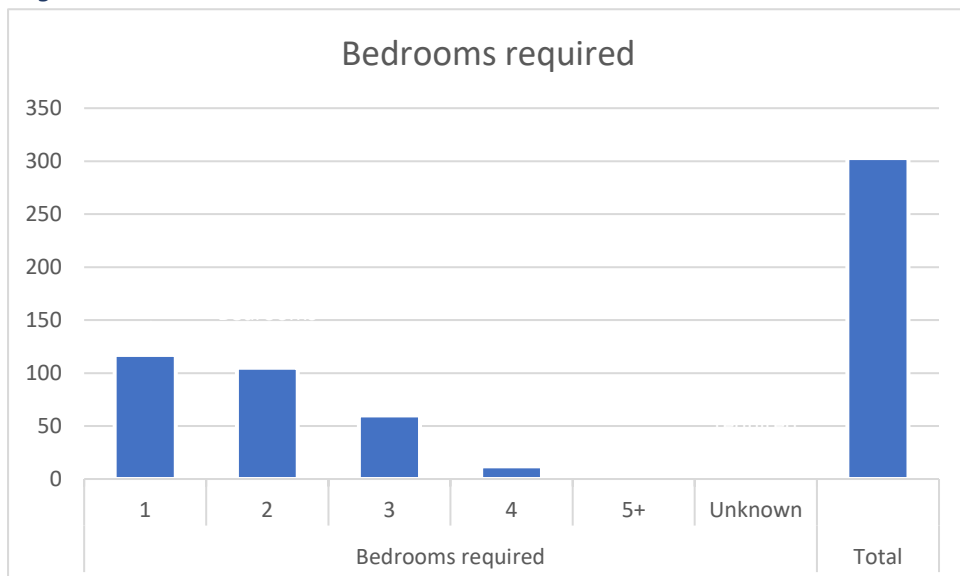
**Priority B** Refers to applicants who have a serious housing need and includes households with a significant and persistent need.

*Number of MSD clients registered*

Waitlist 20 households registered

Not on Register two households not yet on the register

*Bedrooms required for households living in the Whakatāne District listed on the Public Housing Register*



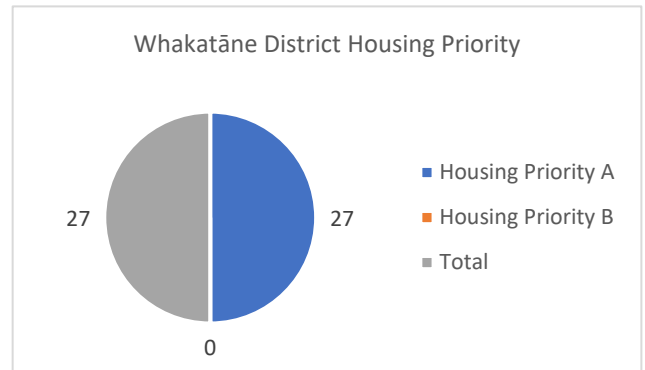
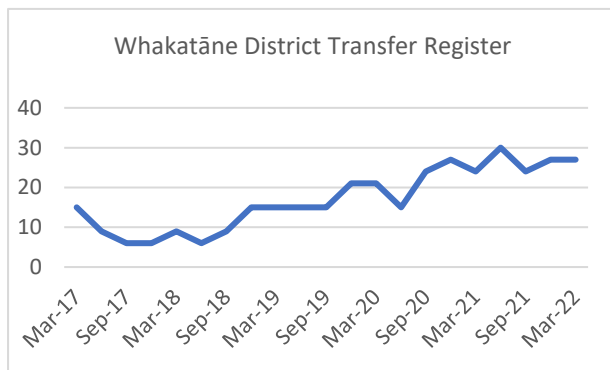
<sup>132</sup> MSD Housing register spreadsheet as of March 2022, Accessed 23 June 2022.

Of the 303 households listed on the Public Housing Register, 117 households require a one-bedroom house, 105 require a two-bedroom house, 60 households require a three-bedroom house, 12 households require a four-bedroom house and three households require five-plus bedroom house. (As of March 2022).

**The Transfer Register**

The Transfer Register provides the number of applicants already in social housing who need to be rehoused. These applicants may need to be rehoused because of health issues or because their current properties are too small, too large, or in the wrong location. This graph shows how the numbers of those currently in community housing and listed as ready to transfer to public housing have increased (quarterly) from 2017-March 2022.

As of March 2022, there were 27 people on this register.



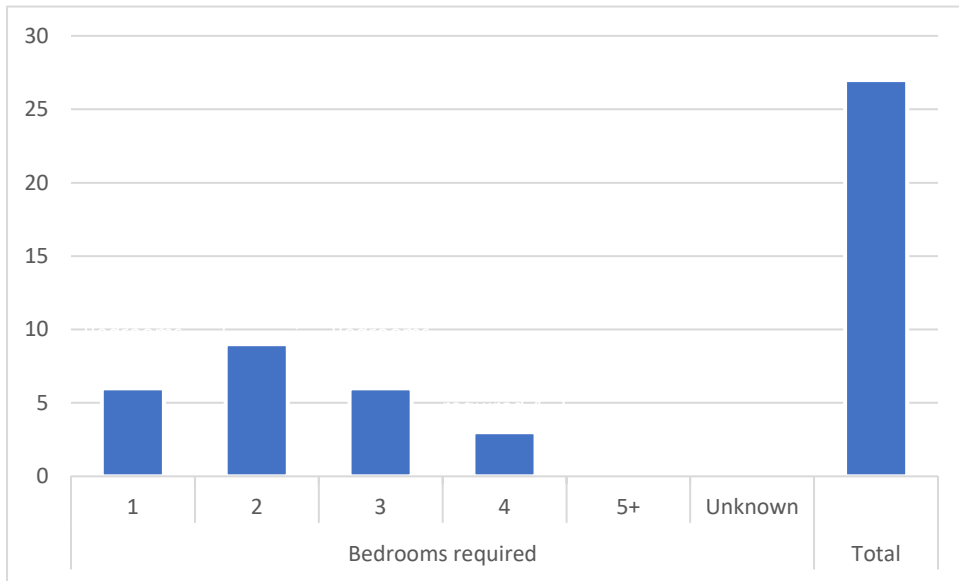
**Priority A** Refers to applicants who are considered at risk and includes households with a severe and persistent housing need that must be addressed immediately.

**Priority B** Refers to applicants who have a serious housing need and includes households with a significant and persistent need.

**Household composition** The people who will be living in the same house as the applicant. This may include extended family or boarders who are permanent members of the household and provide or receive financial, physical, and emotional support.<sup>133</sup>

<sup>133</sup> MSD Transfer Register spreadsheet, March 2022. Accessed 23 June 2022.

*Number of bedrooms required by households listed on the Transfer Register*



**As of March 2022, 27 households were ready for transfer from community housing to public housing (or private rental)**

Nine households required a two-bedroom house, six households required a three-bedroom house, six households required a one-bedroom house and three households required a four-bedroom house.

**FOR CONSIDERATION:**

***That the WDHFG liaises with regional housing advisors at MSD in Rotorua (the Bay of Plenty regional office) and gain further clarity on the range of baseline data collected.***

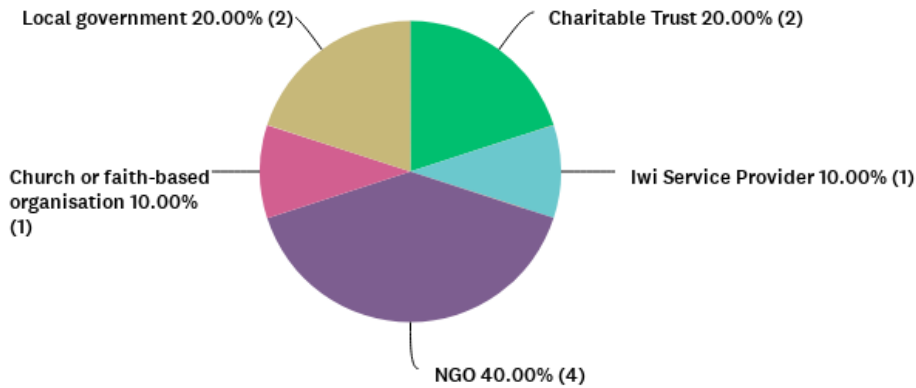
Such as:

- How does MSD ascertain a person’s housing status?
- The range of classifications used by MSD.
- Listings per household on the Public Housing register.
- Applications for public housing (is it one per household?)
- Numbers of children from households listed on the public housing register.

## 8.7 Response from the community sector

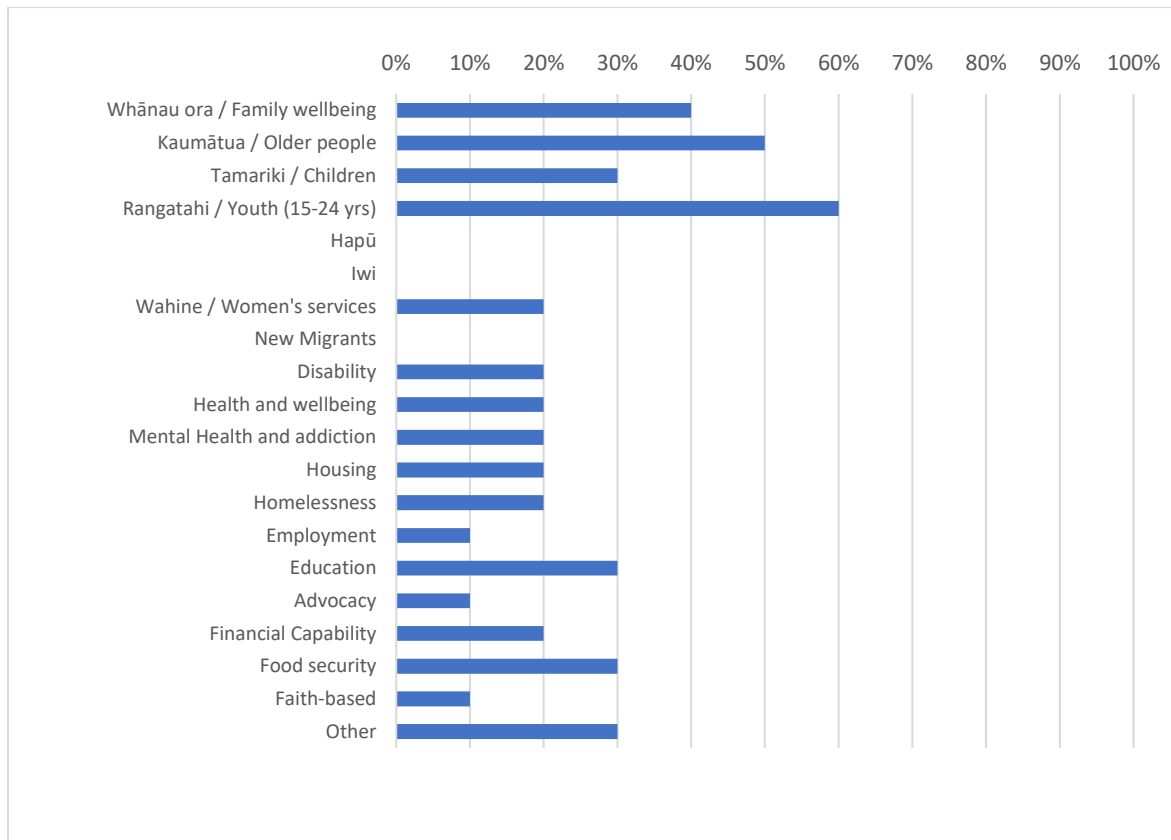
The following data was obtained through a survey of community service providers; 17 community organisations were approached and 10 replied. Refer to the appendices for a list of organisations invited to participate in this research.

### Which sectors of the community answered the survey

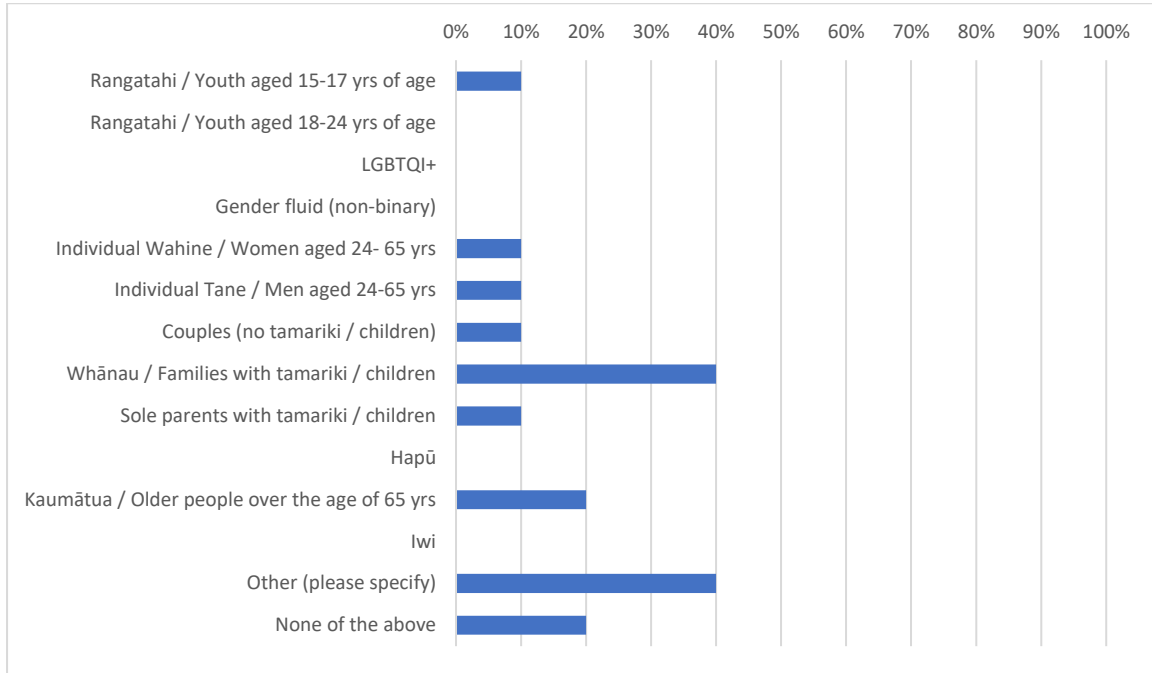


NOTE: This is a snapshot in time.

### What services does your organisation provide [and who for]?



**Which cohorts does your organisation provide housing support for?**

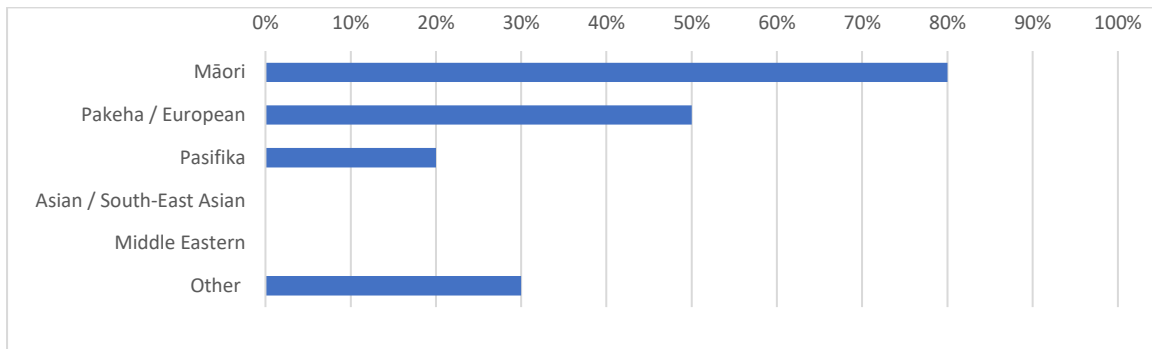


It is interesting to note who in the community is not being catered for:

- Youth aged 18-24yrs
- LGBTQI+ community

Social service agencies such as NASH and TPOOM will work with whānau who are also connected with their own hapū / Iwi.

**What is the ethnic/ cultural demographic of the cohorts your organisation works with who require support with housing?**



According to the 2018 Census, 6.7% (2,513 people) of the District’s population are people whose ethnicity is not Māori, Pākehā or European. They may be born in Aotearoa or have migrated here. This includes people who identify as Pasifika, Asian, Southeast Asian, Middle Eastern, Australian Aboriginal, African, amongst others. Of this section of the population 4.72% (119 people) are receiving some form of income support from WINZ.<sup>134</sup> The most recent quarterly report from WINZ (as of March 2022) indicates that there are 198 people whose ethnicity is not NZ Māori or Pākehā/European and 141 people who have not specified their ethnicity. (Refer to page 59 for more detail on this).

<sup>134</sup> Accessed 27 June 2022, <https://www.stats.govt.nz/tools/2018-census-place-summaries/whakatane-district>

In a review of the 2018 Census, data researchers proposed that there were 22,058 Pacifica people nationwide (578 per 10,000 people), classified as severely housing deprived (this included being without shelter, living in temporary accommodation, sharing accommodation, or living in uninhabitable housing).

Within the Asian population, there were 24,372 nationwide (344.4 per 10,000 people), classified as severely housing deprived.

The other ethnicity classification was MELAA (Middle Eastern, Latin America and African), within this population there were 2,980 classified as severely housing deprived (423.7 per 10,000 people).<sup>135</sup>

*NOTE: A problematic side to the census count for ethnicity is that people can choose more than one ethnicity to which they identify. This means that the total number of responses for all ethnic groups can be greater than the total number of people who stated their ethnicities.*

*Also, very little data was available about the ethnicity of those living in emergency accommodation and transitional housing.*

#### FOR CONSIDERATION:

***The WDHFG could collaborate with youth service providers (including schools) to explore why youth are not asking for help.*** Is it because of a lack of information about what services are available or access to such information, or are they being too shy, feel shame, have trauma, mental health and addiction issues? What more can be done to reach out to youth who may be moving from one place to another?

***That the WDHFG connects with migrant communities as a priority cohort.***

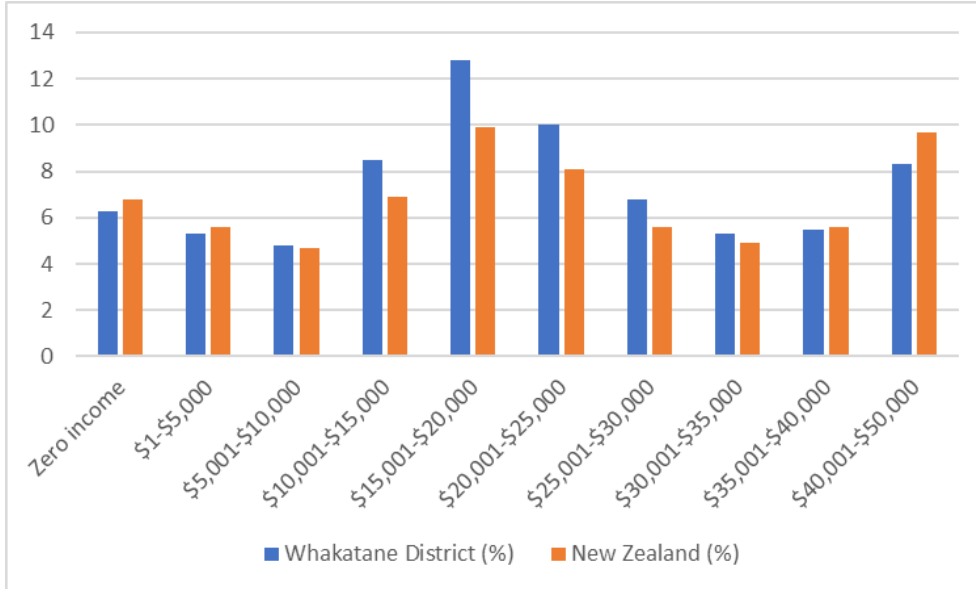
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<sup>135</sup> Amore. Dr K, Viggers. H, and Howden Chapman. (Distinguished Professor) P., *Severe housing deprivation in Aotearoa New Zealand*, He Kāinga Oranga / Housing & Health Research Programme Department of Public Health University of Otago, Wellington, (2018) June 2021 update, p. 35.

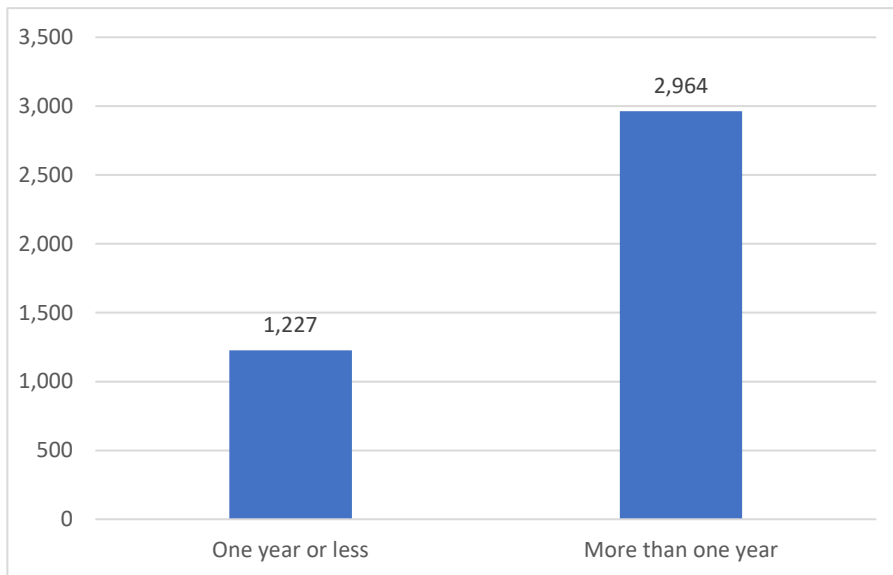


## 8.8 Income support

The 2018 Census indicated that 12.8% (480 people) of the population of the Whakatāne District earned between \$15-20K, a much higher percentage per capita, than the number of people nationwide (9%).<sup>136</sup>



### Income support from WINZ (as of March 2022) for the Whakatāne District

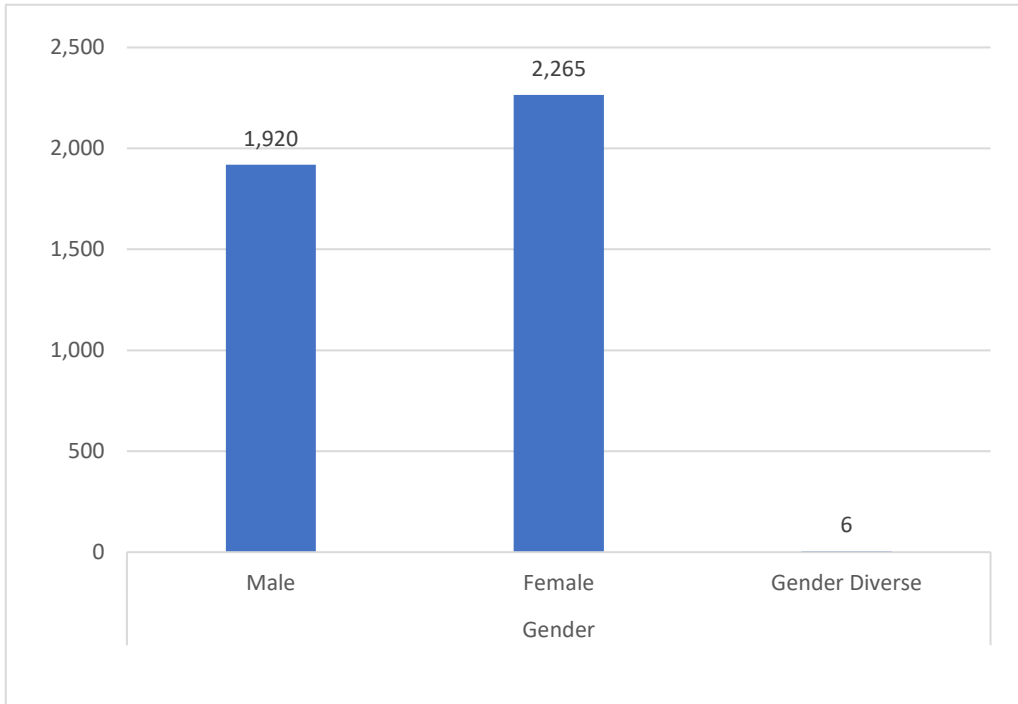


This graph indicates the length of time people have been on a benefit.<sup>137</sup>

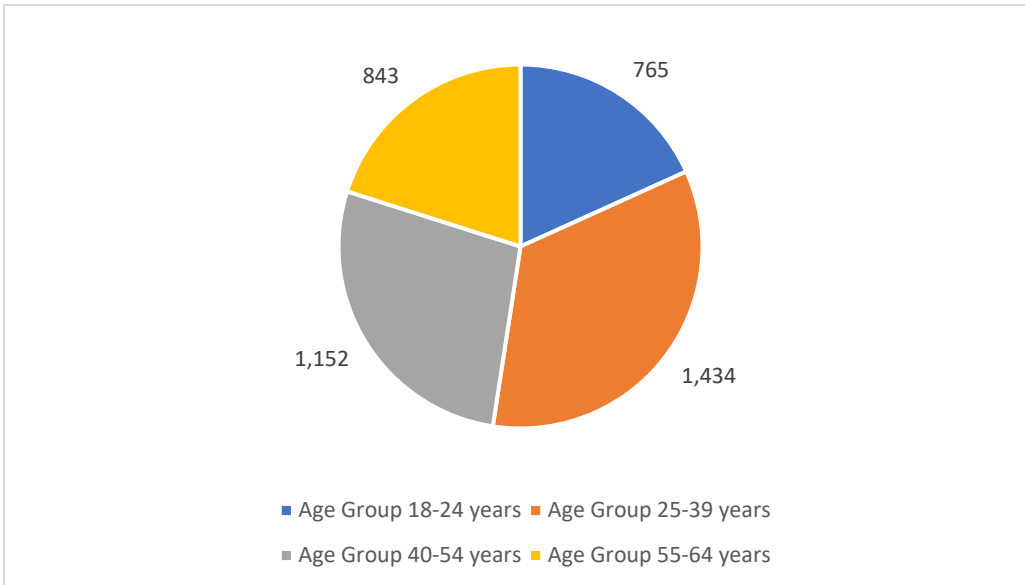
<sup>136</sup> Accessed 27 June 2022, <https://www.stats.govt.nz/tools/2018-census-place-summaries/whakatane-district#work-income-and-unpaid-activities>

<sup>137</sup> Accessed 27 June 2022, MSD/ WINZ quarterly benefit fact sheet, xls spreadsheet.

*Those receiving benefit – by gender*



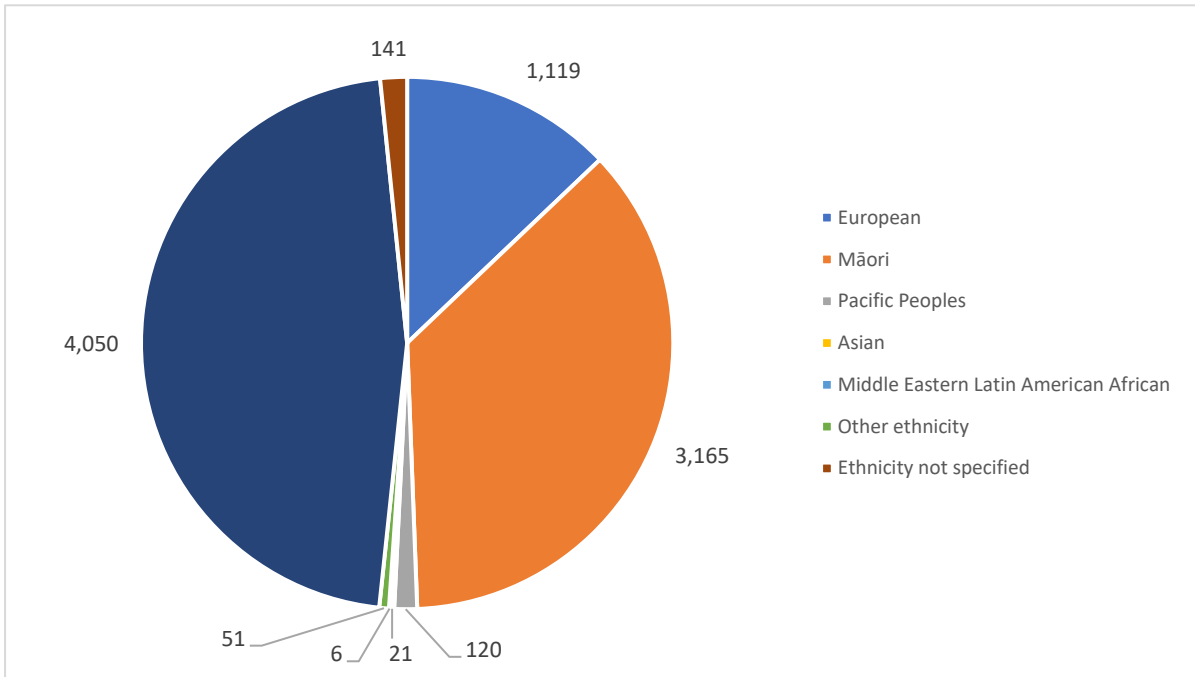
*Those receiving a benefit by age*



In 2021 there were 444 young people aged 18-24 years, from the Bay of Plenty Region receiving the Supported Living Payment from WINZ. <sup>138</sup>

<sup>138</sup> Accessed 5 July 2022, <https://figure.nz/chart/VEjBzRr8kSvpLW6X> and Benefit fact sheet by regions, June 2021.

*Those receiving a benefit by ethnicity*



**Pākehā/European = 1,119 people**

**Asian = 21 people**

**Māori = 3,165 people**

**Middle Eastern/ Latin American = 6 people**

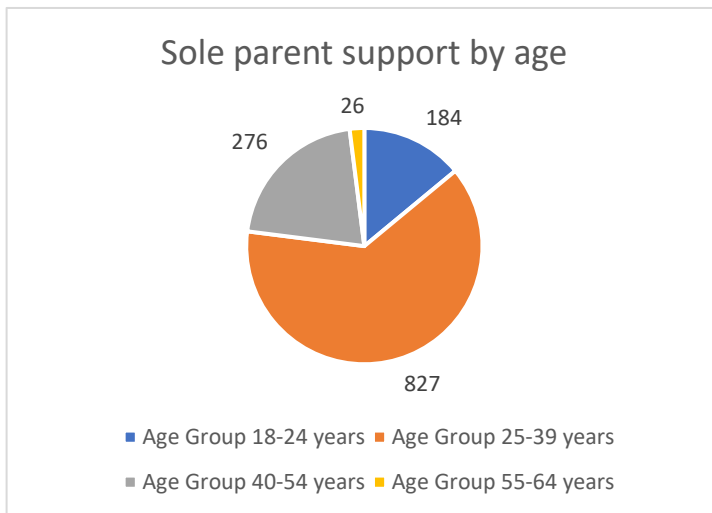
**Other = 51**

**Pacifica = 120 people**

**Not specified = 141**

*Sole Parent Support data (WINZ)*

- 3.5% (1,312 people), received sole parent income support.



This chart gives the number of people receiving the sole parent income support from WINZ for the BoP region as of March 2022.

## Income support for housing

The Accommodation Supplement is a weekly payment to assist people on low incomes (including superannuitants) with their rent, board, or the cost of owning a home, but is not available to those in public housing or charged Income-Related Rent. The number of people receiving an Accommodation Supplement tends to change in line with the main benefit numbers.

**There are 29,712 people receiving Accommodation Supplements in the Bay of Plenty region:** (29,105 as of 30 September 2021).<sup>139</sup>

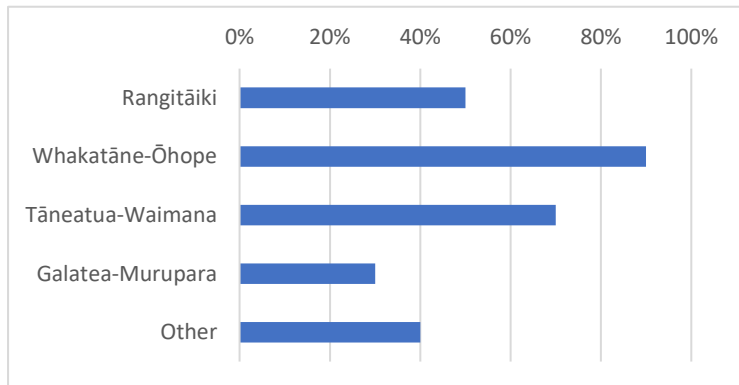
### Emergency Housing Needs Grant

The purpose of the Emergency Housing Special Needs Grant (EH SNG) is to help individuals and families with the cost of staying in short-term accommodation if they are unable to access one of HUD’s contracted transitional housing places. The EH SNG pays for short-term accommodation for up to seven days at a time and is provided by commercial and community providers who are not contracted by HUD to deliver accommodation services.

**As of December 2021, there were 218 EH SNG approved in the Whakatāne District.**<sup>140</sup>

## The Rohe

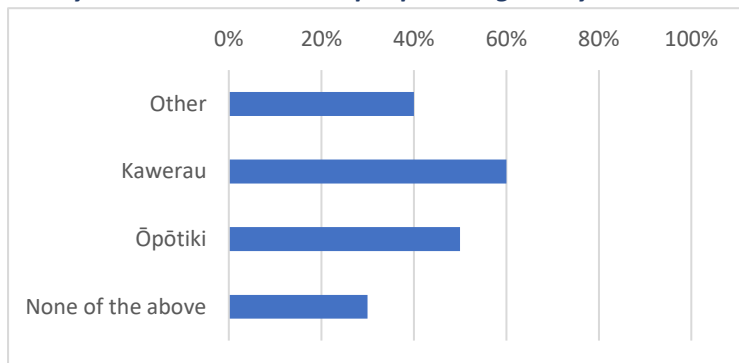
*In which rohe/ ward area do your clients/ service users who are experiencing homelessness/ inadequate housing live?*



Some of the agencies work with clients across the whole of the Bay of Plenty, others include Kawerau, Ōpōtiki and the East Coast.

As we can see, the majority of the population served by the respondent organisations live in the Whakatāne – Ōhope areas.

*Does your service work with people living in any other Districts?*



Those organisations who answered ‘other’ included: the whole of the Eastern Bay, Rotorua, Tauranga and Tokoroa.

Another replied:

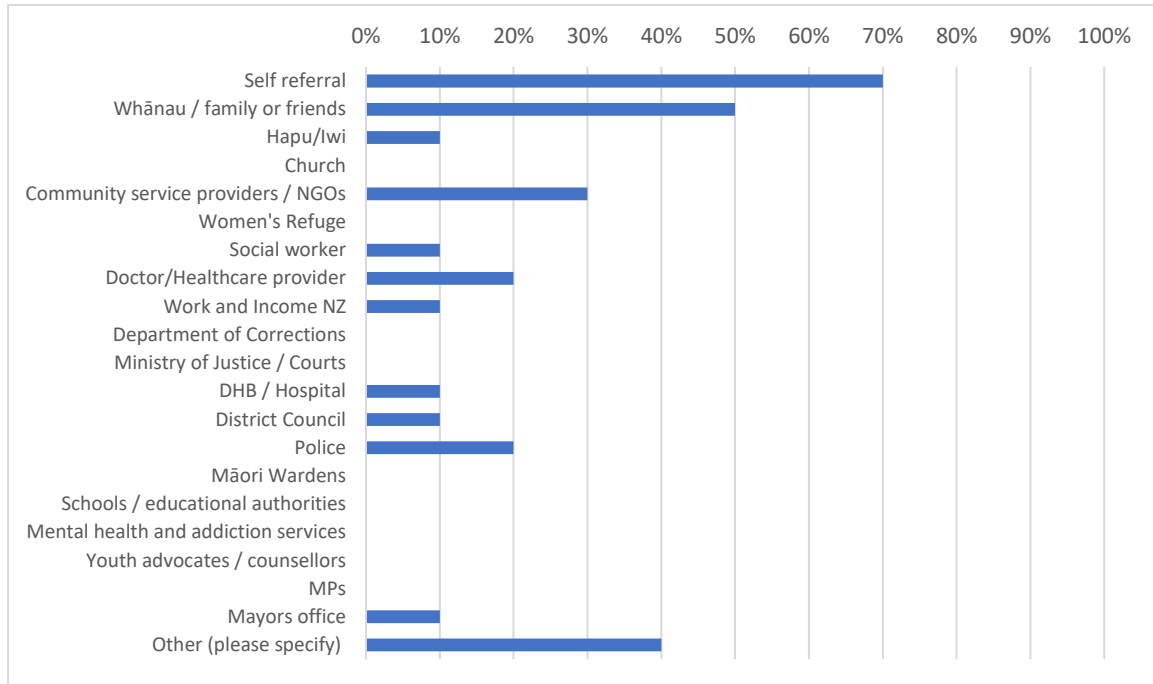
*‘Some of the organisations we work with, work with people in other Eastern Bay of Plenty districts.’*

<sup>139</sup> Housing-regional-factsheet-December-2021-Bay-of-Plenty.pdf

<sup>140</sup> Housing-regional-factsheet-December-2021-Bay-of-Plenty.pdf

## Referrals

### Who refers people in need of housing support to your service?



NOTE: The organisations invited to participate in this research were representative of some of these sectors such as: Church, Women’s Refuge, schools, youth advocates, which means that this result is not 100% accurate.

Likewise, we know that some providers do have connections to the Ministry of Justice (Waiariki Whānau Mentoring Service), Mental Health and Addiction support services (some of which are provided by organisations like Ngāti Awa Social and Health Services (NASH) and Te Puna Ora o Mataatua (TPOOM).

One replied: *‘The wider community / businesses.’*

NOTE: Participant organisations were also asked what percentage of their clients requiring support with housing, would also use another community service provider for housing support.

The answer was: **55% of clients with housing issues would receive support from two or more community service provider organisations.**

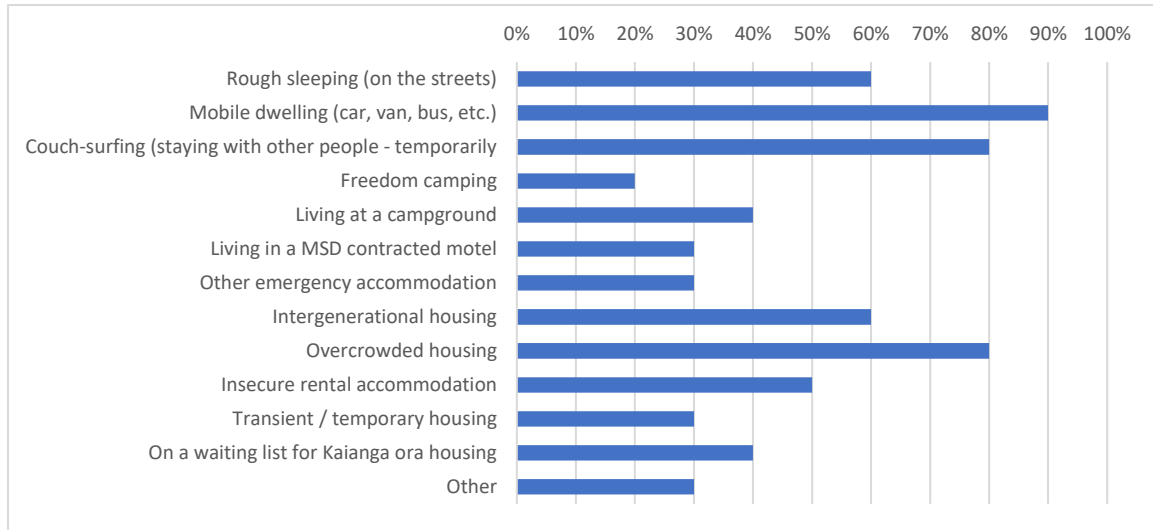
### FOR CONSIDERATION:

***Would the WDHFG consider creating a community outreach programme where ‘every door is the right door approach’, providing a one-stop shop for information on the range of community housing services offered?***

A Housing Navigator or a Housing Field Catalyst could promote this by engaging with community services, MPs, schools, Māori Wardens, the MSD/WINZ BoP regional office and the Department of Corrections/Ministry of Justice and Oranga Tamariki, among other key stakeholders.

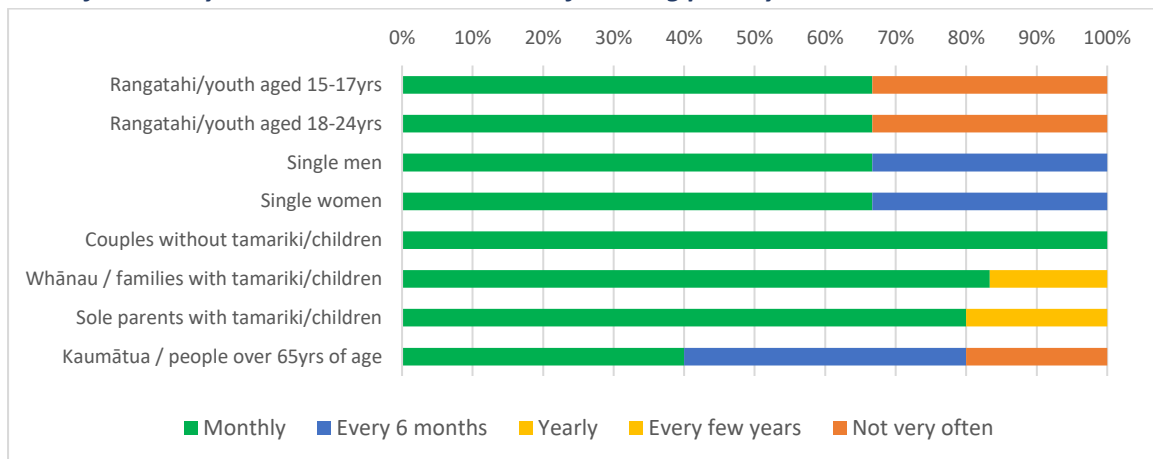
## Degrees of homelessness

*What type of homelessness or inadequate housing do your clients/service users experience?*



## Interaction

*How often does your service interact with the following priority cohorts?*



It seems that the majority of organisations that responded to the survey interact with people seeking housing on a monthly basis, particularly couples without tamariki, followed by couples with tamariki and sole parents.

### Observations from the data:

- There are different ways to read this response:
  - Do some organisations not collect data for each cohort because it is not in the parameters of their service description or contracts?
  - Not all community organisations interact with every cohort.
  - Is it important to measure the level of interaction or just outcomes?
  - Why are there so many **couples without tamariki** that are seeking support with housing? This is the cohort most often seen by the community service providers that responded to this survey. What level of information is required to understand the reasons for this? It is because of unemployment, cost of rental accommodation, or something else?

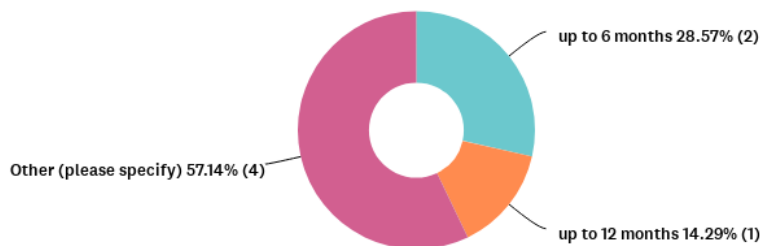
## Finding suitable accommodation

### Observations from the data:

- There were four organisations that responded to the survey which work with clients from first contact to finding accommodation (whether it be emergency, transitional, community, public housing, or rental accommodation). Not all community organisations have capacity, or it is not in the parameters of their service provision.
- Organisations that engage with each cohort may not be able to assist in one way but can in other in another way (e.g. providing food, clothing, budgeting advice) and so a number of these clients are supported in different ways by different organisations and there is referral between organisations.
- Single women faced with severe housing issues might be receiving the least assistance from the community service providers. This brings up questions around the situations many of these women may be faced with such as domestic violence, poverty, unemployment, or mental health and/ or addiction issues.
- There is also a gap in the number of organisations supporting sole parents with tamariki. Data from WINZ indicates that the majority of those registered as homeless are 173 sole parents with children/tamariki. (Refer to MSD data).
- Is there enough suitable accommodation on the rental market for couples? Data provided from WINZ reported that currently there are 12 adult couples without tamariki living in emergency accommodation. (Refer to MSD data).
- There is a need to investigate further the stressors faced by seniors with their housing, i.e. cost of living, cost of rental accommodation, tenure of rental accommodation, support, education on sustaining tenancies etc.

### Comments under 'Other' included:

- *Varies depending on the situation*
- *Until they age out of youth service or find full time work and no longer qualify for youth service*



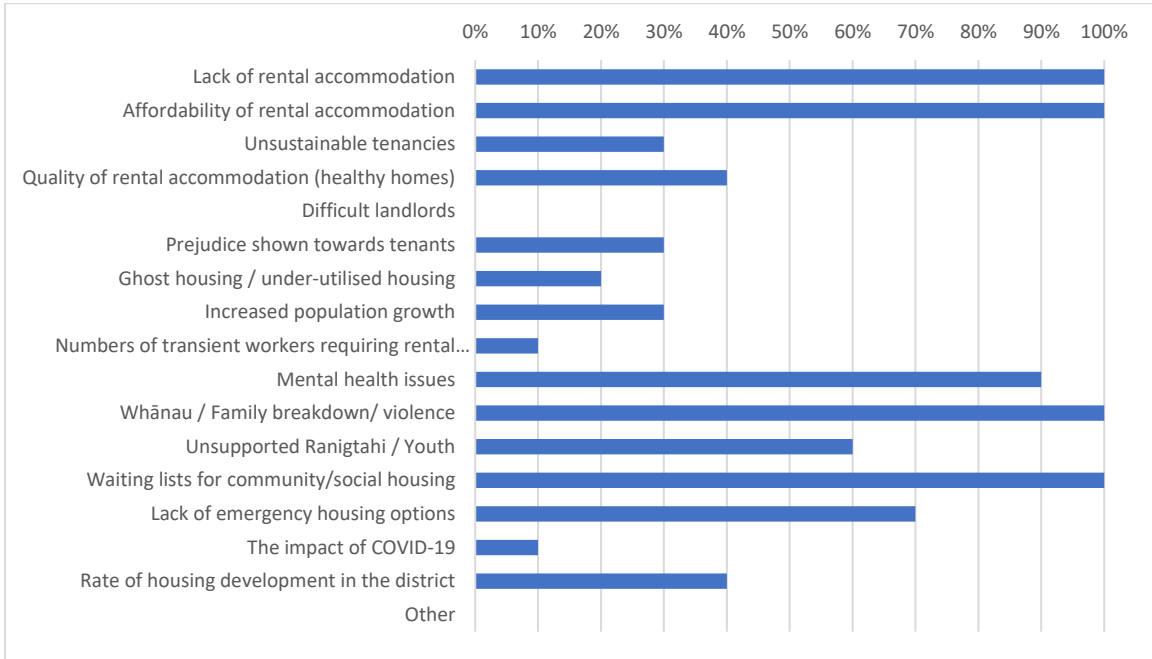
### FOR CONSIDERATION:

The level of data provided in this report is the range of data which could be collected on a regular basis by a backbone organisation. This would enable a tool for shared measurement and inform the WDHG and the community service providers engaged with people faced with homelessness and precarious housing of which cohorts are not receiving as much assistance as others.

***The WDHFG would need to consider how such Big Data was collected, and how issues of privacy and confidentiality were managed.***

### 8.9 Local factors contributing to homelessness in the Whakatāne District:

The data provided here is what is perceived by community service providers (the respondents to a survey for this research).



The most common perceived factors are:

- **Lack of rental accommodation**
- **Affordability of rental accommodation**
- **Whānau/Family violence/breakdown**
- **Waiting list for community housing**
- **Mental and addictions**

It is interesting to note that only 40% of the respondents (four service providers) perceived the quality of rental accommodation as a contributing factor. This research has established that 9.5% (3,562 people) of the population of the Whakatāne District live in uninhabitable ‘unhealthy homes’.



# Section 9 - Joined-up Strategies

## 9.1 Prevention:

*Fifty-five percent of community service providers agreed that finding collective solutions for the prevention of homelessness was the most realistic strategy.*

As its strategic response, The *Aotearoa/ NZ Homelessness Action Plan* (the Plan) prioritises prevention over management for the goal of eliminating of homelessness. (Refer to section 11.13.1 for a detailed description of the *Aotearoa/NZ Homelessness Action Plan* (2020-2024).

*Prevention actions work to ensure individuals and whānau receive the support they need so that homelessness stops happening in the first place.*

The Plan identifies the following key prevention actions as priorities for central government as well as communities' response to homelessness.

**Partner with Māori iwi, hapū and marae** to prevent homelessness through whenua-based initiatives. A key focus of the *Plan* will be preventing homelessness among Māori through whenua-based initiatives. The Government will continue and extend its relationships with iwi, hapū, marae and Māori organisations to prevent further homelessness, particularly where they identify land availability, tribal development, and options to improve economic futures.

**Redesign and expand Sustaining Tenancies** - Sustaining Tenancies service is one of the Government's main interventions focused on preventing homelessness. The service funds community-based providers to support households who are in public and private housing and need help to sustain their tenancy. *This was achieved in phase one of the Plan with the provision of 1550 places per year in high demand areas (4,650 individuals, families and whānau over three years), cost \$25.62 million.*

**Expand housing support for young people leaving Oranga Tamariki Care** - This action extends supported accommodation placements to eligible young people leaving Oranga Tamariki care or youth justice to support a more gradual transition into adulthood. Addressing housing needs first reduces the likelihood of homelessness, benefit receipt and offending. *Achieved in phase one of the Plan - \$17.5 million investment, 202 placements for youth.*

**Improve transitions from acute mental health and addiction inpatient units** - The programme will provide housing support, ongoing mental health and addiction support, and other services that may be required by each person, such as employment, physical health, living support, assistance with managing relationships, addressing trauma/violence, assistance with budgeting and literacy or educational support. Auckland and Waikato have been selected for the pilot due to the high pressure on mental health and addiction inpatient units in these areas. *Funding went into a pilot programme to help approximately 100 people transition from acute mental health and addiction inpatient units into the community, with housing and other wraparound support, investment - \$16.3 million over four years.*

**Support women who are leaving prison** - There are a number of women under Corrections management that have a significant housing or reintegration-related need. This action will provide

safe and stable accommodation with reintegration support services for 72 women/wāhine leaving prison. It will enable long-term sustainable outcomes for women/wāhine, their children and wider whānau. *Achieved in phase one – investment \$960,000.*

**Support returned overseas (501) offenders who are homeless** - Returning overseas offenders are individuals who have been deported back to New Zealand due to offending in another country. This action will provide transitional accommodation and support individuals with high and complex needs, who have been deported back to New Zealand and allow better reintegration into a community environment.<sup>141</sup> *This action was achieved in phase one of the Plan, 90 people were supported (cost \$5.04 million).*<sup>142</sup>

While these milestones were achieved in Phase One of the *Aotearoa /NZ Homelessness Action Plan* – not all regions may have benefited from this investment.

***It is recommended that the WDHFG determines the priority areas of its own strategic response in line with the Plan.***

As already indicated in this report, further investigation is needed into the support provided to the following cohorts: youth (in general) and, in particular, youth coming out of OT care, seniors in rental accommodation lacking support from whānau and who may be struggling financially, migrants, LGBTQ+, men and women seeking reintegration (coming out of prison or rehab, 501 returnees, or those who have had long stays in hospital). There is also a need to investigate further the supply of accommodation for workers coming into the District – for seasonal employment and those moving here to work at the hospital, or in industry growth areas.

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<sup>141</sup> Accessed 5 July 2022, <https://www.hud.govt.nz/community-and-public-housing/addressing-homelessness/aotearoa-homelessness-action-plan-2020-2023/prevention/>

<sup>142</sup> <https://www.hud.govt.nz/assets/Community-and-Public-Housing/Support-for-people-in-need/Homelessness-Action-Plan/8d742d98ec/Fact-Sheets-on-immediate-actions.pdf> p. 2

## 9.2 Housing Supply:

*Immediate and longer-term supply actions will focus on increasing supply of different types of housing, with a focus on working with Māori Community Housing providers and other Māori and iwi providers.*

The Plan's immediate actions in phase one (2020-2022) were to urgently increase supply of transitional housing and to reduce the use of motels for emergency accommodation as well as supporting Māori community housing providers and iwi to expand housing supply.

Actions for phase two (2020-2023) focus are to:

- Continue to increase public housing
- Explore options for affordable housing and private rentals
- Explore options to shift to longer term housing through converting transitional housing into permanent housing
- Develop a Progressive Home Ownership Scheme
- Look to facilitate access to shared tenancies.

### 9.2.1 Progressive Home Ownership Scheme

The Progressive Home Ownership (PHO) Fund is a \$400 million investment to help individuals, families and whānau step into home ownership. The PHO Fund is creating more opportunities for independent home ownership for people who can't afford to purchase their own home at current house prices.

*The Progressive Home Ownership Fund aims to help:*

- Lower to median income households who are unlikely to buy a home without a reasonable level of financial and non-financial support.
- At or above median income households who cannot get a large enough deposit together to buy a home due to high rents and fast-growing house prices and/or have insufficient income to service a low deposit mortgage at current house prices.

*The PHO Fund aims to address housing affordability for three priority groups:*

Māori, Pacific peoples and families with children.

A pilot PHO round started in July 2020. This made \$45m of the \$400m available for allocation, leaving at least \$355m available over the four-year period.

Three groups from the Bay of Plenty region have already received funding for this, they are: Manawa PHO Limited, Habitat for Humanity and the Doing Good Foundation. Building has taken place in Papamoa, Tauranga and Rotorua.

*How it works*

The approved PHO providers take a 15-year loan from the Government, then partner with individuals, families and whānau to help them access home ownership opportunities through arrangements such as shared ownership, rent to buy, or leasehold.

Through the PHO Fund, individuals, families and whānau will be able to achieve better wellbeing, health and education outcomes through secure tenure in newly built warm, dry, and safe homes that meet their needs.

Each year HUD will determine a range of funding that is expected to be allocated. The Fund can be accessed through the provider and iwi and Māori pathways by organisations that meet the provider criteria. The pathways are expected to be open to both new and existing PHO providers who meet the required criteria. There will be a strong preference for not-for-profits. For-profits involvement will be on a case-by-case basis requiring ministerial approval.

*Indicative Funding Range Forecast for years 1-4*

2020/21	\$50m-\$90m
2021/22	\$70m-\$100m
2022/23	\$100m-\$115m
2023/24	\$50m-\$135m <sup>143</sup>

Find out more here: <https://www.hud.govt.nz/residential-housing/progressive-home-ownership/accessing-pho-funding/>

### 9.3 Support Strategies

*Individuals and whānau experiencing homelessness move quickly into stable accommodation and access wider social support to address needs.*

The focus of phase one of the Plan was on these immediate support actions:

- Pilot a rapid rehousing approach
- Expand support to all people in emergency housing
- Better prepare people for private rental
- Assistance for whānau with tamariki in emergency housing.

#### 9.3.1 Rapid Rehousing

Rapid Rehousing is an intervention to support individuals, families and whānau to quickly exit homelessness, return to permanent housing in the community and maintain their tenancies to avoid a return to homelessness. **Rapid Rehousing began as a two-year trial starting in July 2020.**

*Who is Rapid Rehousing for?*

When people are facing homelessness or living in emergency housing, it's essential they get the right support to get back on their feet and into a stable home as soon as possible.

Rapid Rehousing is for individuals, families and whānau who:

- Are recently homeless
- Require low to medium levels of support to access and maintain permanent housing
- Require specialist homelessness support for a finite period (up to 12 months).

The Rapid Rehousing trial provides support to access permanent housing for people who are experiencing homelessness and have a lower level of need than *Housing First* clients receiving wrap around support services. (Refer to section 11.9 for a detailed description of *Housing First*.)

<sup>143</sup> Progressive-Home-Ownership/Investment-Framework\_January-2022.pdf

### *Services to support people into housing*

Individuals, families and whānau can self-refer to support services, or be referred by an agency or community organisation. Support services will work with individuals, families or whānau to assess their support needs and develop a whānau-led goal plan and provide services based on this plan.

These services align with the values of Tino Rangatiratanga (sovereignty), Mana Motuhake (self-determination), Whānaungatanga (positive connections) and Manaakitanga (self-worth and empowerment).

Rapid Rehousing and *Housing First* services follow the principles of:

- Immediate access to housing with no housing readiness conditions
- Consumer choice and self-determination (Mana Motuhake)
- Harm reduction and recovery-orientation approach
- Individualised and person-driven support
- Social and community integration.

### **Rapid Rehousing in Aotearoa New Zealand**

Piloting a Rapid Rehousing approach to support 340 individuals and whānau experiencing homelessness is part of the development of the *Aotearoa/ New Zealand Homelessness Action Plan*. More places have been added as part of the response to COVID-19. (Refer to section 11.13.1 for a detailed description of the *Aotearoa/NZ Homelessness Action Plan (2020-2024)*).

**Rapid Rehousing began as a two-year trial starting in July 2020 and will be evaluated alongside the Housing First programme. [The People’s Project in Tauranga is a provider of rapid housing.](#)<sup>144</sup>**

The People’s Project uses the evidence-based and validated *Vulnerability Index-Service Prioritisation Decision Assistance Tool (VI-SPDAT)* to triage and assess the people they work with to prioritise the most vulnerable people in need of rapid housing support.<sup>145</sup>

***Are there any elements of rapid rehousing that members of the WDHFG are already doing?  
Can the WDHFG support a collective response to facilitate a rapid rehousing strategy?***

<sup>144</sup> Accessed 5 July 2022, <https://www.hud.govt.nz/community-and-public-housing/addressing-homelessness/rapid-rehousing/accessing-rapid-rehousing/>

<sup>145</sup> Accessed 5 July, <https://www.thepeoplesproject.org.nz/tauranga/>

### 9.3.2 Introduce a Housing Broker role

The Ministry of Social Development will provide a new housing broker service through WINZ to build connections with local landlords and property managers, promote MSD clients as potential tenants and match them with housing opportunities in the private rental market. This service will give people a better chance of securing tenancies and help more people gain homes in the private rental market, reducing the risk of homelessness and the need for emergency housing.

Contact a Housing Broker through WINZ for the BOP region - [housingbroker\\_BOP@msd.govt.nz](mailto:housingbroker_BOP@msd.govt.nz)

#### FOR CONSIDERATION:

***Would the WDHFG consider creating a housing broker to liaise between community service providers, landlords and MSD, community housing and transitional housing provider?***

This might further support a rapid rehousing strategy as well.

## 9.4 System Enablers

Preventing and reducing homelessness requires everyone to work together to respond to the different challenges faced in communities around New Zealand. Immediate and long-term actions will focus on building the **capability and capacity** of the workforce and improve data and information on homelessness.

#### *System enabler actions*

The government created the *Local Innovation and Partnership Fund* to support the development and implementation of local initiatives to respond to and prevent homelessness and enable agencies and community organisations, iwi, and wider community partners to work together on initiatives to address system gaps and improve support or prevention tailored to needs in that area. Refer to the list of funds in the appendices of this report for details on this fund.

#### *Build capacity and capability of Māori providers*

A key element of an effective homelessness response is that Māori housing providers, *Housing First* providers, Community Housing Providers and other Māori community groups provide support to people experiencing homelessness. Initiatives are in development to build capacity and capability of Māori providers and services working with Māori experiencing homelessness and will work alongside actions to increase housing stock.

#### *Enable and support Kaupapa Māori approaches*

To reduce Māori homelessness, Māori organisations must be supported to take kaupapa Māori approaches to develop and deliver services to achieve Māori housing and wellbeing outcomes. A key component of the system-wide response to homelessness will be a focus on improving outcomes for Māori and providing opportunities for Māori-led actions.

#### *Ongoing involvement of people with lived experience of homelessness*

People with lived experience of homelessness have first-hand insight into homelessness so incorporating this insight is critical in designing and implementing an effective and responsive system and services. An ongoing platform of engagement with people with lived experience will provide insight and voice within our policy, evaluation, design and delivery work on homelessness and will ultimately help to deliver a more effective response to homelessness.

*Improve evidence and data on homelessness*

The Government wants to see improvement in our collective understanding of people experiencing homelessness to then tailor interventions and ensure they are having a positive impact. Actions implemented as part of the plan will be monitored, reviewed, evaluated and reported on regularly to understand if and where progress is being made. Progress reports from HUD about the *Aotearoa/NZ Homelessness Action Plan* will be made public every six months. The first of these progress reports up to September 2020 is available online.<sup>146</sup>

RECOMMENDATION:

***That the WDHFG members familiarise themselves with the immediate and longer-term actions of the Aotearoa/NZ Homelessness Action Plan and review the first six months' progress report and the fact sheet on immediate actions already achieved in various locations across Aotearoa.***

Consider what actions are relevant to the Whakatāne District and what needs to be prioritised as a collective action for the WDHFG.

**Phase Two of the *Aotearoa /NZ Homelessness Action Plan* will be released late 2023.**

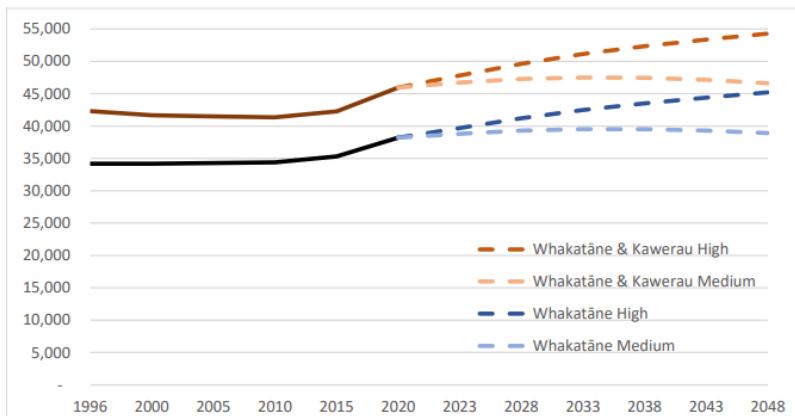
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<sup>146</sup> <https://www.hud.govt.nz/community-and-public-housing/addressing-homelessness/aotearoa-homelessness-action-plan-2020-2023/related-documents/>

# Section 10 - A Growth Development Strategy for the District

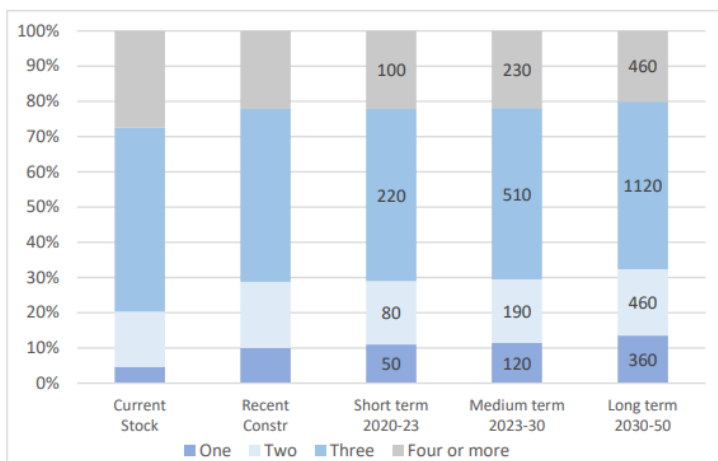
A Growth Development Strategy is currently being developed by the Council for the Whakatāne District. This will have an influence on actions in this area going forward but will not address the immediate safety and social issues that come with overcrowding, unhealthy homes and homelessness.

## 10.1 Population growth



This graph comes from a report commissioned by the Council in June 2021, which assessed the housing need for the Kawerau and Whakatāne districts. *‘While it is imperative to understand the changing quantum of population in the area, it is also important to understand the demographic structure of that population as well. Variations in demographic structure can lead to different demands for housing.’*<sup>147</sup>

## 10.2 Dwelling size projections for 2020-2050



Over two-thirds of households are projected to demand dwellings with three or more bedrooms, with new larger dwelling demand of 320 in the period 2020-23, a further 740 in the remainder of the decade (2023-2030) and following two decades an additional 1,580 large dwellings may be demanded.

The projection suggests that over the coming three decades approximately 90 new standalone dwellings may be demanded per annum.

<sup>147</sup> Statistics New Zealand (2021) Subnational population projections, by age and sex, 2018(base)-2048  
M. E Consulting, *Whakatāne District Housing Demand Economic Assessment*, June 2021, p. 10



### 10.3 Spatial Plan

The following information is taken from the *Whakatāne District Council Residential Housing Report, 2022*.

The development of a *Spatial Plan* for the Whakatāne and Kawerau district councils is underway as a collaborative project with the Bay of Plenty Regional Council and partner agencies including Waka Kotahi, Kāinga Ora, and the Ministry of Housing and Urban Development (HUD). Iwi Leaders have also been invited to be part of the Leadership Group, alongside the councils' chief executives and senior regional representatives of the other agencies.

The Spatial Plan will be completed within 18 months. There is possibility of a staged approach, however this is yet to be agreed by the partners (including iwi). Initial discussions about this staged approach have considered focusing first on the northern part of the Whakatāne and Kawerau districts, followed by recognition and preparation of place-based plans for the rural settlements in the south of the Whakatāne District. The Ōpōtiki District has chosen to observe rather than participate in this process, but there remains an open invitation for the Ōpōtiki District Council to join the programme.

Once the Spatial Plan is complete, Council will create a Development Plan and, where appropriate, place-based plans to support and implement the outcomes of the Spatial Plan. This will result in a shift of our existing Infrastructure Strategy – from largely maintaining the status quo, to being a long-term investment strategy supporting the districts' growth. This project will ideally support central government investment into the agreed plan.

Council also has a project to develop a Housing Strategy – which will outline Council's role in the housing sector. This project is on hold until the Spatial Plan has identified, in draft, potential zones that can be discussed with stakeholders in the context of a strategy to identify Council's role in supporting and accelerating residential development.

*We strongly support a partnership approach, including iwi/hapū, to find solutions to providing housing in our District and to coordinate infrastructure investment to support development.*<sup>148</sup>

#### FOR CONSIDERATION:

***The WDHFG has the opportunity to advocate for affordable housing and right-sized housing within the Council's Spatial Plan and Housing Strategy and to advocate for the development of suitable rental accommodation with the Council and land developers.***

<sup>148</sup>Ibid, p.20

## Rural development for housing

The development of the Spatial Plan will also allow the investigation of potential other large scale housing development. Examples include Awakeri (up to 200ha) and potentially within the Te Teko area (67ha).

Council submitted Expressions of Interest to central government for the *Infrastructure Acceleration Fund*, to assist with the Awakeri Urban Growth Area, as well as Matatā intensification and Māori housing, however these EOIs were declined.

Council also notes that other opportunities exist for residential housing development in the District. There are currently about 35 hectares of land zoned residential in Whakatāne that could be used for subdivision and housing.

Outside of the town centre there is further land within several rural settlements including Tāneatua, Edgecumbe and Murupara that is zoned and can be served by infrastructure.<sup>149</sup>

*Council continues to plan proactively for growth, based on the known context and will need to remain agile to adjust as the [Three Waters and the Resource Management Act) reforms evolve.*<sup>150</sup>

### RECOMMENDATION:

***That the WDHFG members familiarise themselves with the following reports:***

- M. E Consulting, *Whakatāne District Housing Demand Economic Assessment*, June 2021
- *Whakatāne District Council Residential Housing Report*, 2022

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<sup>149</sup> WHAKATĀNE DISTRICT COUNCIL RESIDENTIAL HOUSING REPORT, 2022, p 11

<sup>150</sup> *Ibid*, p3

# Section 11 - Achieving Collective Impact:

## 11.1 What is Collective Impact?

The internationally recognised theory behind a collective impact approach to social change is that: ‘No single policy, government department, organisation or programme can tackle or solve the increasingly complex social problems we face as a society.’<sup>151</sup>

*‘The core conditions for collective impact include creating conditions for strategic learning and a movement for change’.*<sup>152</sup>



### It starts with a common agenda

This means coming together to collectively define the problem and create a shared vision to solve it.



### It establishes shared measurement

That means tracking progress in the same way, allowing for continuous learning and accountability.



### It fosters mutually reinforcing activities

That means integrating the participants’ many different activities to maximize the end result.



### It encourages continuous communications

That means building trust and strengthening relationships.



### And it has a strong backbone

That means having a team dedicated to aligning and coordinating the work of the group.

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*‘Successful collective impact initiatives typically have five conditions that produce alignment and lead to powerful results: a common agenda, shared measurement systems, mutually reinforcing activities, continuous communication, and backbone support organisations.’*<sup>154</sup>

*‘The core conditions for collective impact include creating conditions for strategic learning and a movement for change’.*<sup>155</sup>

Other terms used in conjunction with collective impact are co-creation, joined-up approach, collaboration and a whole-of-system approach.

<sup>151</sup> Accessed 2 June 2022, <https://www.healthcarevaluehub.org/advocate-resources/what-are-backbone-organizations>

<sup>152</sup> Pihama. L, Te Nana. R, Levy. M, *The development of a Kaupapa Māori Evaluation of Housing First Auckland*, Chapter 2. Scoping a Kaupapa Māori evaluation of Housing First Auckland, p.6, November 2018.

<sup>153</sup> Accessed 2 June 2022, <https://collectiveimpactforum.org/what-is-collective-impact/>

<sup>154</sup> Accessed 2 June 2022, <https://www.fsg.org/resource/collective-impact/>

<sup>155</sup> Pihama. L, Te Nana. R, Levy. M, *The development of a Kaupapa Māori Evaluation of Housing First Auckland*, Chapter 2. Scoping a Collective Impact between Central government and local communities, Kaupapa Māori evaluation of Housing First Auckland, p.6, November 2018.

## 11.2 Theory of change

The Centre for Social Impact (NZ) emphasises having a shared theory of change. ‘The theory of change describes how and why change will happen and defines potential outcomes and areas of impact. These then direct the focus of data and evidence collection and shape the grant-making strategy’s design. The implementation of initiatives is the ‘understand’ phase of the journey. What is learnt through this phase then informs the next design stage. Continuous learning is key to this journey and to working collaboratively.



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## 11.3 Strengths-based strategies

Discovering the strengths and assets of a local community helps move from a negative, problems-based picture to a more positive, strengths-based one. When focusing solely on the problems in your community, needs and issues dominate and are all boxed into problem silos. Also, when outside professionals provide problem-fixing solutions and services, local people remain consumers of services and programmes. They believe their wellbeing depends on external help rather than being active citizens.<sup>157</sup>

*‘Ehara tāku toa i te toa takitahi, engari he toa takatini  
My strength is not as an individual but as a collective.’<sup>158</sup>*

## 11.4 Central Government and Local Communities

Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development (HUD) has developed the Government Policy Statement on Housing and Urban Development (GPS-HUD), which will guide its strategy for working with local government, iwi and communities across Aotearoa.

*‘The GPS-HUD will communicate the long-term vision and change needed in housing and urban development in Aotearoa, New Zealand. It will guide the actions of everyone who contributes, making sure we’re all working to realise a shared vision to improve housing and urban development for all New Zealanders. It will take a multi-decade outlook, focusing on outcomes for people, communities, the economy and our built and natural environments at its centre.’*

<sup>156</sup> Accessed 2 June 2022, <https://www.centreforsocialimpact.org.nz/the-way-we-work/the-journey>

<sup>157</sup> Accessed 2 June 2022, [https://inspiringcommunities.org.nz/wp-content/uploads/2019/04/Community-Asset-Mapping\\_final.pdf](https://inspiringcommunities.org.nz/wp-content/uploads/2019/04/Community-Asset-Mapping_final.pdf)

<sup>158</sup> Quote sourced from <https://ancad.org.nz/> (Accessed 2 June 2022)

*The four key objectives of the GPS-HUD are:*

1. **Thriving communities.** Everyone is living in homes and communities that meet their employment, education, social and cultural wellbeing needs and aspirations — places that are affordable, connected, environmentally sustainable, safe and inclusive.
2. **Wellbeing through housing.** All New Zealanders own or rent a home that is affordable, healthy, accessible, secure and which meets their needs and aspirations.
3. **Partnering for Māori housing and urban solutions.** Māori are determining their housing needs and aspirations, supporting whānau prosperity and inter-generational wellbeing and deciding the means to achieve those aspirations.
4. **An adaptive and responsive system.** The housing and urban development system is integrated, self-adjusting and responsive to emerging challenges and opportunities.<sup>159</sup>

## 11.5 Priorities for Whakatāne District Council

The Local Government Act places communities at the heart of the role of local authorities which states the following.

*‘To lead and represent their communities. They must engage with their communities and encourage community participation in decision-making, while considering the needs of people currently living in communities and those who will live there in the future’.*<sup>160</sup>

As already discussed, the Council and community agencies jointly identified several priority areas in a recent *Community Wellbeing Project - Prioritisation Sprint, Report* (May 2022).

In terms of housing the priorities for the Council are:

1. Identify how the Council can most effectively support affordable and social housing organisations.
2. Identify the most appropriate housing initiatives for different communities.

*‘Increasing and building effective relationships is the overarching priority that will help Council assist the community to achieve progress in the other priority areas of community wellbeing need.’*<sup>161</sup>

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<sup>159</sup> Accessed 2 June 2022, [https://www.hud.govt.nz/assets/Urban-Development/Government-policy-statement-GPS/GPS\\_Summary-Document.pdf](https://www.hud.govt.nz/assets/Urban-Development/Government-policy-statement-GPS/GPS_Summary-Document.pdf)

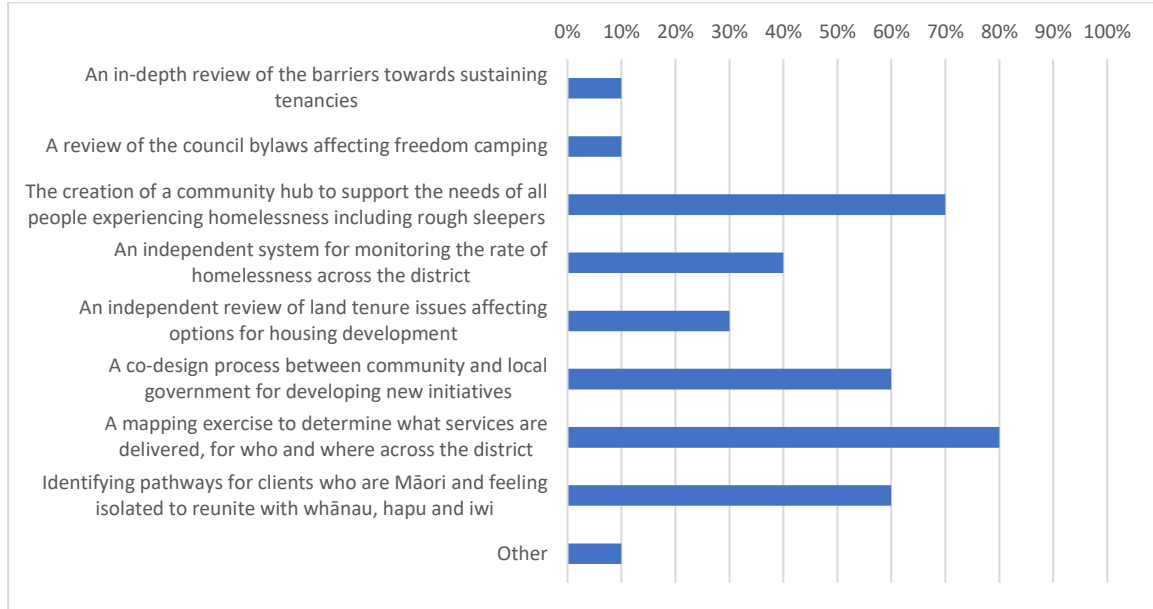
<sup>160</sup> Accessed 13 June 2022, [https://www.localCouncils.govt.nz/lcip.nsf/wpg\\_url/About-Local-Government-Local-Government-In-New-Zealand-Councils-roles-and-functions](https://www.localCouncils.govt.nz/lcip.nsf/wpg_url/About-Local-Government-Local-Government-In-New-Zealand-Councils-roles-and-functions)

<sup>161</sup> Background Information – Social Wellbeing for CWP Prioritisation Sprint, 12 May 2022. WDC.

## 11.6 Priorities for Community Service Providers

### Areas for further review or exploration

This graph indicates the priority areas of the 10 community service providers who responded to the survey for this research.



Responses given in order of priority were:

- **A mapping exercise** to determine what services are delivered for who and where across the District.
- The creation of **a community hub** to support the needs of all people experiencing homelessness including rough sleepers
- **A co-design process between the community and local government** for developing new initiatives AND **identifying pathways for Māori** feeling isolated to reunite with whānau, hapū and iwi.
- **An independent system for monitoring** the rate of homelessness across the District.
- **An independent review of land tenure** issues affecting options for housing development.
- An independent review of the **barriers towards sustaining tenancies** AND A review of the **Council bylaws affecting freedom camping**.

## 11.7 Implementing a shared measurement system

A key condition for collective impact is the use of a shared measurement system in which multiple organisations use a common set of measures to evaluate performance and track progress toward goals.<sup>162</sup>

*Multiple players working together to solve complex issues.*

*Benefits of having a shared measurement system:*

- Solve complex issues such as homelessness through collaboration.
- Move beyond isolated impact – i.e., working in silos and competing for funding.
- Gain a broader understanding of the scale of homelessness and service responses.
- Improved data quality and reporting on outcomes across the sector.
- Track progress toward shared goals.
- Enable coordination of data collection.
- Pathways for continuous learning and alignment of services through testing the data and improving the system over time.
- Measurement of collective impact over time.
- Create more meaningful and effective relationships with funders and key stakeholders.

*Steps for implementing of a shared measurement system:*

**Design:** A backbone organisation facilitates a process of broad and open engagement with key stakeholders. The process is transparent and voluntary. Come to consensus on a set of shared measurement outcomes – (less is more).

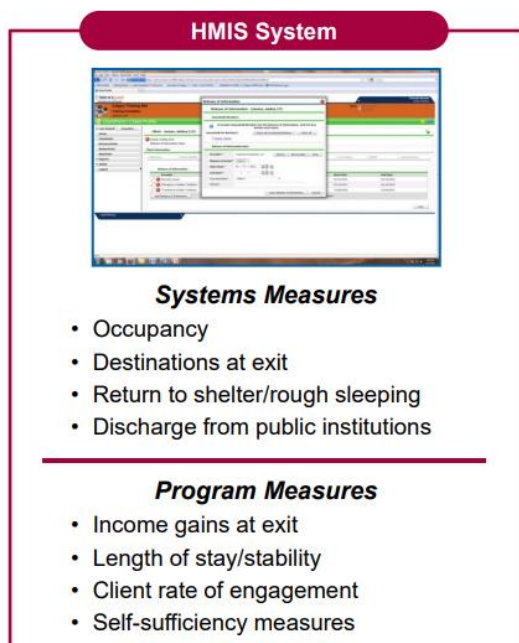
**Develop:** Ensure that there is strong leadership across multiple stakeholders, sufficient funding and support to establish the system infrastructure needed. A memorandum of understanding between stakeholders would be useful. Engage the right kaimahi/staff, establish the appropriate Kaitiakitanga governance structure, find the right software and create data management policies.

**Deploy:** Finding the right technology/software and resources to support the system, determine a clear transparent process of data collection, provide ongoing training, review and evaluation.

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<sup>162</sup> Accessed 20 June 2022, <https://www.fsg.org/resource/implementing-shared-measurement>

## CASE STUDIES:

**Calgary Homelessness Foundation – 10-year plan**

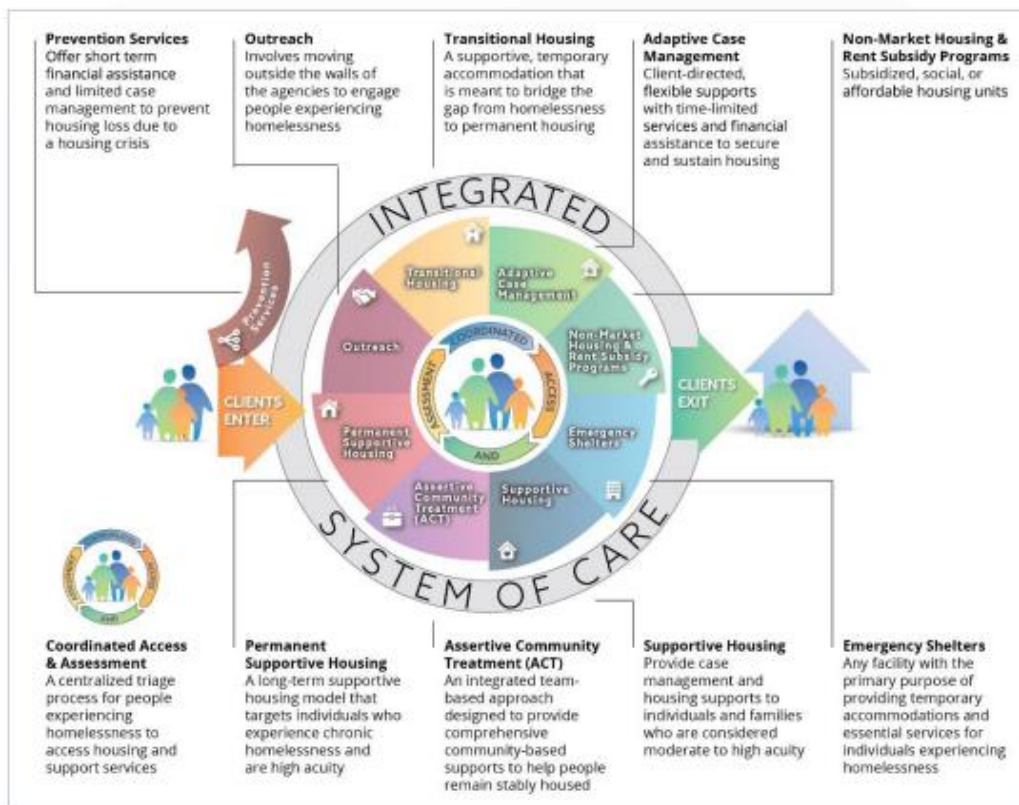
In 2006, Calgary (population one million) had the fastest homelessness population in all of Canada. A committee of 25 leaders from across local government and the community came together to develop a 10-year plan to reduce homelessness. Part of the plan was to develop a shared measurement system. There were 140 NGOs and more than 2000 programmes in the city responding to homelessness and supporting people with housing. The homelessness foundation became the backbone organisation which implemented the *Homelessness Management Information System (HMIS)*, plus the governance and necessary infrastructure to oversee the deployment of the system. The committee came up with eight measurements (diagram).

The Foundation continues to review and evaluate its measurement system and the shared outcomes.

‘As our understanding of the connection between service providers and funders increased, we began to map out consistent program categories, as well as common measures of success and standards of care for agencies across the system. We also formulated data sharing agreements and established the Homeless Management Information System (HMIS), a database to collect information about individuals accessing different agencies. We went on to create processes for clients to access and move through services, including the Rehousing Triage and Assessment Survey and the [Coordinated Access and Assessment system](#).’



Figure 11: Calgary's Homeless-Serving System of Care



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*Shared measurement is more than a tool – it is at the heart of collective impact.*

### **Kāinga Tupu, Growing Homes (Tauranga) - Outcomes Indicator Framework**

In 2020, the Kāinga Tupu Taskforce initiated work on developing an Outcomes Indicator Framework to progress our response to:

- Developing a framework to monitor and measure the progress of the *Kāinga Tupu: Growing Homes Action Plan*.
- Develop a framework for measuring sub-regional trends of homelessness across the housing spectrum.

A total of three stakeholder workshops were undertaken with the WBoP Homelessness Provider Network to ensure that the proposed framework was:

- a) measuring progress against the Action Plan
- b) providing information and data that would be useful to the sector.

<sup>163</sup> Find out more here: <https://www.calgaryhomeless.com/discover-learn/our-approach/system-level-collaboration/chssc/> (Accessed 5 July 2022).

Seven key indicators were proposed:

1. **Homelessness Counts:** Ongoing counts of people experiencing homelessness.
2. **Housing Inventory Counts:** Tracking housing and typology against the housing spectrum.
3. **Māori Involvement:** Number of Māori specific homelessness projects and initiatives.
4. **Funding Levels:** Changes in funding levels to support homelessness in the WBoP.
5. **Collaboration:** Level of collaboration occurring on homelessness initiatives.
6. **Capability Building:** Number of sector capability and training opportunities.
7. **Reporting:** Development of consistent and reliable reporting. In developing the Evaluation and Monitoring Framework, privacy and information security was identified as a key concern for all parties involved in any information usage and exchange.

Within New Zealand, this concern can be mitigated with the *Social Wellbeing Agency's Data Exchange Tool*<sup>164</sup> which provides a platform to allow for secure information exchange within the social sector. This New Zealand-developed tool is already being used to facilitate the secure exchange of information both within the NZ social sector and between the social sector and government agencies.

*Next steps:*

- Develop methodology for undertaking ongoing homelessness counts across the WBoP.
- Develop a WBoP Homelessness digital dashboard for monthly and quarterly reporting.<sup>165</sup>

## **The NZ Government Policy Statement on Housing and Urban Development (GPS-HUD) system**

*The GPS-HUD utilises a shared measurement system to plan and tracks its progress.*

*'The Government Policy Statement on Housing and Urban Development (GPS-HUD) includes a set of baseline indicators – measures that will show how we are making progress toward achieving our desired outcomes and realising our shared vision. These indicators reflect available data and we will continue to identify additional measures that will help us measure progress.'*

*This means that HUD can report on the following:*

- Measuring progress towards the vision and four outcomes. Reporting will occur every three years, reflecting that change is expected over the longer term. This is in line with the required three-yearly reviews of the GPS-HUD.
- The impact of the GPS as a tool to direct, connect and align – measuring the effectiveness of the GPS-HUD in aligning direction, supporting collective action and enabling a system-wide response. Reporting will occur annually.
- Progress toward implementing programmes contributing to the GPS-HUD – measuring the delivery of work programmes that support the GPS-HUD. Reporting will occur annually.<sup>166</sup>

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<sup>164</sup> Accessed 6 July 2022, <https://swa.govt.nz/what-we-do/data-systems/data-exchange/>

<sup>165</sup> Tauranga City Council, *Kāinga Tupu: Growing Homes Outcomes Report, 2020-2021*, p. 33

<sup>166</sup> Accessed 2 June 2022, <https://www.hud.govt.nz/urban-development/government-policy-statement-gps/implementing-the-gps-hud/>

*The baseline performance indicators/outcomes are:*

1. Provide homes that meet people's needs.
2. Ensure that more affordable houses are being built.
3. Support resilient, sustainable, inclusive and prosperous communities.
4. Invest in Māori-driven housing and urban solutions.
5. Prevent and reduce homelessness.
6. Re-establish housing's primary role as a home rather than a financial asset.<sup>167</sup>

### **Auckland Housing First:**

The Auckland Housing First model works as a collective. The partners within the collective are Auckland City Mission, LinkPeople, LifeWise and Vision West.<sup>168</sup>

The Wise Group provides backbone support including infrastructure and resources for their shared model to ensure that collective efforts are coordinated and structured. In addition to leadership from the Group's joint CE and Housing First Programme Manager, there is the communication and design project management, data system (through Wild Bamboo) and administration support provided by the Wise Group. [www.wisegroup.co.nz](http://www.wisegroup.co.nz)

The software used by Auckland housing first is provided by - <https://www.recordbase.co.nz/>

### FOR CONSIDERATION:

***That the WDHFG explores resources such as those provided in this report for the design, development and deployment of a shared measurement system.***

Having a hui to explore the points raised here on how to deploy a shared measurement system will be a necessary first step.

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<sup>167</sup> Ibid.

<sup>168</sup> Accessed 5 July 2022, <https://www.housingfirst.co.nz/our-collective/>

## 11.8 A backbone organisation or unifying structure

*The backbone symbolises strength, determination and connectedness.*

Backbone organisations are a central element of the Collective Impact theory; they can oversee processes such as data collection, shared information, procedures for review, evaluation, and continued learning. They can collectively provide research, hui, peer support, and resources for use.

### Example of a backbone organisation:

#### *The Wise Group*

The Wise Charitable Trust and its subsidiary charitable companies share a common purpose: *To create fresh possibilities and services for the wellbeing of people, organisations and communities.*

Together they are known as the Wise Group. ‘Collectively we are one of the largest providers of mental health and wellbeing services in New Zealand. Our work spans health and wellbeing services, education and training, workforce development and research, information services and software development, employment and navigation services and business support services.’

Find out more about the WiseGroup’s governance structure and leadership team here:

<https://www.wisegroup.co.nz/about/>

### FOR CONSIDERATION:

***The backbone structure or organisation does not need to be entirely new.*** It could be one of the WDHFG member organisations that already has the capacity and capability to provide administrative support, access funding, capability training, organise hui and undertake the necessary research and evaluation.

The WDHFG could consult with the WiseGroup on how to establish its own backbone organisation. Funding might be available for this.

## 11.9 The Collective Impact approach of ‘Housing First’

Housing First (originally known as ‘Pathways to Housing’) was originally designed in Canada, then imported to the USA, and in 2014 to Aotearoa (first implemented by and adapted to fit a New Zealand context by the ‘People’s Project’ in Hamilton/Kirikiroa).<sup>169</sup>

The fundamental notion behind the Housing First concept is to transform multiple, fragmented services (often working in their silos) into an integrated and responsive system (i.e., a collective Impact model).

*‘Housing First was initially developed as a response to the shortcomings of the dominant linear ‘treatment first’ model in which chronically homeless individuals with mental health and addiction issues were required to be ‘treatment ready’ or ‘treatment compliant’ before they could be considered ‘housing ready’ (Greenwood, Stefancic, & Tsemberis, 2013; Kennedy, Arku, & Cleave, 2017; Stock, 2016).*

<sup>169</sup> Accessed 3 June 2022, <https://www.thepeoplesproject.org.nz/>

*'With the order of service receipt reversed, Housing First operates from the premise that individuals in permanent independent housing are more likely to be able to address issues underpinning their homelessness, such as mental health and addiction, than those who are not housed'. (Greenwood et al., 2013; Kennedy et al., 2017; Turner, 2014).*

*'In a Housing First paradigm, housing is considered a basic human right. Through a harm reduction and recovery-oriented approach, individuals are moved without preconditions into independent and permanent housing and provided additional supports and services for as long as required.'* (Kennedy et al., 2017).<sup>170 171</sup>

'Collective action underpins the four Housing First models with multiple agencies working together to address regional homelessness. The different collective action models used in Housing First have different benefits and challenges. Working collectively is not easy as providers need to balance organisational accountabilities with collective responsibilities.'<sup>172</sup>

### **Housing First utilises four models of Collective Impact:**

1. **A dispersed collective model** – This is where several Housing First providers in a region are contracted to deliver Housing First services to a specific area or population group. The providers form a governance structure to respond to and advocate on issues impacting Housing First clients. A backbone function shares information and data about Housing First.
2. **An integrated collective model** – This has a lead Housing First provider contracted to deliver Housing First. The lead provider creates a Housing First hub and seconds staff from other providers with a range of expertise. A cross-agency governance group guides the work of the central hub in delivering Housing First.
3. **A lead provider model** – This model holds the contract and delivers the Housing First services. A cross-agency group of external government agencies and NGOs provides strategic direction on Housing First and a network of services for clients.
4. **Iwi and Māori-led models** – These models are based on delivering a holistic Kaupapa Māori and whānau-centred service to whānau Māori experiencing homelessness. While structurally, the iwi and Māori-led models are similar to the three models above, their underlying philosophy [and Mātauranga Māori] embedded in a Te ao Māori worldview, differs. (Smith. L, Davies. L, Marama. M, 2022)

#### *The core principles of Housing First are:*

- Rapid access to housing with no housing readiness conditions and no housing consequences should people disengage from services.
- Consumer choice and self-determination allow each person to determine the support and housing received.
- Harm reduction and recovery-oriented approach where individuals are holistically supported to reduce harmful practices and recover physical and mental health.;
- Individualised, client-driven support services and social and community integration supports better health, relationships [whānaungatanga] and reconnection. (Canadian Housing First Toolkit, 2018; Kennedy et al., 2017)

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<sup>170</sup> Pihama. L, Te Nana. R, Levy. M, November 2018, p. 22

<sup>171</sup> Davies, Smith and Marama, *Housing First Evaluation and Rapid Rehousing Review: Phase One Report*. Prepared for: Te Tūāpapa Kura Kāinga Ministry of Housing and Urban Development, 21 February 2022, p.31.

<sup>172</sup> Ibid, p.31

*Other fundamental elements of Housing First include:*

- Clients contribute a portion of their income towards rent (with rent subsidies provided).
- Tenancy rights and responsibilities and landlord relationships are established.
- Scattered public and private housing contribute to client choice, minimising stigma, encouraging social integration and providing social and supportive housing arrangements.
- Strength-based self-sufficiency focuses on strengthening and building on the skills and abilities of the client, according to self-determined goals. (Referenced from - Government of Canada, 2016).

**A critique of Housing First:**

- **Individualised** - Though the approach is collective in terms of working across support services, the programme still emphasises an individualised-needs approach to housing – which does not work for Māori where there is a preference for community and whānau-based living arrangements. At present there is no provision for dependent children.
- **Manuhiri** - Research looking at the management of manuhiri/ visitors to housing first clients has often jeopardised the client’s tenancy, which goes against the need for manaakitanga.<sup>173</sup>
- **Other cohorts** - The majority of Housing First tenants are single Males, (Māori), aged between 25-54 years. An evaluation suggests that other high risk or vulnerable cohorts could be missing out, such as the most hidden or ‘unseen’ homeless, women, youth and older people.
- **Unsupported youth** - Only a few providers have young people accessing their Housing First service.
- **Seniors** - Providers noted older people can be too whakamā (proud) to seek help when they become homeless.
- **Whānau Ora** - From an indigenous point of view, Housing First may look very different if it emphasised *Te oranga o te whānau* principles, whereby community and whānau ora were the primary focus of the housing programme.<sup>174</sup>
- **Assessment tools** - Māori providers are not assessing client needs with the VI-SPDAT tool, because it conflicts with manaakitanga and is not ‘mana enhancing’.
- **MAIHI Framework** – Housing First’s alignment with the MAIHI Framework needs to be strengthened. Housing First is not philosophically based on mātauranga Māori and does not take account of the impact of colonisation or systemic issues contributing to Māori homelessness. Māori and iwi providers are drawing on the insights of delivering Housing First to develop a Kaupapa Māori response for whānau Māori experiencing homelessness.
- **Pasifika** - The level of access by Pacific people seems low compared to their severe housing deprivation prevalence rates. Consideration is needed on whether a Pacific strategy is required to guide the programme's implementation for Pacific peoples.
- **National challenges** - The HUD contract is creating challenges in the delivery of the programme due to: -resource inequities in not recognising different starting points of providers and costs of rural delivery; not covering the costs of outreach and insurance for houses contaminated by methamphetamine; inconsistent funding models for housing maintenance; onerous and unused reporting and the need to supply individual data on clients; uncertain processes for contract renewal due to a lack of timely information;- not enabling clients to graduate or re-enrol if needed.

<sup>173</sup> Ibid, p.27. (Refers to research undertaken by Beaton and Greenaway, 2017).

<sup>174</sup> Ibid, p27. (Refers to research conducted by National Science Challenges, 2018 and Rigby, 2017).

- **Demand increasing** – An influx of people from other regions (that don't have a Housing First programme) puts further pressure on limited housing supply and social services.
- **Local collective responses** - New Housing First services need time to build local collective responses. Research suggests this can take up to two years before launching the programme. Negotiating early tensions within any collective response is important for building trust and strong responsive programmes.
- **Operational challenges** - Agencies within collectives negotiating differing roles, responsibilities, values and approaches in the delivery of Housing First ▪ Retention and recruitment of a diversity of kaimahi that reflects their clients.
- **Referrals challenges** - Reaching people who may be eligible for Housing First and less visible to some providers. Housing First providers stepping in to support people referred by other agencies in extremely challenging situations who do not meet the Housing First criteria - the lack of capacity for kaimahi to meet demand is creating waitlists.
- **Service delivery challenges** - The impact of Covid-19 response on setting up the services and being able to provide wraparound support to clients - stretched kaimahi capacity due to dealing with urgent client issues resulting in delays supporting other clients - the potential risk to kaimahi safety due to the complexity of client need - in rural areas, the lack of agencies to support clients' needs and aspirations.
- **Rural areas** – Working collectively can be challenging when providing a service in rural areas, due to the geographical distance, lack of local service providers and differing local needs.
- **Shared learnings** – Currently there is a lack of opportunity to share Housing First learnings across providers in Aotearoa in a way that respects and gives voice to the range of providers.
- **Ongoing support for tenants** – Currently there is no agreed graduation and maintenance process to enable clients to receive ongoing tenancy support and to return to the programme if needed.

*'Sector fragmentation, increasing housing demand and a lack of houses is creating housing sector competition and adversely impacting the [Housing First] programmes.'*<sup>175 176</sup>

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<sup>175</sup> Pihama. L, Te Nana. R, Levy. M, November 2018, p.26. (Refers to research undertaken by Turner, 2014 and Alaazi et al., 2015).

<sup>176</sup> Davies, Smith and Marama, 2022, ps. 11-13, 28, 32, 36, 57.



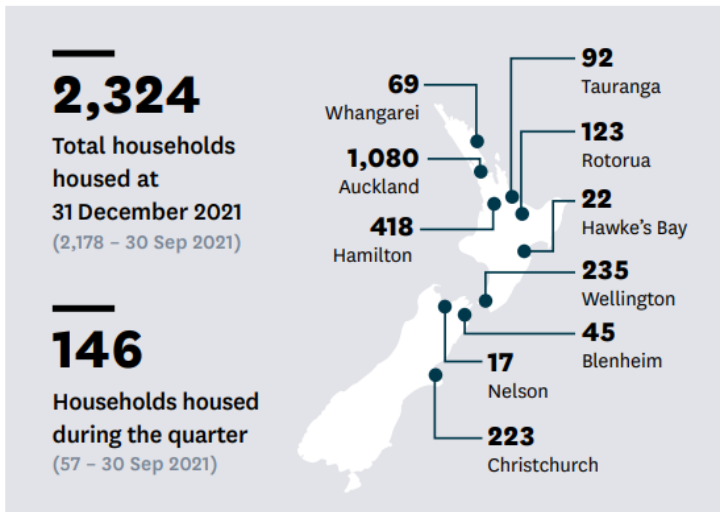
**The Vulnerability Index - Service Prioritization Decision Assistance Tool. (VI-SPDAT)**

The Vulnerability Index – Service Prioritization Decision Assistance Tool (VI-SPDAT) was developed in the USA as a pre-screening tool for homeless single adults. This survey helps prioritise which clients should be given a full SPDAT assessment first.

The Service Prioritization Decision Assistance Tool (SPDAT) was developed as an assessment tool for frontline workers at agencies that work with homeless clients to prioritise which of those clients should receive assistance first. The SPDAT tools are also designed to help guide case management and improve housing stability outcomes. They provide an in-depth assessment that relies on the assessor’s ability to interpret responses and corroborate those with evidence.

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**Housing First data for the first quarter of 2022**



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<sup>177</sup> HUD, Public Housing Quarterly Report, December 2021, p. 7.



## 11.10 Systems Advocacy/ Mangai

Public or [Systems] advocacy signifies ‘a broad sweep of practices, ranging from public relations, market research and report writing to lobbying.’ There are three typologies of public advocacy: Political, Managerial and Technical; a fourth could be considered Cultural and Philosophical.<sup>178</sup>

There is a need for systems advocacy not only to ensure the needs and aspirations of Māori- (whānau, hapū and iwi) are met but to ensure the voices and aspirations of the community service providers with whānau and individuals experiencing homelessness are heard. Within a joined-up approach where Māori, the community, local government and central government are all working together.

### HAVE YOUR SAY:

**Te Tūapāpa Kura Kāinga – Ministry of Housing and Urban Development (HUD)** consults on proposed policies and issues. Have your say or read about past consultations. <https://consult.hud.govt.nz/>

**Whakatāne District Council** – The Council offers numerous opportunities for the community to participate in its decision-making processes throughout the year.

<https://www.whakatane.govt.nz/haveyoursay>

## 11.11 Kaupapa Māori approaches to collective impact, research and evaluation.

‘The Kaupapa Māori research process inherently involves creating relationships and building consensus about processes and what outcomes are important for Māori.’<sup>179</sup>

*‘A key aspiration for Māori – is living as Māori, in all the diversity that encompasses.’<sup>180</sup>*

### Transformational change

*‘Kaupapa Māori theory provides frameworks to view the world theoretically and provide understandings, explanations, descriptions and analysis.’<sup>181</sup>*

It will be important that Kaupapa Māori concepts and approaches are embedded into the overall vision and the collective process at a system level from the early stages of implementation. At the heart of any collective approach would be concepts of a **whānau-centred approach, and whakawhānau, rangatiratanga, manaakitanga, mātauranga, aroha and mana.**

A Kaupapa Māori theory of change has at its centre - ‘the validation and affirmation of Te Reo Māori and Tikanga. From the literature referred to for this report, it is argued that Kaupapa Māori research carries particular cultural expectations, including the active participation of, and control by, Māori in all aspects of the research and a focus on research as transformative.’<sup>182</sup>

<sup>178</sup> Elliott. S, Haigh. D, *Advocacy in the New Zealand Not for Profit Sector: “Nothing stands by itself”*, Department of Social Practice, Unitec, May 2012, p.10.

<sup>179</sup> Pihama et al., p.6.

<sup>180</sup> Ibid, p. 25.

<sup>181</sup> Pihama. L, 2001.

<sup>182</sup> Pihama. L, Te Nana. R, Levy. M, p.8, November 2018.

*‘Aligning with the fundamental principles of Whānau Ora and whānau-centred practice, Collective Impact has an explicit focus on the transformation of systems.’<sup>183</sup>*

## A KAUPAPA MĀORI - THEORY OF CHANGE:

The key principles of a Kaupapa Māori theory of change which underpins any collective approach to housing should include:

1. **Tino rangatiratanga** (the ‘self-determination’ principle) refers to the place of self-determination (Mana Motuhake), autonomy, and sovereignty for Māori.
2. **Taonga tuku iho** (the ‘cultural aspirations’ principle) refers to those treasures gifted to us by our tūpuna (ancestors). This principle is inclusive of te reo and tikanga and thus brings to the discussion a broad range of interconnected cultural values, protocols, language and practices.
3. **Ako Māori** (the ‘culturally preferred’ pedagogy) -This principle relates to strategies of learning and teaching and provides a pedagogical approach grounded in key tikanga practices.
4. **Kia piki ake i ngā raruraru o te Kainga** (the ‘socio-economic mediation’ principle) -Drawing on tikanga as a basis for intervening in issues that are directly related to the socio-economic position of Māori is key to this principle.
5. **Whānau-centred** (‘extended family structure’ principle) -This principle provides a focus on whānaungatanga and the essence of relationality. It locates analysis and practice within notions of collective wellbeing and collective responsibility.
6. **Kaupapa** (the ‘collective philosophy’ principle) -This principle positions collective commitment to culturally defined philosophies as central to enabling a platform that is grounded upon distinctively Māori understandings and approaches. \*Graham. Hingangaroa Smith, (1997, pp.466-473)

### 11.11.1 Te Matapihi – and a Māori housing continuum

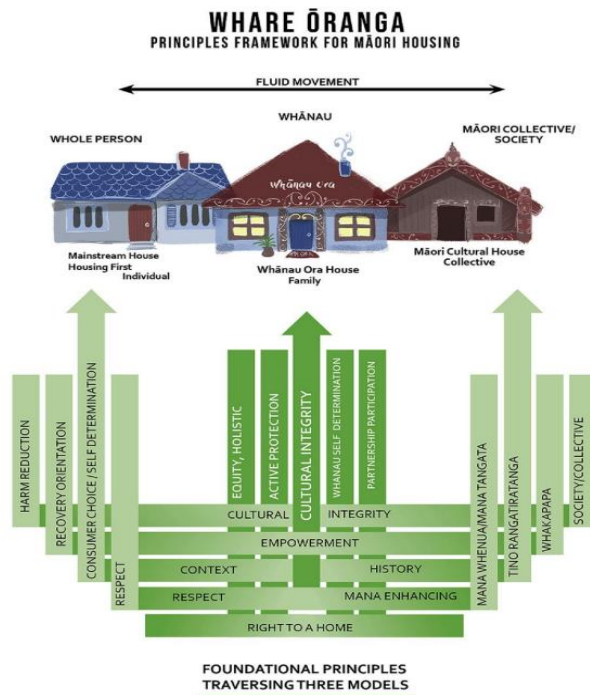
Te Matapihi Strategic Plan 2019 – 2024 seeks to address the *Māori housing continuum*, which, in addition to the main threads of the conventional housing continuum, explicitly recognises papakāinga and iwi housing and is key to addressing the aspirations of Māori for developing their own housing solutions. Their work programme focuses on the following:

- Arohanui ki te Tangata Relationship & Work Programme
- Māori Providers Relationship Development Plan
- CHA Partnership & Shared Work Programme
- Māori Providers Wānanga, Training & Development Programme
- Kaupapa Māori Practice Guidance Research Project
- Engagement with People with Lived Experience Exploration Process
- Ahunga Māori Data & Evidence Workstream
- Support Implementation of MAIHI & Homelessness Action Plan
- Rangatahi Strategy - Rental & Homeownership.<sup>184</sup>

<sup>183</sup> Pihama et.al, 2018, p.33. (Reference to Kawai, 2017).

<sup>184</sup> Accessed 3 June 2022, <https://www.tematapihi.org.nz/work-programme-tm>

## Te Whare Ōranga Framework: A Principles Framework for Māori Housing



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### 11.11.2 Tāiki

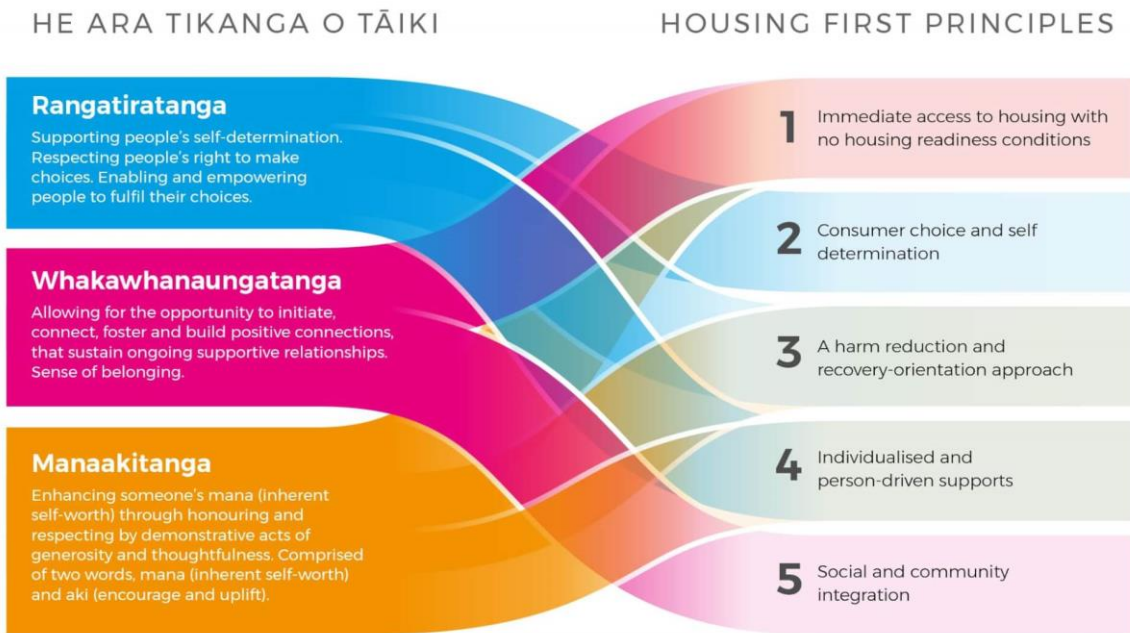


Tāiki is a kaupapa Māori framework developed by the Housing First Auckland (HFA) kaupapa Māori group, which includes tangata Māori from each of the provider organisations and is supported by the collective backbone team. The Tāiki framework is illustrated with the kōkiri (spearhead). A traditional formation used in military encounters, the kōkiri reflects a position of strength by taking a cohesive and unified approach. The word tāiki is commonly heard in formal oratory occasions. It is used to signal the group is united and ready to progress the purpose of coming together.<sup>186</sup>

Tāiki enhances and enriches the delivery of Housing First in Aotearoa. Using Tāiki alongside Housing First maintains integrity to the model and ensures that it is delivered in a way that works for Māori. Underpinning this is the philosophy that housing is a fundamental human right.

<sup>185</sup> Davies, et al., 2022, p.55, *Whare Ōranga Framework: A Principles Framework for Māori Housing* (Referencing Lawson-Te Aho et al., 2019, p. 4)

<sup>186</sup> Find out more here: <https://www.housingfirst.co.nz/our-mahi/> (Accessed 5 July 2022).



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## QUESTION:

***How can the WDHFG support a collective vision for whānau, hapū and iwi regarding whānau ora within the housing sector?***

As part of upskilling members of the WDHFG, it would be useful to workshop these models of kaupapa Māori research and approaches to collective impact before creating a shared measurement system and as a way of informing the foundational principles, mission statement - kaupapa of the WDHFG.

## 11.12 Community Placemaking

‘Placemaking is a community-led approach to improving neighbourhoods and reinventing public spaces. It's all about getting people involved in making the most of their community's assets to create people-powered gathering places.’<sup>188</sup>

At its essence placemaking is a collaborative process that inspires people to collectively reimagine and reinvent public spaces as the heart of every community.

Place-making has two key elements:

1. Place-shaping - spatial planning, ensuring the provision of appropriate public spaces to support communities.
2. Activation of public spaces to support and strengthen communities.

<sup>187</sup> Accessed 5 July 2022, <https://www.housingfirst.co.nz/our-mahi/>

<sup>188</sup> Accessed 9 June 2022, <https://www.pncc.govt.nz/Council-city/What-were-doing/Ongoing-projects-and-programmes/Placemaking#>

Place-making can occur at a tactical level, with small-scale spatial improvements or activation initiatives; through to strategic, long-term improvements in public space and more actively involved communities.

*Some of the guiding principles are:*

1. The community is the expert
2. Create a shared vision/ Kaupapa between all stakeholders
3. Find people with the right skills, energy and connections to be involved
4. Create social and accessible spaces - not just designs
5. Trial a few creative ideas and observe what works well
6. Creative thinking can overcome other obstacles
7. Placemaking is on-going.<sup>189</sup>

## **Localism**

There are numerous definitions, however in the context of local government, 'localism describes those arrangements where citizens are involved in making decisions about their own areas and localities'.<sup>190</sup>

**It will be important for the WDHFG to create a strategy which is to scale, that addresses local contributing factors to homelessness and which meets the specific needs of the District's population.**

### **11.13 The joined-up approach**

This term refers to an approach where 'all departments or sections are communicating efficiently with each other and acting together purposefully and effectively.

The concept can be applied to intentional collaboration between central or local government and community, focusing on or producing an integrated and coherent result, or strategy, e.g. 'joined thinking'.<sup>191</sup>

A current example of a joined-up approach to housing is the *Aotearoa/NZ Homelessness Action Plan*, launched in 2020.

#### **11.13.1 The Aotearoa/NZ Homelessness Action Plan**

This is the first time a comprehensive central government-led and cross-agency plan has been developed to prevent and reduce homelessness. The *Plan* sets out immediate and longer-term actions to prevent and reduce homelessness throughout our communities. The plan stresses developing regional and community-led strategies.<sup>192</sup>

The plan sets out an overarching framework for communities, Māori, iwi, community housing providers and government agencies to continue to work together to prevent and reduce homelessness. 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 plan.

<sup>189</sup> Accessed 10 June 2022, <https://www.facebook.com/PlacemakingPN/>

<sup>190</sup> Kiri Pope Consulting, Report 1: *The Strategic Context for Community Development*, for Whakatāne District Council, 2 June 2021, ps. 2-3.

<sup>191</sup> Accessed 9 June 2022, <https://www.dictionary.com/browse/joined-up#:~:text=adjective,strategy%2C%20etcjoined%2Dup%20thinking>

<sup>192</sup> *Aotearoa/ New Zealand Homelessness Action Plan*, Phase One 2020-2023, NZ Local Government, 2020, p.1

## Engagement with community stakeholders

In the development of the Plan, engagement with community stakeholders reinforced the need for:

- A kaupapa Māori approach. The MAIHI framework was adopted as a key part of developing this Plan.
- Ensuring that interactions with people experiencing homelessness or at risk, were culturally appropriate.
- A joined-up approach across government, and with iwi and Māori provider organisations, NGOs, local government and community service providers.
- Addressing the links between homelessness and mental health and addictions, family breakdown, family violence, and discharge planning from hospitals and prisons as well as youth coming out of foster care provided by Oranga Tamariki.
- More funding for proactive and preventative initiatives, such as *Sustaining Tenancies*.
- Increase supply of affordable housing options alongside flexible regulations with support for home ownership and shared housing options.
- Strengthened data, analysis and information sharing to make it easier to support people in need with finding suitable housing.<sup>193</sup>

## Government Funding

The Government aims to support more than 10,000 households at risk of experiencing homelessness. These actions are backed by over \$300 million of government funding and builds existing investment in the *Housing First* Programme and Kainga Ora public housing and earlier funding in 2019 of \$54 million for initiatives and ‘housing support products’ to enable people to stay in their existing tenancies and to provide wraparound services and housing navigators for those living in emergency accommodation.

## Phase One 2020-2022

Phase One of the Plan began in 2020, with the aim of building on work already happening locally and to put in place changes to address gaps in response to homelessness as identified by communities themselves. Funding was made available to support various initiatives which could be implemented immediately. The strategic actions outlined in the plan for Phase One focused on:

- Providing additional support for individuals and whānau at risk of homelessness.
- Reducing the use of motels as emergency accommodation by urgently putting in place a new supply and continuing to build public housing.
- Partnering with, supporting and empowering Māori, iwi, and local communities in responding to local needs.
- Setting up an ongoing process to include the voices of individuals and whānau with lived experience of homelessness in the development, design and delivery of changes.
- Putting in place a framework for reviewing, monitoring and evaluating the changes made and enhancing data on homelessness.<sup>194</sup>

Phase One of the plan is now being evaluated.

**NOTE:** The Whakatāne District is two years behind and as a collective has not engaged with the strategies outlined in the plan. This report aims to address this and provide recommendations for

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<sup>193</sup> Ibid, Executive Summary, p.3

<sup>194</sup> Ibid, Executive Summary, p.1

engaging with Phase Two of the plan and how to access government funding available to support this next phase.

### Phase Two 2023-2025

Phase Two of the plan will expand on progress already made by addressing any gaps identified in local and regional responses made in phase one. One of the overall long-term goals is to create a housing system which responds with flexibility, quickly and appropriately to all people's needs.

*The overall plan is made up of four key strategies:*

1. **Prevention:** Individuals and whānau receive the support they need so that homelessness stops happening in the first place.
2. **Supply:** All New Zealanders have a place to call home and the use of motels for emergency housing is reduced.
3. **Support:** Individuals and whānau experiencing homelessness move quickly into stable accommodation and access wider social support to address needs.
4. **System enablers:** The system supports and enables our vision and together we [central and local government, iwi, and community] can address homelessness.<sup>195</sup>

The plan then sets out immediate and longer term actions under each strategy. All actions are embedded with a bespoke kaupapa Māori framework.

#### FOR CONSIDERATION:

***That the WDHFG prioritises a hui for all members to familiarise themselves with the Aotearoa/ NZ Homelessness Action Plan.***

That the WDHFG members decide what new initiatives can be prioritised as part of a collective impact strategy for Phase Two of the plan.

To also align any strategy developed by the WDHFG to the available funding from HUD for Phase Two and familiarise themselves with the criteria of such funding.

*(A list of funding is available in the appendices to this report).*

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<sup>195</sup> Ibid, p. 4



## 11.14 Community wellbeing priorities for collective impact

In the Community Wellbeing Project (Social) Report produced in June 2022, participants identified the following areas in which collective impact and collaboration would strengthen the sectors response to issues of wellbeing (including the need to address housing).

*Increasing collective impact and effective collaboration was widely supported. These ideas outline how it could be achieved:*

- At the regional level **pool resources and tactically apply for resources** where there are gaps, with all supporting who ever applies. **Create a funders and enablers group** that supports our District needs rather than us always ‘following the money’.
- Create social opportunities to **build relationships and trust**, through informal discussion.
- Mataatua waka – there are strong connections across Iwi governance, especially through Covid-19. Opportunities to **build on whakapapa connections**.
- Understand our sector better – **undertake social sector mapping exercises** and use existing organisations such as the Citizens Advice Bureau as a resource to help collate service information.
- Explore ways to share what services and projects are already provided e.g. **Create a living community directory** and how to access them e.g. **Establish a purpose-built community centre**.
- Acknowledge that much **collaboration** occurs already around specific sectors (such as strengthening families and family violence) and there are opportunities to build on this.
- Create groups around specific interests / issues; **build collective action plans** around priorities. For example: a rangatahi focus group, intergenerational trauma working group, community safety focus group.
- **Find a backbone organisation(s)** to provide administration services to these focus groups and to assist collaboration and connection.
- **Seek funding** to provide support for collaboration, co-design and co-funding opportunities, acknowledging that it takes time and resources
- Create “every door is the right door” **agreements between providers**, based on a good understanding of clients’ needs and their journeys.
- Identifying programmes and services that are working and collectively expand them, take out competition between providers (it doesn’t matter who does it, as long as it gets done). At the same time **recognising the Intellectual Property created by the original organisations**.
- **Create a shared space for collaboration, trialing and innovation**.
- Working better with local schools to serve rangatahi. **Build strong relationships with school counsellors/support groups** and ensure providers have a better understanding school timeframes and schedules.

### QUESTION:

***What will be the priority areas for the WDHFG regarding a collective impact approach to finding housing solutions for the homeless population across the Whakatāne District?***



## Section 12 - Preventative Strategies

This section explores a sample of housing initiatives which have been established in other regions, District across Aotearoa, as well as preventative strategies such as *Sustaining Tenancies*.

### 12.1 Examples of community initiatives

This section explores a few examples of housing initiatives developed in other districts. Some of these are in line with the strategic goals of the *Aotearoa/NZ Housing Action Plan* and some meet the priorities identified by the community organisations which participated in this project.

#### THE PEOPLE'S PROJECT – KIRIKIROA AND TAURANGA

The People's Project believes everyone must have a home to live in and the right to live their best life. We use the internationally proven *Housing First* approach to help chronically homeless people in Hamilton and Tauranga get the services they need, with housing being the first priority.

We then continue supporting people to get the income, health, wellbeing, employment and other services they need to maintain their tenancy and live independently in their community. Many organisations have put up their hands to be part of the solution. Together, we can end homelessness so that it is rare, brief, non-recurring, and never a way of life. [www.thepeoplesproject.org.nz/](http://www.thepeoplesproject.org.nz/)

#### HOUSING FRIST - AUCKLAND

Guided by our kaupapa Māori framework Tāiki and the five principles of Housing First, we walk alongside whānau so they can access appropriate housing and wrap-around services. People experiencing homelessness can face complex challenges, including mental health, substance use, disconnection to whānau and whenua and trauma. To begin healing, whānau must first have a home. [www.housingfirst.co.nz/](http://www.housingfirst.co.nz/)

#### KAINGA TUJU, GROWING HOMES – TAURANGA CITY COUNCIL

Homelessness is an ever-increasing and visible issue for our region, from street and car sleeping to couch surfing, transitional housing and emergency motel accommodation. Like the rest of Aotearoa, we are amid a housing crisis, amplified in Tauranga by the demand and need to develop into a sizeable city. Kāinga Tupu: Growing Homes sets a strategic and coordinated approach to addressing homelessness across the western Bay of Plenty. Together we are wanting to see change for our city, where all residents have access to a home that is warm, safe, habitable, and affordable.

Within the Kāinga Tupu: Growing Homes Strategy there is an action to lead an investigation into the development of an **integrated hub supporting people who are experiencing homelessness** (in partnership with the Te Whatu Ora Health New Zealand), providing resources to prevent homelessness and centralising the delivery of wraparound support services. Using a co-design process, 26 local organisations agreed to broaden the focus of the hub to support individuals and whānau in crisis or pre-crisis. The co-design process focused on:

- Identifying problems and benefits
- Mapping current service provision
- Developing options for the hub
- Prioritising need
- Refining and testing options
- Identifying a preferred option (consensus view).

### *SmartGrowth Housing Action Plan*

In 2020/2021, SmartGrowth initiated the development of the western Bay of Plenty Housing Action Plan. Several Kāinga Tupu providers have been involved in stakeholder engagement to contribute to the Plan.

#### OBJECTIVES:

- New housing supply includes a range of tenures that meet housing needs across the system. This includes public housing, assisted rental, assisted ownership, private rental, and private housing.
- New housing supply includes a range of typologies and densities that support the *Connected Centres* settlement pattern for the sub-region.<sup>196</sup>
- The gap between Māori and non-Māori housing outcomes is reduced

#### KEY MOVES:

- Accelerate the priority development areas
- Increase the public housing stock
- Reduce rental stress
- Realise Māori housing aspirations
- Improve the provision of up-to-date data
- Make use of the tools we have.<sup>197</sup>

[www.tauranga.govt.nz/community/community-services/homelessness](http://www.tauranga.govt.nz/community/community-services/homelessness)

#### WESTERN BOP PROVIDER NETWORK

We are helping support services come together to discuss collaborating on services and projects that support individuals and families experiencing homelessness. It is important that we work together, in a coordinated way, so that we can share resources, people and understanding towards a common goal. It is vital that our most vulnerable individuals and families receive the support they need, when they need it, and that we don't create any additional barriers. This network meets every six weeks and is facilitated by SocialLink Tauranga Moana. <https://socialink.org.nz/>

#### TE WĀHI ĀWHINA – WELLINGTON

A community centre for all. We work with organisations to find options for various community needs and inquiries including housing support, food, clothing and gear support, retailers support, city safety, health and fitness support, mental health and wellbeing support, educational courses and programmes, employment support, legal support and general information.

<https://wellington.govt.nz/community-support-and-resources/community-support/te-wahi-awhina>

#### ORANGE SKY

After growing our laundry and shower service all over Australia, we knew it was time to look across the ditch and start helping the 41,000 New Zealanders who were experiencing homelessness. Now we are proudly operating four services in New Zealand with future expansion plans on the horizon. Operating in Auckland, Wellington, and Christchurch. <https://orangesky.org.nz/>

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<sup>196</sup> Accessed 6 July 2022, <https://www.connected.govt.nz/>  
<https://www.connected.govt.nz/your-region/bay-of-plenty/>

<sup>197</sup> Tauranga City Council, *Kāinga Tupu: Growing Homes Outcomes Report, 2020-2021*.

## RESIDENTIAL HOUSING AND SUPPORT SERVICES FOR YOUTH

Lifewise provide a wraparound support service and a communal residence for young people in Auckland who are under the age of 18 years and in need of stable housing.

*‘We help residents set individual goals for independent living skills, education, employment, and securing permanent housing.’*

Ongoing support is vital in supporting young people to sustain their tenancy until they move into permanent accommodation. We’ve designed our approach to equip people for future success.

Principles include:

- Nurturing effective working relationships between youth and landlords
- Providing education around tenants’ rights and tenant responsibilities
- Separating the roles of property manager and social workers.

Refer to: <https://www.lifewise.org.nz/our-services/housing-services/youth-housing/>

## NO FIXED ABODE

*No Fixed Abode* (Facebook page) is for people who experience homelessness to find employment and adequate places to live. They suggest income generation for those in unfortunate circumstances ultimately to be an enduring long-term solution.

Anyone who is homeless can post skills and work experience and people able to support can register and complete an email form for introduction. <https://www.facebook.com/nofixedabode/>

## 12.2 Sustaining Tenancies

### **Sustaining Tenancies in Aotearoa, New Zealand**

Sustaining Tenancies started in 2017 as a trial to support 940 individuals, families and whānau who were at risk of losing their public housing tenancies in Auckland, Wellington, and Christchurch. HUD added a further 650 places to the trial between October 2019 to June 2020.

The programme was redesigned and expanded as part of the Aotearoa New Zealand Homelessness Action Plan. HUD received funding to provide 1,550 places annually for three years to June 2023. In response to the immediate impact of COVID-19, 600 places were brought forward to Year One (from Year Three). Support service providers started delivering the redesigned service around the country from July 2020.

Sustaining Tenancies works to prevent homelessness by funding community-based services to support individuals, families and whānau and seniors who need help to sustain their tenancy and address issues putting their tenancy at risk.

Sustaining Tenancies is a service for tenants in private rentals or public housing. It is for individuals, families and whānau requiring different levels of service support including:

- Tenants who need a low level of support to stay in their home.
- Tenants with complex life events and risk factors (for example, those who have problems with alcohol and drugs or require mental health support).
- Vulnerable tenants experiencing multiple risk factors and adverse life events (for example, those who have been recently released from prison or have a history of family violence).

## Services to support tenants to stay in their homes

Tenants can refer themselves or be referred by another agency or community organisation. Support services will work with tenants to assess what support services they need and to develop a whānau-led goal plan. Support services will then be provided based on this plan and the level of support identified. Support service providers deliver core services including:

- Advocacy with landlords
- Advocacy and support to navigate social and health services
- Referral to budgeting services
- Life skills coaching.

When tenants have successfully sustained their tenancy and are on track with their whānau-led goal plan, the support service will work with them to develop a plan to become independent of the service.<sup>198</sup>

*Current providers of this service in the BOP region are:*

**LinkPeople: Tauranga / Rotorua** - <https://www.linkpeople.co.nz/investors/>

**The Salvation Army: Whakatāne / Ōpōtiki / Rotorua** - <https://www.salvationarmy.org.nz/centres/nz/central-bay-of-plenty/whakatane>

**WERA Aotearoa Community Trust (WACT): Tokoroa / Rotorua** - <https://www.wact.org.nz/>

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### When and how tenancies end...

Community Law provides a number of resources for landlords and tenants on the housing tribunal process, eviction and ending tenancies.

A tenancy usually ends in the following ways:

- if it's a "periodic" tenancy (one that runs indefinitely), it ends by you or the landlord giving the necessary amount of notice
- if it's a fixed-term tenancy, it ends by the tenancy reaching the agreed end date.

The Tenancy Tribunal can also make an order ending a tenancy in some cases – for example, if you're three weeks or more behind in the rent.

Find out more here: <https://communitylaw.org.nz/community-law-manual/test/moving-out-when-and-how-tenancies-end/when-the-tenancy-tribunal-can-end-a-tenancy/>

<sup>198</sup> Accessed 4 July 2022, <https://www.hud.govt.nz/community-and-public-housing/addressing-homelessness/sustaining-tenancies/>

<sup>199</sup> Accessed 4 July 2022, <https://www.gets.govt.nz/HUD/ExternalTenderDetails.htm?id=25128291>

FOR CONSIDERATION:

***That the Salvation Army provides information to members of the WDHFG on its service as a registered Sustaining Tenancies provider.***

WDHFG member organisations can take some of the principles of Sustaining Tenancies and apply these to their education work with clients facing difficulty sustaining their own rental tenancy.

NOTE: HUD has ended the tender process for this service. WDHFG will need to check on the GETS website for future opportunities if any other member organisations wish to consider tendering for this contract.

## Section 13 - Available Funding

This section provides information about the funds currently available to support collective initiatives at a local level and funding to support clients.

### 13.1 Potential Funders

#### MINISTRY FOR HOUSING AND URBAN DEVELOPMENT

##### *Local Innovation Partnership Fund*

The *Local Innovation and Partnership Fund* is a \$16.6 million fund set up under *the Homelessness Action Plan*. The fund is aimed at supporting local initiatives to respond to and prevent homelessness. A total of \$4.1 million was allocated in round one, in the second half of 2020, when seven initiatives were partially or fully funded. In round two of the fund (February 2022) up to \$6 million was allocated to eligible initiatives that met the criteria and aligned with the priorities of the fund. A proportion of the fund, \$1 million, was allocated to small grants. Not all the funds were distributed in round two and so a third round will open later this year.

<https://www.hud.govt.nz/community-and-public-housing/addressing-homelessness/the-local-innovation-and-partnership-fund/>

##### *Become a Public Housing partner*

Partnering with HUD to deliver housing supply and services involves a two-stage gateway process. This page outlines the procurement process to support work with partners of all sizes.

<https://www.hud.govt.nz/community-and-public-housing/partnerships/become-a-public-housing-partner/>

##### *Become a Transitional Housing partner*

Providers on the Transitional Housing (TH) Provider Panel can be contracted for TH services by Te Tūāpapa Kura Kāinga – The Ministry of Housing and Urban Development. TH provides warm, dry, and safe short-term housing and support services for individuals and whānau who don't have anywhere to live. We need providers with the ability to deliver TH accommodation and support services to individuals and whānau in urgent need of housing while the government and community housing providers increase public housing supply. We are also seeking providers to deliver a new service for TH accommodation and support services specifically for rangatahi (TH Rangatahi).

The tender process is currently OPEN:

<https://www.gets.govt.nz/HUD/ExternalTenderDetails.htm?id=25036398>

#### **Progressive Home Ownership Fund**

Approved PHO providers take a 15-year loan from the Government, then partner with individuals, families and whānau to help them access home ownership opportunities through arrangements such as shared ownership, rent to buy, or leasehold.

Through the PHO Fund, individuals, families and whānau will be able to achieve better wellbeing, health and education outcomes through secure tenure in newly built warm, dry, and safe homes that meet their needs. <https://www.hud.govt.nz/residential-housing/progressive-home-ownership/progressive-home-ownership-fund/>

## MAIHI Partnerships programme

### *He Taupua fund*

He Taupua Fund works to strengthen Māori organisations' capability to deliver kaupapa Māori focused housing initiatives on their whenua. The types of projects that may be funded through He Taupua include:

- Preparation of a housing strategy, business case or feasibility study to support a housing development.
- Strengthening internal capability to be ready to deliver housing supply.
- Project management, facilitation and/or co-ordination to support a housing supply initiative.
- Undertaking a whānau needs assessment to determine housing demand and need.

Organisations applying for funding through He Taupua must meet the following criteria: the applicant is an iwi, hapū or Māori entity. The applicant demonstrates strength in kaupapa Māori approaches or service delivery models that:

- engage and work collaboratively to meet the housing needs within their local Māori community
- develop and deliver options and solutions for whānau Māori across the housing continuum
- are connected to viable build opportunities on land (either Māori freehold land or general titled land) owned by a Māori entity,
- provide support to whānau Māori experiencing homelessness and housing insecurity to achieve improved housing outcomes.

<https://www.hud.govt.nz/maihi-and-maori-housing/he-taupua-fund/>

### *He Taupae fund*

He Taupae works to increase the technical capability of Māori organisations to build on their whenua. The types of services that could be funded through He Taupae could include (but is not limited to):

- Geotechnical Investigation
- Master planning
- Infrastructure Reports
- Planning advice
- Contamination Reports
- Traffic Assessments
- Development Management and Feasibility
- Resource and Building Consents.

Organisations applying for funding through He Taupae must meet the following criteria:

- The applicant is a hapū, iwi, Māori Housing provider or Māori entity.
- The proposed houses are intended for whānau Māori including kaumātua and/or individuals.
- The housing development is non-commercial.
- The applicant has authority to build on the identified site, which is Māori owned (including General title and Māori freehold land).
- Applicants must also demonstrate that their project provides a clear pathway to build on their land within the next two to three years.

*They will need to show:*

- That the land is zoned correctly for the size and scale of the build.
- A needs analysis outlining the whānau cohort, tenure (proposed use of housing e.g. public housing, affordable rentals, homeownership) and typology.
- That they have a clear strategy in place.
- A business case that includes strategic objectives, an options analysis, cost benefit analysis and risk assessment.

<https://www.hud.govt.nz/maihi-and-maori-housing/he-taupae-fund/>

*He Kūkū Ki Te Kāinga fund*

He Kūkū Ki Te Kāinga Fund contributes to the construction or installation of homes on whenua Māori. <https://www.hud.govt.nz/maihi-and-maori-housing/he-kuku-ki-te-kainga-fund/>

### **Housing Acceleration Fund**

The \$3.8 billion Housing Acceleration Fund (HAF) aims to speed up the pace and scale of home building. The most significant component of the HAF is an infrastructure fund to unlock a mix of private-sector and government-led developments in locations facing the biggest housing supply and affordability challenges. The HAF also includes additional funding for the Land for Housing Programme to accelerate the development of vacant or underutilised Crown-owned land, operate in more regions and deliver a broader range of affordable housing options for rental and homeownership.

*The Housing Acceleration Fund is complemented by:*

- The Kāinga Ora Land Programme, through which Kainga Ora will be supported to borrow \$2 billion extra to scale up land acquisition to increase the pace, scale and mix of housing developments (including more affordable housing).
- The \$350 million that has already been committed to the [Residential Development Response Fund](#), which will shift from supporting construction activity and jobs through Covid-19 to focus on supporting the delivery of more affordable housing options for rent and home ownership.

These funds and programmes form part of the measures announced in the Government Housing Package announced in March 2021 to support first home buyers and encourage investment in new housing supply. <https://www.hud.govt.nz/urban-development/the-housing-acceleration-fund/>

### **Housing Infrastructure Fund**

The Infrastructure Acceleration Fund (IAF) is a fund for infrastructure investment to support the new housing supply throughout Aotearoa. It aims to increase the pace and scale of housing delivery by helping to fund the critical infrastructure needed for developments.

<https://www.hud.govt.nz/urban-development/the-housing-acceleration-fund/infrastructure-acceleration-fund/>

*The Māori Infrastructure Fund*

In addition to accessing the Infrastructure Acceleration Fund, iwi and Māori will have access to a \$350 million Māori Infrastructure Fund ring fenced from the Housing Acceleration Fund. The Māori Infrastructure Fund will unlock a wider range of Māori-led housing projects, such as papakāinga developments, developments on whenua Māori or rural developments with onsite infrastructure needs. This funding complements the \$380 million allocations towards Māori housing through Whai Kāinga Whai Oranga. <https://www.hud.govt.nz/maihi-and-maori-housing/whai-kainga-whai-oranga/>



## TE PUNI KOKIRI

### **Māori Housing**

#### *Housing Repairs*

Te Puni Kōkiri provides grant funding that contributes to:

- Improving the basic quality of Māori housing stock in Aotearoa.
- Reducing the number of whānau Māori living in unsafe or substandard housing situations.
- Building the capability of whānau homeowners to repair and maintain their homes.

<https://www.tpk.govt.nz/en/nga-putea-me-nga-ratonga/maori-housing-support/repairs-to-whanau-owned-homes>

#### *Papakāinga Development*

Te Puni Kōkiri supports the development of small-scale papakāinga (generally three to 10 houses) on whenua Māori, where homes will be owned and occupied by the owners of the whenua, and whānau who whakapapa to the land have the opportunity to live according to Te Ao Māori.

<https://www.tpk.govt.nz/en/nga-putea-me-nga-ratonga/maori-housing-support/supporting-new-homes-and-papakāinga>

## MINISTRY OF SOCIAL DEVELOPMENT

#### *Emergency Special Needs Grants for clients*

A Special Needs Grant is a one-off payment to help you pay an essential or emergency cost if you can't pay it another way. <https://www.workandincome.govt.nz/products/a-z-benefits/special-needs-grant.html>

## KĀIANGA ORA

### **He Toa Takitini: Partnership and Engagement Framework**

#### *Community Group Housing*

Helping provide residential and non-residential community housing. The Supported Housing Team works with community groups to ensure secure sustainable housing solutions that meet the needs of the clients or customer groups they support. Once community groups are housed the Supported Housing team continues this support through regular property visits, meeting with stakeholders and exchanging key information about their lease. <https://kaingaora.govt.nz/working-with-us/community-group-housing/>

#### *Specified Development Project*

There's a new pathway for complex urban development projects in New Zealand. The Urban Development Act, alongside the Kāinga Ora – Homes and Communities Act 2019, sets up a framework for transformational urban development to contribute to sustainable, inclusive and thriving communities.

The Urban Development Act 2020 (the Act) offers a new way of planning and funding complex or challenging urban development through the Specified Development Project process. The Act empowers Kāinga Ora to initiate, facilitate and undertake transformational, complex urban development that contribute to sustainable, inclusive and thriving communities. Kāinga Ora may use the Act for some of its own complex or challenging projects. <https://kaingaora.govt.nz/working-with-us/specified-development-project/>

### TRUST HORIZON

Trust Horizon provides community grants for a range of energy-related projects throughout the Eastern Bay. Over the years, Trust Horizon has granted over \$40million in community funding across the Eastern Bay of Plenty. Those funds have gone straight to the community, where they've helped better the region's health care, education, arts, and culture, and more.

<https://www.trusthorizon.org.nz/funding>

### THE NZ HOUSING FOUNDATION

The New Zealand Housing Foundation (HF) is making this dream a reality for families across the country. HF provides options for getting New Zealanders into new homes of their own, helping them manage their finances so overtime they can afford to buy it outright.

HF is a not-for-profit, charitable trust set up to support and grow the community housing sector and provide affordable housing for low-income households. The organisation is focused on developing communities and growing strong, safe neighbourhoods. HF has the backing of some leading philanthropic organisations, such as The Tindall Foundation, and is supported by central government in many of its developments and programmes. <https://tindall.org.nz/new-zealand-housing-foundation-changing-lives-and-growing-communities/>

### BAY TRUST

To accelerate bold meaningful change, assisting Bay of Plenty communities and the environment to flourish.

*We value healthy, secure and affordable housing as a fundamental right. We believe everybody in the BoP should be housed in suitable, adequate and affordable accommodation that fits their whanau and cultural requirements. We support programmes that: take a community approach to address sub-standard housing and the impact of a lack of affordable housing.*

<https://www.baytrust.org.nz/funding-support>

### EASTERN BAY COMMUNITY FOUNDATION

*Our core purpose is to champion and grow a perpetual fund to support projects that will positively impact the communities in our region and to contribute to our mission of helping to build a thriving Eastern Bay, truly making this an outstanding place to live, work and play.*

<https://www.easternbaycommunityfoundation.nz/>

### EASTERN BAY VILLAGES ENOWMENT FUND: TE KOKORU MANAAKITANGA

Eastern Bay Villages was established to build help relationships with seniors and the most vulnerable and invisible members of our community, encouraging members to support one another to reduce loneliness and isolation.

[www.easternbayvillages.org.nz](http://www.easternbayvillages.org.nz)

## RANGATIRA FUND

The Rangatira Fund is a philanthropic fund originally donated by the JR McKenzie Trust and maintained today through the generous donations of other charitable organisations. It is to be used to extend support to those whose financial circumstances would otherwise prevent them accessing services.

To be eligible for funded advocacy hours the following criteria must be met:

- Be an 'adult at risk' as defined by the Trust Deed and at the discretion of the Trustees.
- Have a short term crisis or issue requiring advocacy support.
- Have financial constraints that prevent access to standard Fee-for-Service or Enrolment Advocacy.

To make a referral for support under the Rangatira Fund, please call 0800 728 7878 or email [advocacy@PASAT.org.nz](mailto:advocacy@PASAT.org.nz)

PHILANTHROPY NZ: <https://philanthropy.org.nz/>

COMMUNITY MATTERS FUNDING WEBSITE: <https://www.communitymatters.govt.nz/>

## 13.2 Budget 2022 – First home ownership funding

### *First home ownership – financial support from the government*

The First Home Products support first home buyers to overcome the deposit barrier to home ownership. The Grant provides a subsidy for first home buyers to put towards a deposit and the Loan reduces the minimum deposit required.

### *First Home Products are:*

- First Home Grant – up to \$10,000 to put towards a deposit for eligible first home buyers who have been contributing to KiwiSaver for at least three years.
- First Home Loan – reduces the deposit requirement to 5% for eligible first home buyers.

The First Home Products sit alongside other initiatives to support first home buyers, including the Progressive Home Ownership Scheme, KiwiBuild programme and First Home Partner.

There is more information on the First Home Products, including a decision tool, eligibility criteria and how to apply, on the Kāinga Ora website.

### *Changes to First Home Grants and First Home Loan*

Changes to modernise First Home Products will help more people into their first homes. These changes include:

- Updating house price caps for the First Home Grant to align with lower quartile estimated values for new and existing properties.
- Removing house price caps for the First Home Loan.
- Introducing a new income cap category for 'individual buyers with dependents', with an income cap of \$150,000.
- Providing the higher new-build grant to relocatable homes that have received a Code Compliance Certificate in the last 12 months.
- Providing the higher new-build grant to members of Progressive Home Ownership rent-to-buy schemes if their home was a new build when they moved in.
- Adjusting the KiwiSaver requirements to reduce the threshold amount of regular savings to access the Grant.

- Increasing the loan cap to \$500,000 for Kāinga Whenua loans.

Changes to the First Home Grant came into effect on 19 May 2022.

Changes to the First Home Loan take effect from June 2022.<sup>200</sup>

#### *First Home Grant House Price Caps*

The table shows house price caps for existing and new build properties from May 2022.<sup>201</sup>

Region	Existing Properties		New Build Properties	
	Previous Cap (\$)	New Cap (\$)	Previous Cap (\$)	New Cap (\$)
Whakatāne District	400,000	500,000	500,000	500,000

#### FIRST HOME PRODUCTS

The First Home Products support first home buyers to overcome the deposit barrier to home ownership. The Grant provides a subsidy for first home buyers to put towards a deposit and the Loan reduces the minimum deposit required.

*First Home Products are:*

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The First Home Products sit alongside other initiatives to support first home buyers, including the Progressive Home Ownership Scheme, KiwiBuild programme and First Home Partner.

There is more information on the First Home Products, including a decision tool, eligibility criteria and how to apply on the Kāinga Ora website.

<https://kaingaora.govt.nz/home-ownership/>

<https://www.hud.govt.nz/residential-housing/first-home-products/>

<https://www.hud.govt.nz/residential-housing/first-home-products/examples-of-people-who-are-eligible-for-first-home-support/>

<sup>200</sup> Accessed 20 May 2022, <https://www.hud.govt.nz/residential-housing/first-home-products/> Published: May 19, 2022

<sup>201</sup> Accessed 20 May 2022, <https://www.hud.govt.nz/residential-housing/first-home-products/> Published: May 19, 2022

# Conclusions and Recommendations:

The recommendations provided here are based on observations from the data, in particular from the survey with community provider organisations and the MSD/WINZ data (plus other data gathered from various reports). The headings provided here are in order of the recommended steps to take in a collective impact approach.

The recommendations are about the process of working collectively to achieve local impact, as opposed to the final outcomes. There is information publicly available and referred to in this report which provides indications of the current housing supply needed plus future projections. It is recommended that WDHFG members familiarise themselves with these.

Just as this report is divided into sections which can be workshopped separately so too are the following recommendations, which are listed into steps, in order of priority.

## STEP ONE: COMMUNITY READINESS

Before the WDHFG can decide on its strategic direction priorities or the initiatives it would like to achieve (and funding needed to support these), it is important that the group “*get on the same page*” and recognise the steps to take in preparation of any future planning together.

*This includes the following:*

- **Membership** – the WDHFG could expand its membership to include funders and other key stakeholders from outside the community sector, such as business leaders, hospital social workers, schools and others.
- **Reviewing the data and research in this report** – with skilled facilitation. It is recommended that the WDHFG finds an independent facilitator skilled in community-led development and collective impact co-design processes.
- **Addressing gaps in service provision**, such as support for migrants, LGBTQI+, sole parents and older people and kaumātua.
- Gaining an overview of the goals from the [Aotearoa/NZ Homelessness Action Plan](#). **It is strongly recommended that the WDHFG reviews this report together and considers what strategies can apply to the collective goals of the group and which might inform its own strategic plan.**
- Overview of the [WDC Growth Strategy and Spatial Plan for the District](#). **It is strongly recommended that the WDHFG members also familiarise themselves with the WDC Spatial Plan**, as it offers a guide and future projections for housing supply. The WDHFG could consider how it might be able to influence the Plan with data found in this research and the Group’s collective understanding of the priorities for people facing severe housing need.
- Agreeing on a **strategic plan and set of collective impact goals** to achieve in the next one to two years. This could be achieved from a hui that explores the findings in this research.

## STEP TWO: LIFTING CAPACITY AND CAPABILITY

*This step is part of the getting ready phase and includes the following recommendations:*

- **Expanding membership** will assist with lifting capacity and encourage a collegial approach to any collective impact strategy.
- **Sharing knowledge between community providers.** Throughout the survey this was a common thread to participating community service providers.
- **Upskilling** – It was identified that members of the WDHFG would like training and support in the following areas: Learning about kaupapa Māori research, understanding a Te ao Māori/indigenous view of housing and homelessness, greater understanding of Māori tikanga, learning about Collective Impact and how it works, learning about Shared Measurement Systems and to develop one, learning more about how to work with LGBTQI+ communities, learning more about *Sustaining Tenancies* and hearing from other communities about their initiatives and learnings.

There is also a need to share knowledge, and strategies in Māori housing, repairs, land tenure, papakāinga development, as well as finding pathways to housing and reconnection with whānau and hapū.

- **Familiarisation with Council Bylaws.** These are outlined in this research – but it might be useful for the WDHFG to meet with someone from Council to go through the relevant bylaws **as they relate to rough sleepers and freedom campers.** The WDHFG might like to include campground managers in a hui as well.
- Supporting a **kaupapa Māori approach** to housing development. It would be good if someone from the WDHFG took a lead in this and could collate resources for the members and provide a seminar/hui on how to embed a whānau centred, place-based and kaupapa Māori approach to the WDHFG strategic plan – with the **MAIHI Framework** as a guide to doing this.
- **Understanding and embracing a Māori view and indigenous definition of homelessness.** As already discussed in this report - the principles of indigeneity for Māori.
- Explore together how **Collective Impact** works and develop a process for working collectively. As already suggested, it would be good have an independent facilitator experienced in this way of working to guide the group.
- **Place-based strategies** – that the WDHFG strategic goals are place-based and could link in with existing local community plans support by the Community Partnership Team at Council.

### Develop a professional structure

Before embarking on any specific projects, the WDHFG will need to agree to its structure as a professional advisory and advocacy group. This will involve creating a backbone structure to support the group (administration, accounting and kaimahi/staff), establishing a Kaitiakitanga governance structure and applying for funding.

*Steps in this process:*

1. Establish a **governance structure.**
2. Develop a **Terms of Reference** document.
3. Develop **Memorandum of Understanding** between organisations for how they share information and data.
4. **Develop policies** on managing privacy and confidentiality of data.

5. **Create a backbone organisation/structure** to support the work of the WDHFG. This needs to be explored by the WDHFG. The Council is already in a good position to be able to provide this service, but it might not be the only option.
6. Engage a **Housing Field Catalyst** to oversee the WDHFG strategic plan in the coming years and to build relationships at the local level. This person would ideally be employed by the backbone organisation. A full description of their role would come from the strategies priorities of the WDHFG.
7. **Apply for funding** to support the goals of the group.

## STEP THREE: STRATEGIC PARTNERSHIPS

The WDHFG could seek out various strategic partnerships (including with iwi and hapū) based on the different calls to action as listed in step seven. The Group also needs to identify and build new relationships in the community to support the goals of the WDHFG and to strengthen its existing working relationships across the community and local and central government sectors, such with MSD (BoP regional office), TPK, Corrections, and the WDC.

The WDHFG needs to liaise with various Council staff working in areas of housing – especially in relation to the development of local community plans, the community wellbeing strategy and the District’s Spatial Plan.

The WDHFG could also consider undertaking community outreach or advocacy for people faced with homelessness.

## STEP FOUR: EXPLORING PREVENTION STRATEGIES

There is much in the *Aotearoa/NZ Homelessness Action Plan* that the WDHFG can adopt as part of its own strategic goals. The group can take guidance from the four categories of: **Prevention, Supply, Support and being System Enablers.**

*Initiatives which could be explored at a grassroots level are:*

- **Partner with Māori iwi, hapū and marae** to prevent homelessness through whenua-based initiatives.
- Learning more about **Sustaining Tenancies** (the Salvation Army is an MSD registered provider). Incorporating the principles of ST as part of community best practice.
- **Expand housing support for young people leaving Oranga Tamariki Care.** Explore what else can be done at a local level through community service provider organisations.
- **Explore rapid rehousing strategies.** What more can be done to achieve this?
- **Improve transitions from acute mental health and addiction inpatient units.** Is there anything that the community sector in partnership with Council, the hospital, social workers and health providers can do to improve housing outcomes here?
- **Progressive home ownership scheme.** That the WDHFG explores this as a possible call to action.

## STEP FIVE: MEASURING OUTCOMES

One of the initial suggestions of the group was to explore the feasibility of a creating a shared measurement system to assist with collating and monitoring data relating to clients, for the purpose of measuring outcomes. It is strongly advised that the WDHFG first establishes a governance structure and creates policies to safeguard the confidentiality and privacy of data. Alongside this it is highly recommended that the group seek advice on the software for such a system and consult with groups already utilising such a system to learn from them about what works and what are the challenges. It is also essential to reach consensus within the group as to the types of outcomes to be measured and the process of doing this. This is where having a memorandum of understanding between the WDHFG members will be important.

- **Create a shared measurement system.** The WDHFG will need to clearly define a set of shared outcomes that the collective wants to measure on an ongoing basis. It is suggested that the WDHFG explores what others have developed first and any system/ measure evaluations that have been done, (within Aotearoa and internationally) before settling on their own measures. Alongside this – two examples of software have been mentioned in this report. The cost, efficacy and training required to use this technology will also need to be assessed by the Group.
- **Baseline data** – It is suggested that a working relationship be formed with MSD/ WINZ (Rotorua Office for the BoP region), as the MSD data is the most reliable and up-to-the-minute data currently available. Remembering that it does not capture the hidden homeless as this is an ongoing part of the WDHFG’s support mahi.

## STEP SIX: ADVOCACY

A general observation in this report is that there is a need for systems advocacy not only to ensure that the needs and aspirations of Māori- whānau, hapū and iwi are met but to ensure the voices and aspirations of the community service providers with whānau and individuals experiencing homelessness are heard within a collective impact approach. This means that advocacy needs to be embedded in any strategy adopted by the WDHFG when working as a collective in a joined-up approach where the community, local government along with other key stakeholders and central government come together to support the Group’s collective response.

Specific recommendations for systems advocacy/mangai are that the WDHFG advocate to:

- Private property owners to increase the availability of rental accommodation.
- Council for increased housing for older people as part of the Council’s Growth strategy and spatial plan consultation process, and
  - affordable housing and right-sized housing within the Council’s Spatial Plan and Housing Strategy.
  - the development of suitable rental accommodation with the Council and land developers.
  - different types of housing and land use – such as cohousing, tiny homes and shared land ownership.



**At the service delivery level, this report contains several references to the need for advocacy across the different priority cohorts.**

This includes:

- People experiencing homelessness and who have no fixed address who might face any social equity issues, such as access to healthcare (GP etc.), welfare benefits, employment etc.
- Education with service users on sustaining tenancies in areas of:
  - a. advocacy with landlords
  - b. advocacy and support to navigate social and health services
  - c. referral to budgeting services
  - d. life skills coaching.
- The immediate housing needs of the hidden homeless: Women leaving family harm, whānau breakdown, sole parents, seniors facing financial stress, people in need of reintegration and no family support, unsupported youth and LGBTQ+. Further investigation is required between the community sector and the likes of Oranga Tamariki, MSD/WINZ as to the urgent housing needs of these high priority cohorts, many of which may not be registered as homeless with WINZ, nor on the Housing Register.

NOTE: Five of the respondents (50%) to the survey for this research indicated that they needed further upskilling in advocacy training AND having the opportunity to work in partnership with other provider organisations.

## STEP SEVEN: A CALL TO ACTION

The following is a list of suggested actions which have been identified throughout this report and which sit alongside the first six steps (including recommendations for further advocacy). The WDHFG will need to determine its own focus areas and priorities as it develops a strategic plan for the coming years.

1. Engage a **Housing Field Catalyst** to promote the following:
  - Education for landlords and property managers in providing for older tenants.
  - Improving the management of tenancies.
  - Liaison with community service providers for tenant support.
  - Provision of resources/campaigns to raise older tenants' awareness of their rights and responsibilities.
  - Advocate for increased housing for older people as part of the Council's growth strategy and spatial plan consultation process.
2. **Further investigate** the immediate accommodation and longer-term housing needs of:
  - a. Rough sleepers and people living in cars (of which there are approx. 60+ across the District).
  - b. Seniors living on their own.
  - c. Intergenerational whānau/family housing options.
  - d. Housing needs of employees coming into the District working for the hospital, industry growth areas.
  - e. Migrant communities (11% of which are receiving income support).
  - f. 501 returnees.
  - g. Youth leaving OT care.
  - h. Men and women leaving prison and reintegrating into the community.

- i. People leaving long stays in hospital or rehab programmes.
  - j. Seasonal workers (accommodation for longer than three weeks.)
  - k. People living in uninhabitable housing – (of which approx. three percent of the population are living without access to the basic amenities).
3. **The WDHFG could work with the transitional housing providers in Tauranga or Rotorua to establish more services in the Whakatāne District?** The WDHFG could explore potential funding for this and suitable properties for sale or rent.
4. **The WDHFG explores possibility (with HUD, MSD and Council) of establishing locally registered Community Housing Providers and further housing arrangements to meet demand.** There is noticeable a lack of transitional/community/social housing in the Whakatāne District. Currently Liberty Church and the Salvation Army provide social housing in the Whakatāne District.
5. **The WDHFG could liaise with the WDC Youth Council, school counsellors and pastoral care services about youth transiency, truancy and homelessness.** There is an opportunity here for collaboration.
6. **The WDHFG could explore why the Bay of Plenty region has not been included in funding for the TSS/ERR programmes run by Oranga Tamariki?** Do any of the WDHFG members have any engagement with Oranga Tamariki, or could the WDHFG invite someone from OT to be a key stakeholder member/system enabler in the group?
7. **That the WDHFG considers engaging a Housing Broker to work alongside the Housing Field Catalyst and Housing Navigator (NASH) to liaise between community service providers, landlords and MSD, community housing and transitional housing providers?** This might further support a rapid rehousing strategy as well. The group could also consider engaging a Housing Navigator to work on behalf of the group members. There may additional be funding for this through MSD.
8. **That the WDHFG align any strategy developed to the available funding from HUD for Phase Two of the Aotearoa /NZ Homelessness Action Plan.** And familiarise themselves with the criteria of such funding.

*FINALLY...*

A collective call to action from the grassroots community is a positive step to take and will require sufficient resourcing, clear terms of reference and buy-in from key stakeholders.

Likewise, an ongoing platform of engagement with people with lived experience will provide insight and voice within the group's development of policy, evaluation, design and delivery of services around homelessness and will ultimately help to deliver a more effective response to the prevention of homelessness.

Continuous learning is key to this journey and to working collaboratively.

# Appendices

## Participating Agencies:

Disability Resource Centre

Eastbay REAP

Eastern Bay Villages

Have a Heart Trust

Liberty Trust & Combined Churches

Salvation Army

Te Ika Whenua Trust

Te Puna Ora o Mataatua (TPOOM)

Te Tohu o te Ora o Ngāti Awa Ngāti Awa Social Services (NASH)

The Events Network Trust (TENT)

Tūhoe Hauora

Tumanako Hou Trust Whakatāne

Waiariki Whānau Mentoring Trust

WDC Youth Council

Whakatāne Homelessness Action Team (WHAT)

Whakatāne District Council – Community Partnerships Team

Whānau Awhina Women's Refuge

## Homelessness Situational Review – for the Whakatāne District, Survey Questionnaires:

### *PART ONE: SURVEY MONKEY (QUANTITATIVE)*

*This survey was sent to 17 community service providers. 10 answered.*

1. Which best describes whom you are answering this survey on behalf of? (One answer only).
2. Which sectors of the community does your organisation serve?
3. How many people a year use your service (for a range of needs).
4. How many people a year with housing issues, does your organisation support?
5. Which cohort/ clients/ services users does your organisation provide housing support for? (Answer as many that are relevant).
6. What is the ethnic/ cultural demographic of the cohort/clients/service users who require support with housing?
7. If known, what is the average annual household income of the cohort/clients/service-users requiring support with housing?
8. Do you know how many of your organisation's clients/services users requiring assistance with housing are receiving the Emergency Special Needs grant?
9. In which rohe/ward area do your clients/ service users experiencing homelessness / inadequate housing live?
10. Does your service work with people living in any other Districts?
11. Who refers people in need of support with housing to your service?
12. What type of homelessness / inadequate housing do your clients/service users experience?
13. How often does your service interact with different priority cohorts?
14. Do you know how many of your organisation's clients/services users requiring assistance with housing are listed on the Public Housing Register?
15. In the most severe cases, what is the longest period of time that a cohort/client/service user has experienced homelessness/inadequate housing?
16. From initial contact with a client to finding them suitable accommodation, on average how long does your service work with someone in need of housing support?
17. Does your organisation provide community/transitional/social housing?
18. Does your organisation provide or have access to emergency housing?
19. What other housing support services does your organisation provide? Please describe.
20. What percentage of your clients/ service users requiring support with housing would also use another community service provider for housing support?
21. Does your organisation/agency require increased capacity to address the housing needs of your clients/ end users. If yes, what would that look like?
22. Does your organisation/agency require increased capability to provide services which address homelessness/ inadequate housing? If yes, which of the following would assist with this?
23. What do you see are the major contributing factors to homelessness and inadequate housing in the Whakatāne District?
24. What do you identify as priority areas in need of further review or exploration?
25. Are there any other innovative solutions you would like to see explored to address homelessness and inadequate housing in the Whakatāne District?
26. What other services would help reverse or reduce homelessness in the Whakatāne District? Please describe ...

27. Which of the following strategies does your organisation prioritise?

28. Is there anything else you would like to add?

**PART TWO: LONG TERM STRATEGIC GOALS (QUALITATIVE)**

*This questionnaire was also sent to 17 organisations, only two answered.*

**Preamble:**

This questionnaire asks for your ideas on collaborative/ partnership/ joined up approaches (i.e., Collective Impact) to preventing homelessness and what initiatives/ mechanisms you would like to see created in the future.

The questions/patai reflect the criteria for funding available from the [Ministry of Housing and Urban Development](#), the strategic goals of the government's [Aotearoa/NZ Housing Action Plan](#) (2020-23), and the [Māori and Iwi Housing Innovation](#) (MAIHI) framework. Your responses will inform a final report for the research currently being undertaken into the scope of homelessness and inadequate housing in the Whakatāne District and enable an informed collective response to find solutions to managing the need for social housing and preventing homelessness across the District. Your answers will also assist in the preparation of collective funding applications.

**Please answer as many questions/patai as possible, that are relevant to your mahi.**

**We require only one person per organisation participating in this research to answer this questionnaire.**

**TELL US MORE ABOUT YOUR WORK:**

- 2. Do you provide education to your clients/service users on sustaining a rental tenancy in any of the following areas?**
  - a. advocacy with landlords
  - b. advocacy and support to navigate social and health services
  - c. referral to budgeting services
  - d. life skills coaching.

If yes, please describe the type of advocacy and education your organisation provides...

If not, are there other agencies/ organisations to which you would refer a client for such advocacy with landlords or education about tenancies? Who would these be?

- 3. Have you considered becoming a registered Sustaining Tenancies provider?**

If yes – have you explored doing this? What has been the outcome?

- 4. What has been the impact of COVID-19 since 2020 on the clients/service users your organisation works with that are seeking support with housing? Please explain...**

- 5. Does your organisation work with MSD Intensive Case Managers for clients seeking housing?**

If yes, does this work well? Are there any challenges? Please explain...

- 6. Is your organisation a *Supported Living Provider* for rangatahi/youth transitioning from Oranga Tamariki care?**

If yes, please explain how this works...

If not, would you consider applying to become a provider? Are there any barriers to your organisation doing so, i.e., capacity, capability, or are there already organisations other than

yours providing this service? Do you liaise/ connect with those services when supporting youth with housing?

- 7. Do you think there is an understanding of the scope of homelessness affecting youth in the Whakatāne District? Especially those aged between 15-17years?**  
Please describe how your organisation supports transient youth...  
What other agencies/organisations/services does your organisation connect with to address the needs of this cohort?  
What challenges to face in reaching out to youth in need of support?
- 8. Do you think there is a greater need across local agencies/organisations/services in the Whakatāne District to address the links between homelessness and mental health, addiction, family violence, and people transitioning from institutional care to independent living?**  
If yes, please describe what you would like to see done differently ...  
If you currently work with clients/ service users who experience these issues, please explain the challenges of finding secure housing.
- 9. Does your organisation provide any *Reintegration Support Services* for people leaving prison, inpatient units, refuge, foster care, or other institutional care?**  
If yes, please describe how this works?  
If not, do you see a need for these types of services to be established in the Whakatāne District and what would this look like? Please describe...
- 10. Does your organisation advocate for people experiencing homelessness and who have no fixed address who might face any social equity issues, such as access to healthcare (GP etc.), welfare benefits, employment etc.**  
If yes, please explain what you can do for a client?  
If not, is this an area where you would like training, peer support, resources, and information?
- 11. Does your organisation provide a Kaupapa Māori service?**  
If yes, please describe a few examples of what this looks like in practice...  
If not, is this an area of your service provision you would like to improve upon?
- 12. Are you familiar with the Māori and Iwi Housing Innovation (MAIHI) – Framework for Action?**  
If yes, has this been a valuable tool for your organisation’s mahi in homelessness and housing support for the clients/ service users your support? Please explain...  
If not, is this something you would like to learn more about? How would you like to do this?  
Hui, online learning, peer support etc.
- 13. Is your organisation a Māori Housing Provider?**  
If yes, have you accessed the *Māori Housing Partnership Programme* and made use of any resources available through Te Tūāpapa Kura Kāinga – The Ministry of Housing and Urban Development (HUD)? Please describe...

If not, Do you liaise or collaborate with any organisations that are Māori housing providers?  
Please explain how this works...

**14. Does your organisation work with Marae/ Hapū/ Iwi to provide transitional/social housing?**

If yes, please describe what type of housing is provided and where?

**NEW OPPORTUNITIES:**

**15. Do you think there is a need for a comprehensive *Supported Housing* programme in the Whakatāne District – what might this look like?**

**16. Has your organisation identified opportunities for collaboration across the community sector in housing?**

If yes, please describe what this might look like...

If not, is this something you would like to explore, and how could this be facilitated?

Are there any existing barriers to collaborating with other agency's/organisations/services in the Whakatāne District? If yes, please explain...

**17. How do you view the role of the Whakatāne District Council in supporting the prevention of homelessness and in enabling social housing?**

**Are there any barriers to working more closely with the WDC?** If yes, please explain?

**18. Is there a need for a more coordinated response across local government and the community sector to support the needs of rough sleepers?** Please explain...

**19. Do you see a need for developing a centralised data collection site to monitor and report on the increase or decline in the numbers of people experiencing homelessness or inadequate housing across the Whakatāne District?**

If yes, what might this look like? Who would manage it, and would your organisation be willing to share data?

What issues would need working through?

**20. Do you see a role for *Local Housing Brokers* in the Whakatāne District to liaise with Real Estate Agents, landlords, service providers, and clients?**

If yes, how do you think this might work?

**THE AOTEAROA/ NZ HOMELESSNESS ACTION PLAN (2020-2023):**

You can access a copy of the plan here: <https://www.hud.govt.nz/community-and-public-housing/addressing-homelessness/aotearoa-homelessness-action-plan-2020-2023/>

**21. Have you read the Government's Action Plan on homelessness?**

If yes, does this help guide the work you do? Please explain...

If not, would you like to work through the plan collectively with others working in the area of housing?

**22. Do you feel that the Whakatāne District has fallen behind the goals for 2020-2022 outlined in the plan?**

If yes, what would you like to see happen to set several strategic goals for the Whakatāne District as outlined in the Action Plan?

**23. The following lists the guiding principles outlined in the Action Plan for working collaboratively (*joined-up approaches*). Do you agree with these as a baseline for working collaboratively across local government, the community, and commercial sectors to find solutions to homelessness and housing in the Whakatāne District?**

- i. Addressing homelessness needs to be underpinned by the principles of partnership between the Crown and Iwi and Te Tiriti o Waitangi.
- ii. Solutions to homelessness are whānau-centred and strengths-based.
- iii. The focus needs to be on providing housing security and long-term wellbeing.
- iv. Kaupapa Māori approaches at the heart of the MAIHI framework are also central to a national action plan.
- v. Central government needs to support and enable local approaches to housing solutions. I.e., Communities know what works well for them.
- vi. There needs to be a joined-up approach to finding homelessness solutions that connect community services with government-led services.

Please comment...

**24. Do you have any research or case studies that you would like to share with this research project?**

*Thank you for participating in this research; your feedback is valuable and will help inform any recommendations made in the final report.*

*Nga mihi nui.*



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<https://chra.hud.govt.nz/>

<https://www.foundationnorth.org.nz/report/housing-sector-update>

<https://habitat.org.nz/>

<https://housingfirsttoolkit.ca/plan/supplemental-resources/housing-first-and-indigenous-communities/>

<https://kaingaora.govt.nz/>

<https://kaingaora.govt.nz/home-ownership/kainga-whenua/>

<https://nash.org.nz/our-services/community-services/emergency-housing>

<https://www.health.govt.nz/our-work/preventative-health-wellness/healthy-homes-initiative>

<https://www.healthyhousing.org.nz/>

<https://www.healthyhousing.org.nz/our-research/current-research/takatapuigbtqi-peoples-experiences-housing-stability>

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<https://kaingaora.govt.nz/>

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<https://www.stats.govt.nz/tools/2018-census-place-summaries/whakatane-District>

<https://www.tematapihi.org.nz/>

<https://www.tenancy.govt.nz/>

<https://www.thepeoplesproject.org.nz/>

<https://www.tpk.govt.nz/en/whakamahia/maori-housing-support>

<https://www.tpk.govt.nz/en/whakamahia/maori-housing-support/maori-housing-support-from-other-agencies>

<https://www.whakatane.govt.nz/documents/policies-and-bylaws>

<https://www.wisepropertyolutions.co.nz/>

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<https://www.rnz.co.nz/news/ldr/446492/whakatane-s-housing-stock-not-fit-for-purpose-Council-says>

<https://waateanews.com/2020/04/23/tribes-motel-units-provide-shelter-for-homeless/>

<https://www.teaomaori.news/homelessness-growing-whakatane>

<https://www.tenancy.govt.nz/about-tenancy-services/news/updates-to-healthy-homes-standards-regulations-have-taken-effect/>

<https://www.facebook.com/awatapuotamakaokaokaitiaki>

<https://www.rnz.co.nz/news/national/458343/discrimination-in-housing-market-leading-to-takatapui-and-lgbtqi-homelessness-study>

*PARTICIPATING ORGANISATION WEBSITES:*

[www.nash.org.nz](http://www.nash.org.nz)

[www.tpoom.co.nz](http://www.tpoom.co.nz)

[www.eastbayreap.org.nz](http://www.eastbayreap.org.nz)

[www.waiarikiwhanau.org.nz](http://www.waiarikiwhanau.org.nz)

[www.haveaheart.org.nz](http://www.haveaheart.org.nz)

[www.tuhoehauora.org.nz](http://www.tuhoehauora.org.nz)

[www.tent.org.nz](http://www.tent.org.nz)

[www.tmhtrust.wordpress.com](http://www.tmhtrust.wordpress.com)

[www.libertylife.org.nz](http://www.libertylife.org.nz)

[www.drct.co.nz](http://www.drct.co.nz)

COLLECTIVE IMPACT RESOURCES:

<https://www.centreforsocialimpact.org.nz/> and

[https://www.centreforsocialimpact.org.nz/knowledge-base?pageNum=1&topic\[\]=housing](https://www.centreforsocialimpact.org.nz/knowledge-base?pageNum=1&topic[]=housing)

<https://www.backbone.org.nz/>

[https://inspiringcommunities.org.nz/ic\\_resource/collective-change-korero/](https://inspiringcommunities.org.nz/ic_resource/collective-change-korero/)

<https://www.teputahitanga.org/>

<https://www.huie.org.nz/>

<https://swa.govt.nz/> and <https://swa.govt.nz/publications/guidance/>

<https://collaboratecic.com/>

<https://www.catalyse.co.nz/>

<https://www.lead.org.nz/>

<https://ancad.org.nz/>

<https://www.liift.nz/>

<https://www.communitynetworksaotearoa.org.nz/>

<https://collectiveimpactforum.org/what-is-collective-impact/> and

<https://collectiveimpactforum.org/resources/>

<https://www.makinghomeshappen.co.nz/community-housing-sector/>

OTHER RESOURCES

<https://communityhousing.org.nz/resources/>

<https://www.nzhf.org/affordable-home-ownership/#current-developments>

<https://tetumukainga.co.nz/>

KAUPAPA MĀORI RESOURCES:

<https://www.tematapihi.org.nz/kia-hua-te-whare-maori>

<https://www.tematapihi.org.nz/tools-for-success>

<https://www.tematapihi.org.nz/mangai>

## Glossary of Terms:

*Ako Māori: The ‘culturally preferred’ pedagogy. Learning and teaching strategies provide a pedagogical approach grounded in crucial Tikanga practices.*

*Capability Building: The skills and knowledge required for a particular task. An organisation may have the capacity to change but lack specific vital capabilities.*

*Capacity Building: Developing and strengthening the skills, instincts, abilities, processes, and resources organisations and communities need to survive, adapt, and thrive in a fast-changing world.*

*Collective impact: The commitment of a group of actors from different sectors to a common agenda for solving a specific social problem using a structured form of collaboration.*

*Cultural responsiveness: Recognises and deeply values the richness of the cultural knowledge and skills.*

*Ecovillage: An intentional community where environmental sustainability is sought, along with social justice, equality, peace, and so forth.*

*Healthy Homes Standards: Introduce specific and minimum standards for heating, insulation, ventilation, moisture ingress and drainage, and draught stopping in rental properties.*

*Intentional community: Five or more people, drawn from more than one family or kinship group, who have voluntarily come together for the purpose of ameliorating perceived social problems and inadequacies. They seek to live beyond the bounds of mainstream society by adopting a consciously devised and usually well thought-out social and cultural alternative. In the pursuit of their goals, they share significant aspects of their lives together. Participants are characterized by a “we-consciousness,” seeing themselves as a continuing group, separate from and in many ways better than the society from which they emerged.*

*Joined-up approach: (adjective), with all departments or sections communicating efficiently and acting together purposefully and effectively. Joined-up government, focusing on or producing an integrated and coherent result and strategy. Joined-up thinking, forming an integrated and cohesive whole joined-up policies.*

*Kaimahi: workforce.*

*Kairahi: case worker.*

*Kaitiakitanga: (noun) guardianship, stewardship, trusteeship, trustee.*

*Kaupapa - The ‘collective philosophy’ principal positions collective commitment to culturally defined philosophies as central to enabling a platform grounded upon distinctively Māori understandings and approaches.*

*Kia piki ake i ngā raruraru o te Kainga: The ‘socio-economic mediation’ principle, drawing on Tikanga as a basis for intervening in issues directly related to the socio-economic position of Māori.*

*MAIHI Ka Ora: The National Māori Housing Strategy, which has a shared vision for the Māori housing system that all whānau have safe, healthy, affordable homes with secure tenure across the Māori housing continuum.*

*MAIHI: Māori and Iwi Housing Innovation - Framework for Action, (Te Maihi o te Whare Māori): A whole-of-system approach to provide strategic direction for the whole Māori housing system.*

*Manaakitanga: (noun) hospitality, kindness, generosity, support - the process of showing respect, generosity, and care for others.*

*Mangai: (noun) a spokesperson, speaker, representative, orator, agent, delegate, consul. Referred in terms of advocacy.*

*Mana Motuhake: Māori self-determination, to exercise authority over their own lives and to live according to te ao Māori philosophies, values, and practices.*

*Mātauranga Māori: (noun) Māori knowledge - the body of knowledge originating from Māori ancestors, including the Māori worldview and perspectives, Māori creativity and cultural practices.*

*Navigator (Housing): Supporting whānau with their goals and long-term sustainable housing options. Liaising with appropriate social service agencies and Government departments. Conducting comprehensive assessments and risk management. Connecting whānau with social service agencies that support their goals.*

*Papakāinga: Housing development for Māori people on their ancestral land.*

*Principle Indigeneity – ‘Goes beyond cultural recognition to claim a special place for indigenous people in the nation’s life.’ This principle is underpinned by the determination of Indigenous peoples to retain their own distinctive cultural identity, avoid assimilation, and exercise a degree of autonomy (Durie, 2005).*

*Property Locators: liaison between people seeking housing, community agencies, real estate agents and landlords to match people with suitable accommodation. This is used in the Housing First programme.*

*Rapid Re-housing: An intervention to support individuals, families and whānau to quickly exit homelessness, return to permanent housing in the community and maintain their tenancies to avoid a return to homelessness. Rapid Rehousing began as a two-year trial starting in July 2020.*

*Rohe: (noun) boundary, District, region, territory, area, border (of land).*

*Rough sleeper: Someone who sleeps or lives outside because they have no home.*

*Single-door Approach: The one door/ single door approach is about making sure the right people give the right advice at the right time, often a one stop shop model.*

*Strengths-based community development: To explore and capture the gifts, assets, talents, and strengths in your community.*

*Sustaining Tenancies/Te Tūāpapa Kura Kāinga: A programme to prevent homelessness by funding community-based services to support individuals, families and whānau who need help to maintain their tenancy and address issues putting their tenancy at risk.*

*System Enablers: Agencies and community organisations, Iwi, and broader community partners work together on initiatives to address system gaps and improve support or prevention tailored to needs in that area.*

*Taonga tuku Iho: The ‘cultural aspirations’ principle. Refers to those treasures gifted to us by our tūpuna (ancestors).*

*Te ao Māori: The Māori worldview (te ao Māori) acknowledges the interconnectedness and interrelationship of all living and non-living things. Te ao Māori acknowledges the interconnectedness and interrelationship of all living and non-living things.*

*Tribal Authority: A multi hapū self-management of resources and delivery of services.*

*Whānau- centred: The 'extended family structure ' principle focuses on whānaungatanga and the essence of relationality. It locates analysis and practice within notions of collective wellbeing and collective responsibility.*

*Whānau ora: Whānau Ora (family health) is driven by Māori cultural values. Its core goal is to empower communities and extended families (whānau) to support families within the community rather than individuals within an institutional context.*

*Whānaungatanga: (noun) relationship, kinship, sense of family connection - a relationship through shared experiences and working together which provides people with a sense of belonging. It develops due to kinship rights and obligations, strengthening each member of the kin group. It also extends to others with whom one develops a close familial, friendship or reciprocal relationship.*

*Whenua Māori: This is land where Māori customary interests have been converted to freehold title by the Māori Land Court or its predecessors by a freehold order. This land has, therefore, never been out of Māori ownership.*