# Case for Navigators

## Purpose

This paper outlines the approach to ease the physical, psychological and social difficulties being experienced by people in the Eastern Bay of plenty following the effects of Ex-Cyclone Debbie and Cook through the provision of tailored and targeted social services.

This is through the appointment of Navigators who provide an essential element in assisting to meet identified ongoing and critical needs. Navigators support flood -affected people through the challenges (family, financial, housing & emotional wellbeing) they face through the provision of wrap around services.

This proposition has been developed in collaboration with Te Puni Kokiri (TPK), Bay of Plenty District Health Board and the Whakatāne District Recovery Office.

## Overview

Ex-Cyclone Debbie and Cook resulted in significant regional flooding, a stop bank breach at Edgecumbe, slips causing road closures and isolation for communities at Ruatāhuna, Te Mahoe, Rūātoki, and Te Whāiti. Services including power, water and wastewater were disrupted.

The degree and severity of this event has resulted in significant property damage (most people won’t be back in their homes for many months), a breakdown in community infrastructure, disruption to essential services and the de-stabilisation of the physical and emotional condition of people.

More than 1600 residents were displaced from Edgecumbe and others from Tāneatua, Poroporo and the plains area.

As at 27 June there are 15 residential red stickered houses in Edgecumbe and 309 residential yellow stickered houses in Edgecumbe, including Poroporo and Tāneatua/Rūātoki.

232 residential homes in these locations are white stickered.

### Shift from short term to medium-longer term social recovery

As the response has transitioned to recovery the current service model is no longer adequate.

Community partners, agency and community consultation has identified the need to change the current service model to one that provides stronger wrap around co-ordination to support people through the recovery process and emerging multiple and complex social and wellbeing issues.

A snapshot of key services on offer include:

* Te Tari Awhina Recovery Hub is providing services and information from Edgecumbe. Information is also available from the Murupara Library, Whakatāne Horizon Library and Kawerau i-SITE.

Note: While hubs provides multi agency access to information and services the number of people accessing via this channel will reduce. This is a reactive service rather than a proactive one. Most red and yellow stickered households are no longer domiciled in Edgecumbe and there is limited understanding by responding agencies of where people are living.

* Rural Support Trust provide pastoral care to rural communities through regular door knocking and events.
* The Whakatāne District Council Recovery Community Team is undertaking door-to-door canvassing of flood affected areas in the district
* 10 community events are planned through to Christmas.

## Social Recovery

The need for the majority of the affected population to require some form of support whether that be through conversation, information or access to services has been identified.

Stressors that individuals, family and whanau are facing include:

* Shortage of social housing and temporary accommodation. Of those affected dwellings, 127 households have registered for the Temporary Accommodation Service. There are 64 solved cases and 63 open cases that are yet to be resolved.
* More than 320 houses are either red or yellow stickered meaning that they cannot be reoccupied without significant remedial work. Most households have had to find their own housing solution.
* Increased anxiety as a result of isolation and displacement for most of the population of Edgecumbe
* Increased financial challenges for people paying both mortgage and temporary accommodation payments. As of 30 September the median rent in Edgecumbe was $277, whereas the median rents in Whakatane and Ōhope were $330 and $350 respectively.
* Relocation has also put extra pressure on budgets for transportation
* Delays in rebuild. The council’s goal is to complete the rebuild by December 2017. However, this is more likely to be longer given one of the major insurers (IAG) put a hold on sub floor work on 53 dwellings to undertake additional asbestos testing.
* Families expressing uncertainty and anxiety about the economic consequences e.g. insurance cover for emergency repairs (under insurance and uninsured properties) and the need for independent insurance advice.
* Increased tension in people’s relationships with friends/whanau due to cohabitation with extended families and whanau 3 months since the event.
* Independent review findings are due to be released late July. The cause of the flooding is seen by many to have been avoidable, caused by infrastructure failure and resulting in increased stress and anger
* Compounding stress, anxiety and grief experienced by residents due to the fact that this community has been hit repeatedly[[1]](#endnote-1) (see footnote of events) prior to this event.
* Increased anxiety levels in children
* An unmet and identified need for anger management courses
* One of the key tasks of the psychosocial recovery plan is to undertake an assessment of risk and vulnerable communities and the need for targeted support.

## Navigator roles

The primary role of the Navigator is to contribute to the wellbeing of affected individuals, family/whanau by supporting there timely and coordinated access to the services they need to enable their timely recovery.

This service will leverage off relationships with iwi, NGO’s, community and central and local government agencies and will link affected residents to already existing services and supports. It will complement the role of rural facilitators in an urban setting.

This approach requires investment to appoint navigators to provide the right support at the right time to affected family and whanau, through wrap around recovery support services.

It is based on strengthening individuals, family and whanau so they can move forward in their lives. It replicates the model put in place in Christchurch and Waimakariri (following the November 2010 earthquakes) and in Hurunui and Kaikoura (following the November 2016 Earthquakes).

Adopting this approach will:

* build on psychosocial recovery plan objectives and the related intervention pyramid with the aim of minimising the number of affected people requiring specialised services
* ease the physical, psychological and social difficulties being experienced
* negate the need of individuals/family/whanau to deal with responding agencies separately
* be proactive (mobile) and responsive to identified needs, delivered by local professionals providing essential support to vulnerable people
* connect and co-ordinate access to all support and resources
* be individualised and relationship-based supporting, empowering and strengthening individual capacity
* is cognisant of the ‘different’ levels of support
* provide relevant context within which whānau can explore ways to address continued disruption and uncertainty
* be premised on the notions of whānau wellbeing and whanau resilience in a post disaster context.
* match the skillset of navigators to individual need. It is expected that they will come from a range of backgrounds e.g. nursing, social work

## Structure

Note: The Whakatane District Recovery Office will coordinate and manage this function including how information is gathered, collated and evaluated to provide a view on recovery progress. It would carry out administrative functions providing IT, HR support. Navigators may be employed by the agency that funds them but they have a responsibility to report to a team lead and deliver a coordinated and collaborative service.

## Timeframes

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| --- | --- |
| ***Key tasks*** | ***Date*** |
| Case for navigators   * Drafted * Feedback received * Finalised | 27 June 2017  28June 2017  29June 2017 |
| Job description   * Drafted * Feedback received * Finalised | 28 June 2017  29 June 2017  30 June 2017 |
| Contract   * Drafted * Feedback received * Finalised | 28 June 2017  29 June 2017  30 June 2017 |

|  |  |
| --- | --- |
| Agencies   * Confirm agency commitment to funding   *TPK/DHB/Lotteries Commission* | 12 July 2017 |
| Implementation   * Monitoring and reporting – framework developed * Operations manual development * Back room functions developed (data base, referral path way etc) drafted * Expressions of interest invited * Navigators identified * Roles in place * Cross-agency Governance   (TPK/BOP DHB, WDC) | 21 July 2017  21 July 2017  21 July 2017  17 July 2017  21 July 2017  1 August 2017 for a term of 12 months.  ongoing |

## Funding

The Ministry of Health has responsibility at a national level to lead and co-ordinate the provision of psychosocial support and to provide the required health services by funding, planning and providing services, including by contracting organisations.

## Estimates

It is proposed thata shared funding model is put in place with navigators being funded by the BOP DHB, TPK and additional funding secured via a Lotteries Commission Grant. The allocation of navigators will be dependent on where people are in the intervention pyramid for example of the 324 households with either red or yellow stickered properties it is anticipated 20% (64) will have higher needs depending on their response to the challenges they face (256 = 80%) – lower caseloads will be assigned to 2 navigators dealing with people presenting with higher needs.

* + 3 salaries of $65,000 and 1 of $75,000 and 30% administration and transport costs.
  + Total salaries of $270k plus $81k costs = $351k

Notes:

* This includes salary, operational overheads, supervision, IT, communications and travel.
* Peaks and flows will occur because of challenges being faced at different times.
* We need to monitor the need for any increase the access to services.

## Summary

Collectively there is an agreed need for and commitment to the appointment of navigators.

They are seen as an essential element in assisting to meet identified and ongoing critical need.

There is urgency in securing funding from the entities with a vested interest (BOP DHB, TPK and Whakatāne District Council) if navigators are to be in place from the 1 August 2017.

Next steps are that the agencies will initiate within their organisations decision making processes to enable them to confirm their commitments by the 12 July 2017.

1. |  |  |
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   | 1987  Edgecumbe earthquake  1987  Tornados;Whakatane, Ohope & Awakeri  1988  Slips/flooding – District wide  1991  Flooding – Waimana\*  1992  Flooding – District wide  1993  Severe hailstorm  1997  Flooding – Whakatane  1998  Flooding – Waimana\*  1999  Flooding – Matata  2001  Tornado – Awakeri  2002  Tornado – Awatapu  2003  Flooding – District wide | 2004  Coastal erosion and inundation – Ohope 2004  Floods - Awatapu & Edgecumbe\*                            Landslides – Ohope and rural\*  2005  March-Tornadoes –  Thornton/Onepu  2005  Floods – Matata & Edgecumbe                               Matata debris flow  2009  Severe hailstorm  2010  Flooding – Whakatāne and Ōhope  Landslides - Ōhope and Whakatane  2011  Flooding – Whakatāne and Ōhope  Landslides - Whakatāne and Ohope |

   [↑](#endnote-ref-1)