He oranga ngākau, he pikinga wairua

A pūrākau of He Kāinga Ora ki Ōtautahi Housing First Christchurch

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Te Tūāpapa Kura Kāinga
Ministry of Housing and Urban Development

Appendix A

Tīaho Limited is a kaupapa Māori research, evaluation and policy development group with experience in qualitative and quantitative approaches and in community engagement, workshop delivery, pūrākau and report writing, strategic planning services and project management. We are Dr Jessica Hutchings, Ms Shirley Simmonds and Dr Helen Potter. Our beautiful logo was designed and drawn by tōhunga ta moko and artist, Christine Harvey, and symbolises our aim to contribute to building knowledge and the kaupapa of rangatiratanga, mana motuhake, kaitiakitanga, pūkengatanga and reo that guide our work.

ISSN 978-0-473-53124-9

Ministry of Housing and Urban Development
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DECEMBER 2020

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New Zealand Government

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PREFACE

"Mā te rongo, ka mōhio, Mā te mōhio, ka mārama, Mā te mārama, ka mātau, Mā te mātau, ka ora."

"From listening comes knowledge, from knowledge comes understanding, From understanding comes wisdom, from wisdom comes well-being.[1]

In 2019, Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development (the Ministry) engaged Tiaho Limited, a respected kaupapa Māori research, evaluation, and policy development group, to develop two powerful and insightful narratives into homelessness derived from lived experience. The process of acquiring this kōrero and the way it has been shaped and shared was firmly grounded in the Ministry's core principles of wānangatia, kōkiritia and arohatia. We wanted to enable the voices and stories of people to be heard.

Pūrākau are a traditional and intergenerational method of dissemination of mātauranga. They are stories that traditionally have a deeper message and are used to share knowledge of te ao Māori and to provide guidance. They also include storytelling in contemporary times.Sharing stories in this way feels intimate, personal, and intentional and at times they can be challenging to read.

The two pūrākau, He oranga ngākau, He pikinga wairua and He Whare Kōrero o Mangatakitahi, recount the journey to date of two Housing First programmes in Aotearoa and the whānau (known as kaewa and manaha respectively) they support.

To protect the integrity of the pūrākau and the voices of those who were interviewed, no changes have been made to the kōrero of the participants. These pūrākau tell their story as told to the researcher; they reflect the perceptions and personal truth of the participants. The pūrākau describe a point in time, vividly told by those who participated in their construction. We encourage all readers to really whakarongo (to listen, to feel) so that you learn from the kōrero shared, and to recognise the emotions that may be powerfully triggered by the personal stories told here.

To support learning and the co-construction of knowledge, the Ministry held a sense making hui when the first drafts of these pūrākau were completed. Ministry staff, the researcher, and representatives from each of the Housing First programmes attended. What we learned during the hui is available in a separate document, ngā hua o tēnei kauapapa.

The Ministry has commissioned a comprehensive evaluation of Housing First in Aotearoa with a focus on what works and what does not in our unique context. These pūrākau are the first building blocks in developing that understanding.

Stephanie Rowe
DCE System and Organisational Performance

Anne Shaw
DCE Housing Supply Response and Partnerships

[1] This whakatauki (proverb) highlights the growth of understanding from initial cognisance of a matter to deep understanding. It also highlights that through knowledge and understanding comes flourishing and prosperity which what HUD hopes to enable within communities and homes.

HOUSING FIRST CHRISTCHURCH
He Kāinga Ora ki Ōtautahi

Appendix A

Introduction

He Kāinga Ora ki Ōtautahi was set up and is managed by a collaboration of locally-based providers, many with a long history of working to house and support those experiencing homelessness in Christchurch. It began delivering the Housing First programme in May 2018 and is run by a dedicated and skilled team out of premises located in the central city. In their first 18 months of operation they have housed 79 kaewa, significantly reducing homelessness in Christchurch. [1] Kaewa are referred to the programme from a range of agencies and organisations as a result of a concerted year-long campaign to promote Housing First anywhere and everywhere. An early decision to focus on housing some of the long term, well-known kaewa living on the central city streets helped bring the programme to the notice of other kaewa, and many have and continue to self-refer as a consequence. As explained by the Housing First team leader, Nicola Fleming:

"They were big rewards for the street whānau and so word got out...
They could see it works, that we're actually going to do something. That then fed more people through the door." [2]

This pūrākau from Tīaho Limited tells the story of He Kāinga Ora ki Ōtautahi and its delivery of the Housing First programme in Christchurch. It recounts the experiences and reflections of the programme to date from the perspectives of some of the management group, kaimahi on the ground and of kaewa themselves.[3] These experiences and reflections were gathered via semi-structured interviews in November 2019. The interviews centred around four key questions: What is working well? What's been challenging and needs further work? What's needed for the future? And, what does success look like?

Ka nui rā ngā mihi ki a koutou mō tō koutou kaha ki te whakakī i ā mātou kete ki te huhua o ngā kōrero.

[1] Kaewa is the name used for people experiencing homelessness.

[2] Nicola Fleming, 20 November.

[3] A total of 18 people were interviewed, including:

- **Members of the management group:** Jill Hawkey, Christchurch Methodist Mission (director); Martin Cole, Comcare Trust (chief executive); Cate Kearney, Ōtautahi Community Housing Trust (chief executive); Hope Simonsen, Emerge Aotearoa (national housing manager); and Nicola Fleming (team leader);
- **Kaimahi:** Ruth Kenny, Naomi Tuipulotu, Kim Toa, Lee Risby and Tai Estall (key workers); Shane Bennett (peer support worker); Anania Tawhi (cultural lead); and Debbie Watson (housing specialist); and
- **Kaewa:** five kaewa including Henare, Hinia and Michelle. Two kaewa opted to remain anonymous.
- The interviews took place kānohi-ki-te-kānohi on 20-22 November. All interviews except two were held at the He Kāinga Ora office. The interview with Cate, Hope and Martin was held at Comcare Trust's office in the central city. The interview with Hinia Jury was held at her home.

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A collaboration of local providers

He Kāinga Ora ki Ōtautahi is a collaboration between the Christchurch Methodist Mission, who holds the contract with the Ministry of Housing and Urban Development (HUD) to deliver Housing First in Christchurch, and five other organisations – Comcare Trust, Ōtautahi Community Housing Trust, Emerge Aotearoa, the Christchurch City Mission and Te Whare Roimata.

The Christchurch Methodist Mission is a social service organisation and community housing provider with a strong track record in leading collaborations. As the lead organisation for Housing First Christchurch, it has subcontracting agreements with the other five organisations involved. Its director, Jill Hawkey, chairs the programme's management group, made up of members from each of the collaborating organisations and the programme's team leader and it seconds a number of staff into the programme.[4]

Comcare Trust, the Ōtautahi Community Housing Trust and Emerge Aotearoa are also community housing providers. They are represented on the management group by their respective senior executives Martin Cole, Cate Kearney and Hope Simonsen – and each seconds staff to the He Kāinga Ora Housing First team.[5] The Ōtautahi Community Housing Trust and Emerge Aotearoa also supply housing to the programme from their stock. In addition, Emerge Aotearoa provides training for the programme's peer support workers through its 'Mind and Body' arm.

The Christchurch City Mission is a social service organisation and runs the men's and women's night shelters in the city. Its Chief Executive and City Missioner, Matthew Mark, is a member of the management group and it too seconds a staff member into the Housing First Team.[6]

Te Whare Roimata is a grassroots community development organisation and contributes to He Kāinga Ora by providing a space for the programme's weekly cultural activities and lunch for kaewa at it's inner-city marae and by seconding kaimahi into the team.[7] It's coordinator, Jenny Smith, is also a member of the management group.

As outlined by Jill Hawkey, the journey to bring Housing First to Christchurch started in 2017. It began with a presentation on homelessness and the Housing First model at an annual forum of Community Housing Aotearoa, given by Nan Roman, President and CEO of the National Alliance to End Homelessness in the US. Following that, Jill hosted Nan in Christchurch and they met with the Christchurch City Council and local community housing providers to talk further about homelessness in Christchurch and Housing First. A later meeting was held with the council and the Methodist and City Missions to discuss bringing the Housing First programme to Christchurch – which then led to an approach being made to MHUD. Meanwhile, MHUD had already identified Christchurch as a priority area for the introduction of Housing First. They wanted a single response from a collective of organisations in Christchurch and wanted to contract with a community housing provider.

To begin the building of that collective response, Jill presented on the Housing First model to the Te Wai Pounamu community housing providers' network, of which she is co-chair, and began talking to organisations who might be interested in being involved. Out of these talks, a collective formed to begin developing a proposal for MHUD. Initially, it included the Christchurch Methodist Mission, Comcare Trust and Emerge Aotearoa.

[4] The Christchurch Methodist Mission seconds the team leader (Nicola Fleming), receptionist (Caitlin Davidson) and a number of key workers (Kim Toa, Lee Risby and Lauren Thompson) into the programme.

[5] Comcare Trust seconds a key worker (Ruth Kenny) into the programme and the Ōtautahi Community Housing Trust seconds the housing specialist (Debbie Watson) into the programme. Emerge Aotearoa seconds a key worker (Tai Estall) and two peer support workers (Shane Bennett and Angela Becker) into the programme.

[6] The Christchurch City Mission seconds a key worker (Naomi Tuipulotu) into the programme.

[7] Te Whare Roimata seconds a cultural lead (Anania Tawhi), a kaupapa Māori community development worker (currently being advertised) and a key worker (Nicola Stewart) into the programme.

The Ōtautahi Community Housing Trust were very keen to be involved and they joined the collective soon after. As the providers of the city's night shelter, the Christchurch City Mission was approached and they also came on board.

An important aim for the collective was to develop a collaboration of local providers which meant that some organisations who were interested were not able to be directly included. A second important aim was to focus on those who miss out on the services of existing providers, who don't get into transitional housing – who are predominantly male and Māori – and to have who they needed at the table to achieve that. Out of this, an approach was made to Jenny from Te Whare Roimata and they agreed to be involved as well. While Jenny had misgivings about Housing First as a model imported from the US and its fit for Māori, she was able to meet with the Lifewise team from the Housing First Auckland collective and saw it was possible to deliver it out of a Treaty-based model.

The six organisations worked together to finalise the proposal. They agreed that once contracted, they would each be part of the programme's management group and would all second staff into the programme – with the Christchurch Methodist Mission as the lead organisation. In all, the proposal development process took nine months and the contract was signed in April 2018.

Appendix A

Setting the base

Nicola began her role as team leader in April and a team of kaimahi was in place in May ready for He Kāinga Ora ki Ōtautahi to open its doors later that month. An early challenge was finding premises to operate from as no one wanted to take them on as tenants because of who they were to work with. Challenges also arose with developing the roles and processes of what was an entirely new undertaking. To assist with that, Nicola spent three days with the Lifewise team from the Housing First Auckland collective which she found invaluable although much too short.

An early key task was the development of a 'champions group', the purpose of which is to identify barriers and find solutions or new ways of operating to address them – both 'downwards' to impact on specific kaewa situations and service delivery in general, and 'upwards' to impact on wider system and policy settings. It is made up of representatives from key agencies and entities, including the Ministry of Social Development (MSD), Kāinga Ora – Homes and Communities (Kāinga Ora), the Canterbury District Health Board (CDHB), Corrections, Police, Te Puni Kōkiri (TPK), Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development, Te Rūnanga o Ngāi Tahu and the Christchurch City Council who holds the role of group chair.[8] Each of the representatives have decision-making roles in their agencies and organisations and were invited to be part of the group on that basis. Members of the management group also attend the champions group meetings.

Part of setting the base was also the development of a relationship with the iwi of Ngāi Tahu and specifically with Te Rūnanga o Ngāi Tahu as its front-face. As noted above, the rūnanga is part of the champions group and they also assisted with the gifting of the name 'He Kāinga Ora ki Ōtautahi' for Housing First Christchurch. Anania Tawhi, now in the role of cultural lead for the programme, had the idea to draw a name from the well-known whakataukī – 'mate kāinga tahi, ora kāinga rua'. He took this suggestion to the rūnanga and they came back with the name 'He Kāinga Ora'.

At He Kāinga Ora ki Ōtautahi, those enrolled in the Housing First programme are referred to as kaewa. An early idea was to follow the lead of Housing First Auckland and simply refer to them as whānau but Anania felt it could cause confusion. Instead, and to acknowledge those enrolled in the programme in their own right, he came up with the kupu of 'kaewa' from the verb meaning to roam or wander, to not stay in one spot for long.

Anania was also asked to design a logo for the programme. He talked of what inspired it and the story it tells.

[8] Most of the participants referred to Housing New Zealand rather than Kāinga Ora – Homes and Communities. However, to reflect the current name we have referred to Kāinga Ora throughout this document.

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"The overall design is based on the whakataukī of John Rangihau – 'hokia ki to pae maunga kia purea ai ngā hau a Tāwhirimātea', 'return back to the peaks of your maunga to be cleansed by the winds of Tāwhirimātea'. It's about the journey kaewa go through to get a home not just a house, which to me is a marae, hence the marae at the front. The maunga at the back is the wraparound service that Housing First provides and the journey to get to the top of that maunga. That's why the manu is at the bottom, flying up to the top. Life is about a constant journey... The koru represent the awa around Ōtautahi and the colours represent te taiao." [9]

[9] Anania Tawhi, 21 November.

Appendix A

Experiences of homelessness: the voices of kaewa

The factors contributing to homelessness are multiple – from the impacts of colonisation and the taking of land by the Crown and the subsequent dislocation of whānau, hapū, iwi structures to a punitive benefit system and a lack of affordable housing; from shortcomings in the justice sector to inadequacies in the health and social service systems to address and deal with mental health, addictions and the trauma of deaths, sexual abuse and domestic violence. The Canterbury earthquakes of 2010 and 2011 also played a role. The devastation they wreaked brought kaewa to the city looking for work in the rebuilding that followed. Some came with their whānau, who later left when the work failed to materialise but the men stayed; when the work still didn't come, some still stayed and ended up on the city's streets.

The kaewa interviewed for this pūrākau talked of the factors that led to their homelessness and the barriers to finding a home.

Henare, or Uncle as he is known to many, talked of a life spent roaming and moving from place to place, of moving to Christchurch to visit whānau and ending up on the streets for many, many years after his benefit was cut.

"It wasn't meant to happen, but it did. ... I didn't look for a house. I didn't bother because I thought no one would give me one... Then I got my dogs. It's hard to get a place with dogs." [10]

Hinia told of her journey from living with her son and mokopuna in a Kāinga Ora home to the death of her son and the subsequent loss of the home because she was not able to take it over. Unable to find another permanent place to live in the period of time allocated, her mokopuna were taken by Oranga Tamariki.

"I'd signed papers to be on the tenancy with my son but [Kāinga Ora] said they didn't have them. I was given three days to find another place for me and my two mokos and our two dogs... The mokos were taken. ... The dogs were taken.

I was homeless for over a year. I was wherever I could be." [11]

[10] Henare, 20 November.

[11] Hinia, 20 November.

Out of their engagement with Housing First, four of these kaewa are now in their own homes. The fifth kaewa had only recently enrolled in the programme and was in the process of moving into motel emergency accommodation while she waited for a house to become available.

Michelle spoke of immigrant parents from Niue who struggled to find a foothold in Aotearoa, of childhood sexual abuse, of breaking free but finding herself in a violent long-term relationship and later a violent marriage, of the letting go of her children to find their own path, of addictions, of time in jail, of the increasing struggle to find housing in more recent years and the impact it's all had on her mental wellbeing.

> **"A whole string of abuse is all I've ever known – from sexual abuse to domestic violence abuse to homelessness abuse – just abuse. . .. Jail was starting to seem like a good home. ... I stayed with him out of shame but when I left I had nowhere to go. My mental health was really bad then and I wasn't able to go to the psychiatric ward unless I harmed myself so I stayed at the night shelter."** [12]

Another kaewa told of being homeless, on and off, for many years as a result of binge drinking sessions which would trigger violent outbursts. He talked of having gone through lots of different agencies, where he'd argue his way into transitional housing only to be kicked out again and which would then be followed by sleeping rough, petty crimes, prison, sleeping rough, and round and round.

> **"That was the usual routine. . .. Places wouldn't take me because of my reputation. ... I've been the classic 'problem' for the system for years – bounced around and blacklisted everywhere because of the drinking and my extreme antisocial ways."** [13]

For a further kaewa, insecure housing and homelessness became a reality early in life after leaving home due to clashes with her mother. Her first baby died and she turned to alcohol to cope. Her second baby was taken by her mother during a short stint in prison. She again turned to alcohol to deal with it and has been sleeping rough for the last few years.

> **"When I got out of prison it was too late to do anything about it. . .. You've got no leg to stand on when you've got no house."** [14]

[12] Michelle, 22 November.

Appendix A

What is working well

Together, those interviewed talked of the factors that have contributed to the success of He Kāinga Ora ki Ōtautahi in housing kaewa and helping them to remain housed.

FOR MANAGEMENT

The Housing First model

A key aim of setting up a programme to deliver the Housing First model in Christchurch was to be able to focus on housing those who missed out on the services of other providers. The aim to fill those gaps has been realised. The model enables kaimahi to work with kaewa over the long-term and be resourced to do so. Importantly, the model also enables the flexibility and scope to try new things to support kaewa to remain housed. As explained by Nicola, Hope and Martin:

"The people we get through the door are those who everyone else doesn't want to deal with... they don't have the services or the funding or aren't equipped for that. Housing First fills that gap, we're able to work with people that others can't. ... It's a place where you can try new things which makes it an exciting place to work. For one kaewa, he loves rats so we're going to buy him a pet rat to try to keep him out of prison." [15]

"The funding is really important. ... Sometimes tenancies fall over and kaewa need to be rehoused. ... They'll eventually find their kāinga, their place. Housing First means we can keep working with them until they do. We should be doing that with everyone in my view." [16]

"There's a continuum of housing supports available in Christchurch and Housing First plugs a number of the gaps. ... It's able to stick with people no matter what which is really important." [17]

As a result, the Housing First model has been a successful housing intervention for those experiencing chronic homelessness, where 79 kaewa have been housed to date and supported to remain so. Jill sees this success out on the streets.

"There's a lot less people living on the streets in Christchurch because of Housing First; it's noticeable. We've made a big dent in it. In the first 18 months we've made really good progress." [18]

[13] Kaewa (anonymous), 20 November.

[14] Kaewa (anonymous), 22 November.

[15] Nicola Fleming, 20 November.

[16] Hope Simonsen, 22 November.

[17] Martin Cole, 22 November.

[18] Jill Hawkey, 20 November.

The Housing First team

The management group acknowledged the dedication of the Housing First team to house and support kaewa as a key success factor. The team's efforts have meant they've been able to access houses for kaewa that wouldn't ordinarily have been available to them.

In talking to this point, Cate talked of how the Ōtautahi Community Housing Trust initially thought kaewa would not be housed in their stock which consists of complexes of units – partly because they thought kaewa would not want to be housed in them and partly because of the perceived risks of housing kaewa with high and complex needs. Instead, of the 30 plus kaewa from Housing First the Trust manages tenancies for, over 10 are in their units. Cate credited this to the efforts of the Housing First team to build trust in the Housing First model.

"What has made the difference with my team has been kaewa coming in and talking about their journeys and what it now feels like to be safe and secure. The staff have been able to connect in a different way. ... They [the Housing First team] have enabled us to think more broadly." [19]

[19] Cate Kearney, 22 November.

[20] Nicola Fleming, 20 November.

Nicola also talked of the journey of the team of key workers, where, over time, they have worked to develop a clearer understanding of the Housing First principles and a more consistent, balanced approach with what can be done for and given to kaewa to support them to remain housed. For Nicola, a balanced approach was important – both to empower kaewa and enable key workers to manage their boundaries with kaewa.

Nicola too has been instrumental in the successes of the team. Those interviewed from the collaborating organisations pointed to the strength of her leadership which has helped build a highly productive team culture.

From her perspective as the Housing First team leader, Nicola said:

"The team is the most important thing for the success of the programme – otherwise kaewa won't want to work with us. They're my number one. My role is to make sure they're happy in their work, that they're happy they're helping, so that the kaewa are happy." [20]

Alongside Nicola, the He Kāinga Ora ki Ōtautahi team consists of a housing specialist, seven key workers, a cultural lead, a kaupapa Māori community development worker, a receptionist and two peer support workers, one of whom is a recent appointment. A mental health nurse has recently joined the team and additional key workers are in the process of being recruited.

Appendix A

Members of the amazing He Kāinga Ora ki Ōtautahi team (from left to right): Kim Toa, Shane Bennett, Naomi Tuipulotu, Ruth Kenny, Tai Estall, Anania Tawhi, Caitlin Davidson, Lee Risby, Debbie Watson and Nicola Fleming.

The collaboration of organisations

The collaboration between the six organisations is working well. For Jill, it works well because each organisation is engaged in the programme through the management group, which initially met fortnightly and now meets monthly, and where decisions are made by consensus. They are also engaged through the staff they second into the programme. Speaking to the latter point, Jill said:

"It means those staff can go back to their agencies and know the staff and access the services there... The programme wouldn't have been anywhere near as rich if the contract had been held by just one of us." [21]

Hope and Cate also talked to the richness of the collaboration and how this has supported the work of the Housing First programme.

"Having the experience and resources of multiple organisations coming together helped to jump-start everything so we could hit the ground running." [22]

"Another thing we've done really well is we've shared policies – health and safety, working with kaewa and so on... We've designed them together and shared them together." [23]

For Nicola, the collaboration is working well because:

"The agencies have strengths in the areas we need them to have... The right people are at the table with the right attitude." [24]

[22] Hope Simonsen, 22 November.

[23] Cate Kearney, 22 November.

[24] Nicola Fleming, 20 November.

Appendix A

Working together: collaboration in action

Hope, Cate and Martin each talked about the Housing First principles and the high-level commitment their organisations have for them. They also talked of the work done within their organisations to build, and continue to build, commitment to these principles with their staff on the ground. This work had led to some changes in their staff and organisational practices. As explained by Hope and Cate:

"The principles of Housing First were an instant connect. ... All those key principles are commonly shared. Diving down to that next level, some staff were more risk-averse that others so we've had to work our way through that. It's produced some good, robust discussions and helped us reflect on our own practices." [25]

"There's been shared learnings both ways – from the Housing First team out to us as the collaborators and back in. Sometimes you take a risk and it works out really well because of the supports around the kaewa but every time there's costly damage to a property, for example, things take a step back. It's about the relationships on the ground. ... We're not always able to flex all the way, all of the time, but we've been able to flex some of the way." [26]

This was echoed by Nicola,

"Sometimes there's a conflict between the Housing First principles and those of their own organisations... We have some good battles and they may shift their polices or not." [27]

[25] Hope Simonsen, 22 November.

[26] Cate Kearney, 22 November.

[27] Nicola Fleming, 20 November.

For Martin, key to working through the differences has been the relationships between the collaborating organisations and the Housing First team.

"Housing First thinks we should be a bit more forgiving because we're part of the collective. ... There's been tensions – but because of the quality of the relationships we've been able to find a way through them and come up with solutions." [28]

What also helps to work things through is the staff seconded into the Housing First team from the collaborating organisations. They are seen as providing an important communication link, helping to get the message out about the programme and its successes.

Relationships with some key government agencies

The relationship with key government agencies has been another key success factor, namely the relationship between the Housing First programme and MSD and Corrections. To assist kaewa with accessing support, an MSD staff member from Work and Income New Zealand (WINZ) is based at the He Kāinga Ora ki Ōtautahi office one day each week. Nicola had this to say:

"He's amazing... He does the social housing, food grants, anything pretty much. If he can't, he refers them to another person who can. ... It works really well. His work has evolved as well. At the start we thought it would just be about getting people on benefits but he also helps them into employment as well." [29]

A staff member from Corrections is also based at the He Kāinga Ora ki Ōtautahi office for a half day each week and provides advisory services to the team – bridging information gaps so kaimahi are better able to support the kaewa they work with and keep themselves safe.

[28] Martin Cole, 22 November.

[29] Nicola Fleming, 20 November.

Appendix A

Support from Lifewise

A further factor in the success of He Kāinga Ora ki Ōtautahi to date has been their relationship with their partner organisation, Lifewise, from the Housing First Auckland collective. They were an important source of information and advice to the Christchurch collective in the contracting and set up phases and continue to support He Kāinga Ora ki Ōtautahi by providing training for new kaimahi.

FOR KAIMAHI

The Housing First model and principles

The Housing First model is working well to address homelessness because the focus is on getting kaewa housed, and then working with them from there. Reflecting their belief in the right of all people to be housed and in the wraparound support that is central to the Housing First model, the housing specialist and key workers push hard for houses to be made available for kaewa.

What also helps it work is that key workers have manageable case-loads. It means they have the flexibility to meet with kaewa more than once a week if needed, such as when they first move into a home and need help getting set up and settled in. They said it can be a scary transition for kaewa to make. Another aspect that makes the model work is that kaewa are supported to work towards goals they set for themselves, and at their own pace. There is also the flexibility to try new things.

Talking to these points, key worker, Ruth Kenny said:

"The Housing First model works because it's simple and people don't have to fit in a certain box. We look at the person in front of us and ask them what they need. It's that simple. It's kaewa-centred so it's when they decide to make changes and we're there to support them. We don't push or pull people, we're there to walk alongside them. It's about choice and supporting people's choices. If something doesn't work, we try something different." [30]

[30] Ruth Kenny, 21 November.

A learning workplace

He Kāinga Ora ki Ōtautahi is a learning workplace where kaimahi support each other to reflect on and adapt their practices in line with the Housing First principles. The principle of kaewa choice has been one such focus of reflection. Key workers Lee Risby and Naomi Tuipulotu, had this to say:

"I sometimes struggle with the choice thing but I respect it. It's not always easy and I have to catch myself sometimes. It's that mutual respect thing." [31]

"I need to remember to put my trauma glasses on when I get frustrated when kaewa want to take five steps backwards. But it's not about us, it's about the kaewa." [32]

The principle of engagement without coercion has been another focus of reflection. Naomi and key worker, Kim Toa, shared that:

"I sometimes wonder if we do too much, crossing over boundaries and holding hands too tightly – leading them in the direction we want to lead them. There's sometimes that dilemma." [33]

"That's a good dilemma to have though because we're always questioning – we can discuss and bounce ideas off each other and draw on the strengths and experiences of the team." [34]

Kaimahi saw the diverse backgrounds of the different team members as a key contributing factor to the richness of He Kāinga Ora ki Ōtautahi as a learning workplace. These backgrounds span experience in the community housing, social service, health, justice and community and whānau development sectors and includes expertise in tikanga and te reo Māori and lived experience of homelessness.

In addition to the practices of kaimahi, the practices and processes of the wider organisation are also changing and adapting over time as the team reviews what works best and what doesn't. As explained by key worker, Tai Estall:

"At the start it was just give, give, give, and the whole organisation has had to pull back a bit... We're now coming to a middle ground, learning and adapting. It's about reviewing and reassessing." [35]

[31] Lee Risby, 21 November.
[32] Naomi Tuipulotu, 21 November.
[33] Ibid.
[34] Kim Toa, 21 November.
[35] Tai Estall, 21 November.

Appendix A

Housing specialist, Debbie Watson, too talked of the organisational commitment to learning and evolving its practices and processes.

"In those instances where a tenancy has failed, we talk about why and what's been learned and what we can put in place to make it work the next time." [36]

Debbie's role has also evolved over time. She now undertakes the initial assessments with kaewa to make sure there is consistency and fairness in the process of assessing whether they meet the Housing First eligibility criteria and can be enrolled on the programme.

"It became apparent in the first three or four months that with key workers doing the assessment interviews, there wasn't that consistency. ... The criteria is the thing I get more concerned about than anything – that we're being as fair as possible." [37]

Another area of learning is in working to understand kaupapa Māori frameworks of health and wellbeing and weaving those understandings into their work. Kaimahi draw from te whare tapa wha and take a holistic view to their work with kaewa. As cultural lead, Anania works to assist the team to develop their understanding of kaupapa and tikanga and how to put them into practice – for kaewa and for He Kāinga Ora ki Ōtautahi.

"The central kaupapa for Housing First is manaakitanga and looking after our kaewa – the giving what you can, giving of yourself, while also getting them to do what they can for themselves. ... to give them their mana back, uplift the wairua and whakaora their tinana. The other is aroha te tahi ki te tahi – to be caring and guide them in the right direction." [38]

For He Kāinga Ora ki Ōtautahi, daily morning staff meetings begin with karakia and waiata which has built the ability of the team to whakatau manuhiri to the office. Time is also made to sit down together for a shared kai or participate in an activity together to maintain their own wellbeing.

[36] Debbie Watson, 21 November.

[37] Ibid.

[38] Anania Tawhi, 21 November.

A high-trust team culture

There is a high-trust team culture at He Kāinga Ora ki Ōtautahi, where kaimahi feel safe to have open and robust discussions about their practices and are able to draw on their different strengths and expertise to support the kaewa they work with. As explained by Tai:

> **"We have a strong team here. ... We sometimes have different views of the Housing First principles so we don't always gel together but the strength of the team means we're able to work it through and agree what's going to work. Principally, we're all trying to make a change for the kaewa."** [39]

For kaimahi, Nicola is a key part of that. Lee said:

> **"She respects our knowledge and lets us take our own line. She trusts our judgement and we're given room to manoeuvre."** [40]

Nicola also supports the team to push for housing and services for kaewa. As elaborated on by Naomi:

> **"She lets us be quite challenging with the organisations we work with. We have to have those challenging conversations because we're the advocate for kaewa. If we keep doing the same things, we're going to get the same results. She gives us the scope and has trust in us."** [41]

Peer support worker, Shane Bennett, summed it up well.

> **"We've got a great team, from the top to the bottom. Everyone works together as a unit. That makes my day so much better and I look forward to coming to work every day."** [42]

Nicola provides supervision for the team and there are a number of safety protocols in place to support them in their work with kaewa. Visits with kaewa are recorded on the board in the office and the team's work phones have a security system on them, SOS, which, if activated, sends a picture and recording of the situation back to the office via text. If any feel unsafe to attend a visit, they're able to attend with another key worker or peer support worker.

[39] Tai Estall, 21 November.

[40] Lee Risby, 21 November.

[41] Naomi Tuipulotu, 21 November.

[42] Shane Bennett, 21 November.

Appendix A

Peer support graduation ceremony at Te Whare Roimata.

Relationships with kaewa

Kaimahi have built trusting, caring and mutually-respectful relationships with the kaewa they work with, and have been able to maintain or re-establish these relationships when kaewa lives take a downturn. Kaimahi talked of the importance of taking time to build their relationships with kaewa. As Ruth explained, kaimahi relationships with kaewa are at the centre of the Housing First model.

> **"It's about working from the heart, of giving them the opportunity to tell you what they need and want – not us telling them. ... The whole premise of Housing First is that connection and relationship. That's what makes it work... They tell us things they've not told anyone else about."** [43]

Trust was also built by following up on what had been promised. As pointed out by Lee:

[43] Tai Estall, 21 November.

"So many of the kaewa we work with have worked with so many agencies who've come in with big promises which haven't worked out. So you've got to deal with their issues and the history brought about by other agencies. It takes time but it's about being sure of your role and following through on it – doing what you said you were going to do. It shows respect and earns trust." [44]

For Shane, his relationships with kaewa are built on a shared experience of homelessness.

"The most important part of this position is being able to relate to the kaewa, to be able to understand what they're going through, be able to tell them a similar story because you've been through the same thing. ... I'm able to encourage them to make changes or move forward, without judgement." [45]

[44] Lee Risby, 21 November.

[45] Shane Bennett, 21 November.

Appendix A

Naomi also talked about the relationships between peer support workers and kaewa and what it contributes to the work of He Kāinga Ora ki Ōtautahi.

"Their relationship and engagement with kaewa is different to ours [key workers]; you can see it. They can really empower and uplift the kaewa which also uplifts our relationship with them and with the Housing First programme." [46]

For kaimahi, their relationships with kaewa and being in a position to help them be housed and well, means they find their jobs immensely rewarding and consider it a privilege to work with kaewa and be trusted by them.

Relationships with property management companies

Debbie talked of the positive relationships that have been developed with a small number of property management companies to date, and with one in particular due to the social-mindedness of its director. Out of that relationship, they've been able to access 12 houses for kaewa.

Challenges remain, however, in getting most companies on board with the programme.

"The responses range from 'no I'm not interested, don't want to know' to 'yes I'm interested' and they really aren't and never get back to you with a yes." [47]

In September, He Kāinga Ora ki Ōtautahi held a wine and cheese evening for the property management companies and private owners they work with. Debbie said it was a resounding success.

"Eighty per cent of them came and were all talking to one another and comparing what they do. We told them what a difference they're making to people's lives. The next day, two of the owners went out and brought more properties with the intention of us having them for Housing First. We got four more properties in the next few weeks. We'll do it again, every six months. It's that networking and relationship building and inspiring change." [48]

[46] Naomi Tuipulotu, 21 November.

[47] Debbie Watson, 21 November.

[48] Ibid.

Relationships with agencies and community networks

The relationship between He Kāinga Ora ki Ōtautahi and MSD and Corrections via their staff placements in the office were working really well. As explained by Kim, the MSD staff member:

> **"Streamlines processes and he knows the kaewa and has a really good relationship with them. It's invaluable."** [49]

Kaimahi also said the Corrections staff member helps keep them well informed of relevant issues.

More widely, the team has extensive networks in the community and maintains good relationships with the different organisations and agencies they work with. As explained by Naomi, these relationships are 'put to work' to ensure kaewa get the support they need.

> **"Part of our [key worker] role is to make sure that the services we've referred kaewa to have actually done something and not just ticked the box because it impacts on a kaewa's journey. We do that follow up and have those courageous conversations. We also have meetings together with all the agencies involved with a kaewa, if and when needed. Kaewa are invited to those meetings too."** [50]

[49] Kim Toa, 21 November.

[50] Naomi Tuipulotu, 21 November.

Appendix A

FOR KAEWA

Being housed

Through their engagement with He Kāinga Ora ki Ōtautahi, four of the five kaewa interviewed have been housed in quality homes that meet their needs.

Henare first heard about the Housing First programme on the streets when the team was doing their initial outreach to get kaewa into the programme. He got into a home very quickly and he and his beloved dogs, Girlfriend and Mr Bolos, have been in there just over a year.

"It was fenced and suitable for the dogs so it was okay for me. I did it for them – they're getting older and can sit back and relax now... The first few weeks were hard, it took a bit of getting used to – trying to adjust to a new environment. It took a while... But we're warm, not getting wet... Some of the other streeties have got their own houses now too, which is cool; it's awesome." [51]

Hinia was referred to He Kāinga Ora Ki Ōtautahi by Emerge Aotearoa and was housed soon after. She's been in there for about 8 months and there is plenty of room for her mokopuna when they come to visit.

"I was really impressed with how nice it is, so roomy and with everything close by. ... It's a nice warm house with a heat pump which is good and affordable... I'm really happy here." [52]

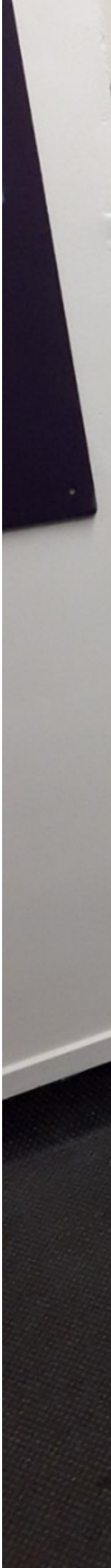
Michelle found out about He Kāinga Ora ki Ōtautahi through the Christchurch City Mission whilst staying in their night shelter for women. She was also housed soon after enrolling in the programme and has been in there for a year.

"Once I got on board with Housing First, I was given the opportunity to make a list of what I wanted in a house – and that's what I got. I now have my own house and live close to Countdown and by a bus stop. If I ever want to study, the uni is just around the corner." [53]

[51] Henare, 20 November.

[52] Hinia, 20 November.

[53] Michelle, 22 November.



Henare (Uncle) gets the keys to his new home.

Appendix A

Another kaewa was referred to He Kāinga Ora ki Ōtautahi by Comcare Trust. He turned down the first place he was offered as he felt it wasn't suitable and was then offered a second place which he accepted. He's been there for just over a month.

"It was a nice new place so I took it... This place is different – it's worth keeping, worth maintaining. It's perfect. It's in a shit area but it's a great house. It's like there's no connection between the two. Even though I'm in sin city it's like I'm not even there." [54]

Working with dedicated, trustworthy kaimahi

Key to kaewa continuing to engage with He Kāinga Ora ki Ōtautahi is working with kaimahi who they trust and feel comfortable with and who are respectful, caring, helpful, reliable, and real and who keep their word. They appreciate knowing they have someone they can count on.

Henare, Hinia, Michelle and two other kaewa had these things to say about the kaimahi they work with:

"I first met her on the streets when they were trying to get some of us to join up. They [the Housing First team] went and helped Brenda do the breakfasts so I thought they were alright because they weren't all talk...
I enjoy my visits from her – she's got a lovely sense of humour. I can connect with her and I know I can trust her." [55]

[54] Kaewa (anonymous), 20 November.

[55] Henare, 20 November.

"I did believe they were going to be able to help me get a house but I didn't realise how fast it would all be. . .. I feel very comfortable with him, he's easy going. He took his time to be patient with me, for me to come out of my shell. He knew I was a bit whakamā and has been taking real gentle steps with me and it's been really awesome." [56]

"You can't trust anyone, but I can trust them. . .. It's one thing to hear people say they're going to help you, but it's another thing to really believe it – to know that they're there no matter what... It helps a lot that we're both Islanders too. It's nice getting back to my roots and remembering who I am." [57]

"It's hard to find faults because my fundamentals have been taken care of – getting a house. They've been able to do what no one else would or could. . .. I'm hard to deal with and most people just give me two minutes and then never again. He's the best fit they could have got." [58]

"She's nice and not a judging face." [59]

Greater access to support and services

Alongside getting housed, kaewa talked of the help and support they've received from their key workers. For some, this has included getting birth certificates and photo identification, and where needed, a bank account, an IRD number and being reinstated on a benefit. For some, it has also included being taken to appointments with other agencies and services and, for one, a plan to go to counselling to deal with grief and anger issues. Others have been assisted with furniture and appliances. For one kaewa, accepting help has been a big step.

"I don't like to be helped but I accept it because I need it. The small stuff I can do, like a dinner set and so on. It's enjoyable. I want as much autonomy as I can." [60]

He also said he's not yet sought help for other things because:

"I've put up walls... Rehab is bullshit." [61]

[56] Hinia, 20 November.

[57] Michelle, 22 November.

[58] Kaewa (anonymous), 20 November.

[59] Kaewa (anonymous), 22 November.

[60] Kaewa (anonymous), 20 November.

[61] Ibid.

Appendix A

Building social and community connections

Some kaewa also talked of being supported by their key workers to help with their goals to get out and build social and community connections.

Henare has completed two cooking courses and been awarded certificates for doing so, and has also done a self-esteem course – all of which he enjoyed and got something out of.

Hinia engages with Te Whare Roimata and sometimes attends their weekly jam sessions which are followed by a kai. She also has a membership card for the social club across from her house.

> **"They have a kaumātua meeting every month where I can meet new people and see what the haps is around here."** [62]

Peer support workers with lived experience

Kaewa said that having peer support workers with lived experience on the Housing First team helped built credibility and trust in the programme, and made them more comfortable to engage.

[62] Hinia, 20 November.

What has been challenging and needs further work

FOR MANAGEMENT

The champions group

The thinking behind setting up the champions group was to have decision-makers in key agencies informed of and engaged with Housing First to help address the barriers that kaewa face getting housed and remaining housed – and particularly by effecting policy changes in their organisations as well as wider system level changes. In reflecting on the champions group, there was a view from those interviewed that while it is developing in its effectiveness, more needs to be done to make it more fully effective. There was acknowledgement too that making high level change is challenging. Hope had this to say:

"It's the small wins we're getting but not the bigger ones; there's been interventions at the individual case level but not the wider systems and policy stuff... It's a tricky space... The decision-makers at the table have decision-makers above them." [63]

Echoing this point, Nicola said some group members did not see their organisations as being able to change.

In more recent months, and to try to build more traction, Housing First key workers have presented kaewa case studies to the group to illustrate the barriers and help identify where wider system and policy setting changes are needed – which has generated some heightened conversations. For Martin, this has been a step in the right direction.

"You can have all the systems and processes you like, but it takes goodwill and engagement to make things work; it's what greases the wheels." [64]

[63] Hope Simonsen, 22 November.

[64] Martin Cole, 22 November.

Appendix A

Kāinga Ora processes

One particular barrier to housing kaewa has been the processes of Kāinga Ora. Of the 79 kaewa who have been housed via the Housing First programme, only 12 are in Kāinga Ora properties. While the social housing register to access these properties is now held by MSD who put forward applicants to Kāinga Ora, the decision of who to house is made by Kāinga Ora tenancy managers who are able to veto applicants – even when having a high vulnerability rating. Nicola said that while it's important for Kāinga Ora to maintain a sustainable service, this needs to change.

"They're meant to be housing the most vulnerable... They shouldn't have the ability to veto and should just house them. Kaewa have a lot of support wrapped around them and the cost of not housing them is huge – justice system costs and health system costs and hospitalisations." [65]

Access to mental health and addiction services

A further key barrier is kaewa access to mental health and addiction services. Services are often either unable or unwilling to help, including in crisis situations. Exacerbating this is the shortage of services available and especially kaupapa Māori services. Because of this, the Housing First team is doing much of this work themselves. Talking to this further, Nicola said:

"There's huge mental health issues, addictions and trauma – trauma is huge, so huge. We try to refer kaewa to counselling but there's not many of them and if they've had a bad past experience with them, they won't go back... so we're mostly working with them ourselves. AOD is the same. Once there's nothing, it's us." [66]

[65] Nicola Fleming, 20 November.

[66] Ibid.

To help address this, a mental health nurse is soon to join the Housing First team to work with kaewa and help them navigate the system which those interviewed said was complex, challenging and rigid. As noted by Cate, they will be an important addition to the team:

"Kaewa often have mental health and addiction issues that have been untreated for years, trauma that's never been addressed, and are often so mistrustful of agencies. We need to be able to engage with them within the safety of the Housing First team." [67]

More is needed, however, to improve access to the mental health system. Hope had this to say:

"The way that people access the mental health system in New Zealand is totally broken... If a service or programme is not part of that system, it's hard to access what's needed." [68]

Capacity: housing supply and the recruitment of key workers

An ongoing challenge is having sufficient housing supply available for kaewa enrolled on the programme. He Kāinga Ora ki Ōtautahi has 20-30 kaewa waiting for houses at any one time. Alongside this, there needs to be a sufficient number of key workers on the team to take on new kaewa and sometimes there are hold ups because key workers have a full case load.

The need to bring on more key workers creates pressures of its own, however, both budgetary and on the recruitment process. It can be challenging to take the time needed to recruit the right people into the team but Nicola said she will delay recruitment to get the right person because they're so important to the success of the programme.

Most of the kaewa enrolled in the programme, and waiting to enrol, are male and Māori – with the consequent need to recruit more Māori men as key workers. This has been another challenge as they too are in short supply.

Peer support

There have also been challenges in finding people to undertake the 'mind and body' peer support training run by Emerge Aotearoa, from which peer support workers for the programme are recruited.

[67] Cate Kearney, 22 November.

[68] Hope Simonsen, 22 November.

Appendix A

Staff employment contracts

Staff are seconded into the He Kāinga Ora ki Ōtautahi team on employment agreements with their own organisations. What this has meant, for example, is that different staff from different agencies, but doing the same job, are on different salaries and are entitled to different amounts of leave. It's an additional area of challenge for Nicola to negotiate. She's been unable to even things out through pay rises or through setting a salary band as she doesn't have the power to do so.

Jill also talked to this point, acknowledging the challenges it caused, but said:

"I can't think of a better way to do it at this stage. The only other way would be to put all the seconded staff under the Methodist Mission, but that might not be helpful – and the management group members might fade away too... We're learning and evolving all the time." [69]

FOR KAIMAHI

Buy-in from the collaborating organisations

Kaimahi talked of their ongoing frustrations with some of the tenancy managers at Ōtautahi Community Housing Trust and Emerge Aotearoa who are able to veto their applications for houses for kaewa. Their expectation of the Housing First collaboration was that it would mean better access to the houses held by the community housing providers in the collaboration because of a top-down commitment to the principles of Housing First. However, this has not always been the case. One example was given by Kim.

"There's the principle of kaewa not needing any prerequisites to get housed – that they don't need to be say in an alcohol and drug programme first. But that's where we can come up against barriers in trying to get housing because the agencies are saying 'what have they done?' But of course, they haven't yet, so it's a 'no' from them." [70]

[69] Jill Hawkey, 20 November.

[70] Kim Toa, 21 November.

To help break down these barriers, the team has given kaewa case study presentations at champions group meetings and have had different tenancy managers shadow key workers to understand more of what Housing First does. As Debbie explained, the aim has been to:

> "Win the hearts and minds of the tenancy managers. . .. It's not about putting a better process in place because people can always ignore a process." [71]

While these initiatives have helped build buy-in, kaimahi said that more is needed to continue to evolve understandings of and commitment to the Housing First principles in these organisations.

Access to Kāinga Ora homes

As with management, access to Kāinga Ora homes is a frustration for kaimahi. The team has to break down barriers at Kāinga Ora by giving kaewa case study presentations at Kāinga Ora team meetings to explain how the programme works and the successes it's been able to achieve. More work is needed to ensure greater access for kaewa to Kāinga Ora homes.

Access to mental health and addiction services

Kaimahi also discussed the challenge of accessing mental health and addiction services for kaewa, including when they are in crisis. As elaborated by Ruth:

> "We're not mental health practitioners, so we rely on the people who are. But then you ring for help and are told 'that's not really our thing' or 'you have to make this referral' or 'you have to fill in this form'. That doesn't work because, if they're in crisis, they need help now." [72]

Kaimahi said there are a lack of processes and pathways to access support for kaewa because agencies don't have the people or the resources or aren't able to step out of their box to help. They're often told to call the Police, but the Police often don't have the resources either. As a result, kaimahi end up responding themselves.

[71] Debbie Watson, 21 November.

[72] Ruth Kenny, 21 November.

Appendix A

What's needed for the future

FOR MANAGEMENT

Housing First better connected with health and corrections

As an adjunct to housing, the Housing First model is siloed within that system and needs to be much better connected with the health and corrections systems in the future to enable kaewa to access the support they need. A system redesign is needed. Cate explained further:

"Even though you put a person in a house and have the wraparound services in place – how many leave or struggle because of mental health and addictions and trauma? We need the system to be redesigned; we need the siloes between housing, health and corrections to be broken down." [73]

Fit-for-purpose alcohol and drug services and trauma counselling

Work is needed to revamp alcohol and drug services and trauma counselling so that they are fit-for-purpose for those needing support. This includes the need for more kaupapa Māori services and counsellors.

Peer support, community development and social enterprise

Looking to what has been achieved in Auckland, a key goal for the development of He Kāinga Ora ki Ōtautahi into the future is strengthening the peer support role, with more kaewa coming into the role, and expanding it to include and link with community development initiatives to build the social and community connections of kaewa. The goal is for it to also include the development of social enterprises to provide opportunities for kaewa to develop their skills and gain employment or extra income.

Cultural connections

A further goal for the development of He Kāinga Ora ki Ōtautahi is to build it further as a kaupapa Māori collaboration, including Te Whare Roimata, to build the cultural connectedness of those kaewa Māori and assist them in reconnecting with their whānau, hapū and iwi. The challenges involved were acknowledged, with Hope saying:

"It's tricky terrain for many, but it needs to be consciously put before kaewa as they're not really raising it themselves." [74]

[73] Cate Kearney, 22 November.

[74] Hope Simonsen, 22 November.

Anania Tawhi has recently been appointed into the role of cultural lead to move this goal forward.

Speaking to these two future goals, Jill talked of the importance of developing the depth and quality of the programme to help kaewa build connections and heal.

Reinstatement of the Housing First community of practice

The Housing First community of practice needs to be reinstated for Housing First collectives to share best practice and key learnings.

A wider view

Cate, Hope and Martin talked of the cohort of people who are homeless but don't quite meet the Housing First eligibility criteria. For the future, they too need to be able to access wraparound support to maintain their tenancies.

Nicola talked of Housing First programme as a place from where new projects and initiatives could be piloted, which could be then rolled out nationwide if successful – such as removing the ability of Kāinga Ora case managers to veto applicants for social housing.

FOR KAIMAHI

Commitment to and understanding of the Housing First model and principles

For the future, there is a need to continue to build commitment to and understanding of the Housing First model and it's principles at the 'shop-floor' level in the Housing First collaborating organisations.

Access to Kāinga Ora homes and mental health and addiction services

More also needs to be done to better enable kaewa to access Kāinga Ora homes and mental health and addiction services such as by continuing to build a greater level of buy-in to the Housing First model and its principles with Kāinga Ora and CBDH via the champions group.

Promotional material

Debbie sees the need for the development of material to promote the Housing First programme.

"We need some impactive media that shows that giving someone a chance makes a difference – to show to tenancy managers and property owners and property management companies. It's about marketing the programme that will hit at the heart." [75]

[75] Debbie Watson, 21 November.

Appendix A

Access to smaller homes

Shane talked of the need for smaller properties for some kaewa so they are less overwhelming to maintain. He also said that:

"Kaewa don't want to be in homes that could be families – they can feel embarrassed and ashamed of that. We say to them that everyone's entitled to a house, but they're very aware of others." [76]

Building the kaupapa base of Housing First

Kaimahi want to continue to develop their skills in working with kaewa Māori. For Anania, this will include working to:

"Better align the Housing First principles with te ao Māori by developing a kaupapa framework, with whakataukī to give them meaning and context, to make kaupapa more conscious and deliberate in the workplace and in working with kaewa." [77]

Cultural connections

For kaimahi, a future focus is on working to rebuild kaewa connections to their whānau, hapū and iwi. As explained by Anania:

"Connecting back to where you come from is important for everyone's health and wellbeing. Everyone has a whakapapa and whānau they can connect to. . .. It'll take a bit of time because their whānau might be part of their trauma." [78]

This work will be a key part of Anania's new role as cultural lead. To facilitate this, Tai said it will be important to:

"Include Anania in case consults to enhance working with kaewa and exploring their cultural context and connections. We tend to draw on team strengths and expertise in an ad hoc way and we'll need some more formal collaboration on this." [79]

[76] Shane Bennett, 21 November.

[77] Anania Tawhi, 21 November.

[78] Ibid.

[79] Tai Estall, 21 November.

Kaimahi said that, to date, not many kaewa have raised the issue of rebuilding their connections with whānau, hapū and iwi. It was something to be worked towards. In doing so, Kim noted it would be important to:

"Be mindful that some kaewa have trauma that stems from their whānau and to tread lightly, especially when first getting to know them." [80]

Peer support, community development and social enterprise

Kaimahi also saw the need to build the scope of peer support workers and grow community development initiatives and social enterprises for kaewa, such as the Housing First Auckland collective has done, including by building on what Te Whare Roimata currently provides. They also saw the need for the development of a 'hub' or drop-in centre as a base for these initiatives and enterprises.

FOR KAEWA

Developing the relationship between Housing First and Oranga Tamariki

Some of the kaewa interviewed are parents and grandparents. For the future, they want to see the development of a working relationship between He Kāinga Ora ki Ōtautahi and Oranga Tamariki to assist them and other kaewa to regain custody of their tamariki and mokopuna.

Improved access to counselling

Kaewa talked of the trauma they've experienced in their lives including the deaths of close family members, domestic violence in their homes growing up and in their own relationships with partners, and neglect and sexual abuse – which they said had played a major role in them ending up homeless. Speaking to the connection between sexual abuse and those experiencing street homelessness, Michelle had this to say:

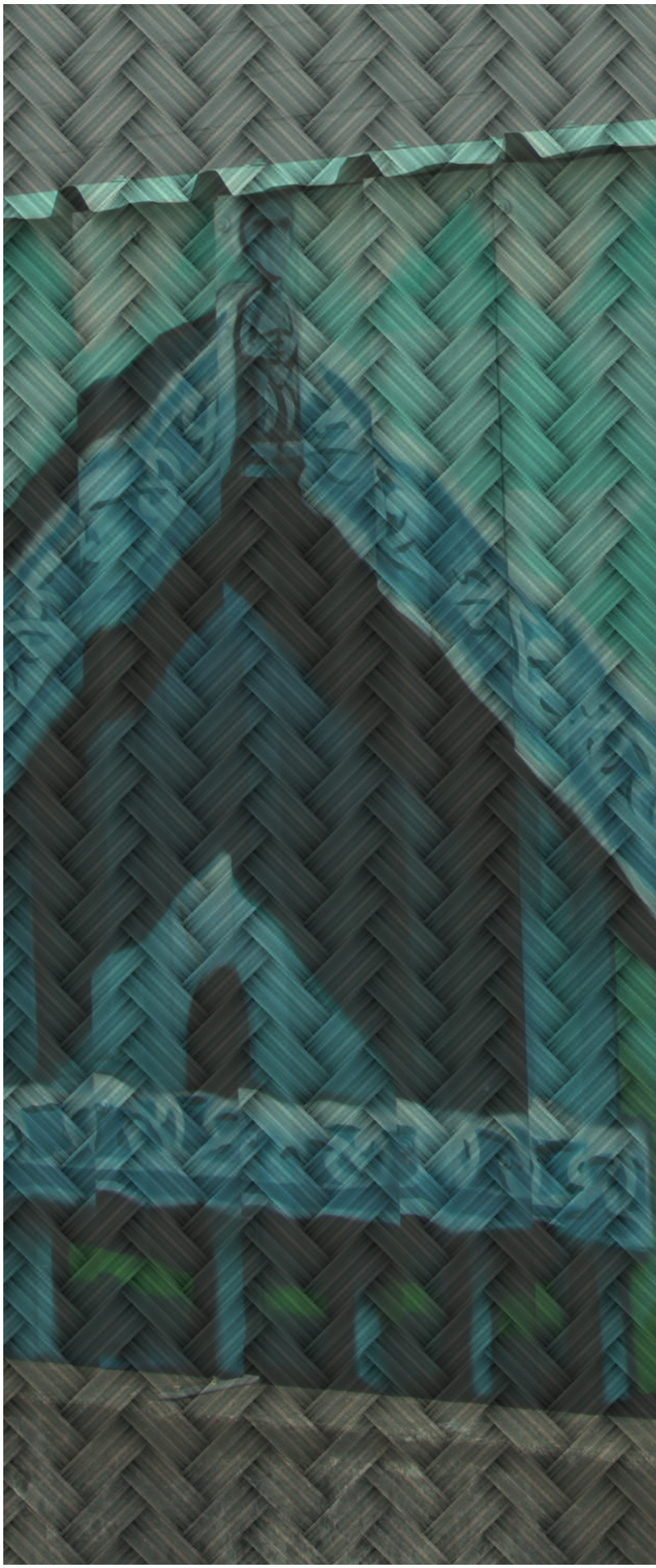
"All of us have been sexually abused or violated in some way as children – the women and the men." [81]

To address this, kaewa wanted to have better access to counselling services, including kaupapa Māori counselling services.

[80] Kim, 21 November.

[81] Michelle, 22 November.

Appendix A



Shared housing options

Kaewa also want to see the development of shared-living housing options for those enrolled in the programme, to help them remain housed. For Michelle, this was important as:

"Some end up back on the street because they can't do it alone. We become family and separating us doesn't always work." [82]

Activities to build self-esteem and social connections

Kaewa would like access to a greater range of activities to enable them to build their self-esteem and social connections, such as outings to the beach and going fishing.

[82] Ibid.

What success looks like

FOR MANAGEMENT

Martin, Hope, Cate and Nicola each spoke to their view of success which centred around the importance of kaewa being and remaining housed and of being creative to make it happen.

"People remaining in housing is fundamental. It's a proxy measure for all sorts of other things – that they're still engaged in the programme, that they're making progress and so on." [83]

"The number of people leaving the programme is really low and we're also getting in and working with the kaewa with more complex lives." [84]

"Success is I can walk down the streets and some days not see the same people. That's everyone's success that they've been housed." [85]

"Success can be small steps – being in a house or not being in crisis for months – the kaewa and key worker successes. Success would also be reducing or preventing homelessness... We're looking at shared-living type units which could be more suitable for some, if they choose. Some just can't manage living by themselves despite the support put around them. Success is about changing the norm and thinking outside the box, having people around the table to trial new things and see what works and doing something else if it doesn't." [86]

83 Martin Cole, 22 November.

84 Hope Simonsen, 22 November.

85 Cate Kearney, 22 November.

86 Nicola Fleming, 20 November.

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FOR KAIMAHI

Housing First better connected with health and corrections

Success for kaimahi is centred on kaewa wellbeing – where they are housed, happy, hopeful and able to stand with mana. It also includes the building trusting relationships with kaewa and building the support and capacity of the agencies and organisations with which they work.

"Success is them smiling and being on the right track – going in the right direction into the future. Every time they're smiling, that's a success for them and for me. Getting into employment is the icing on the cake. It's a key goal for a lot of them." [87]

"Success is more than just having a house and maintaining a tenancy. It's about how active and proactive they become as well. . .. Everyone who's been graduated to me is a success story. They've been deemed to be able to stand on their own two feet and have regained their mana." [88]

"Even though you put a person in a house and have the wraparound services in place – how many leave or struggle because of mental health and addictions and trauma? We need the system to be redesigned; we need the siloes between housing, health and corrections to be broken down." [89]

"If they are hopeful, that's success. Even if they fall over, that they're still hopeful for tomorrow. That they trust that no matter what, we'll still rock up – that whatever happens, we hold onto some mutual positive regard for one another. To me, that's a successful working relationship." [90]

87 Anania Tawhi, 21 November.

88 Shane Bennett, 21 November.

89 Ruth Kenny, 21 November.

90 Lee Risby, 21 November.

91 Debbie Watson, 21 November.

92 Ruth Kenny, 21 November.

"When someone's been in a house long term and are happy. Success is also about changing the hearts and minds of those agencies [property management agencies and community housing providers] – changing those judgements and attitudes." [91]

"Success is also about having organisations properly resourced and willing to help." [92]

FOR KAEWA

Success for kaewa is being housed, being supported by people they trust and being able to move ahead with their lives. They talked of their plans for the future which they now see as more hopeful as a result of engaging in the Housing First programme.

For Henare, having a home has meant a more comfortable life, being warm and dry and out of the rain, and has helped turn his mind to what he might do to help others.

"I'm lucky to have help and good people around me. . .. I'm maybe interested in becoming a volunteer or peer support worker for Housing First, to be able to help out now and then." [93]

For Hinia, having a home has meant she can start addressing the grief of her son's death and work towards regaining custody of her mokopuna.

"It took a lot off my shoulders, now I can start rolling... He's finding me an agency for grief counselling, a Māori agency, and for anger management to deal with [Oranga Tamariki]... The plan is to get my mokos back and keep them in school and see where their lives take them. I've missed them so much... I've seen my moko girl today and big smiles." [94]

[93] Henare, 20 November.

[94] Hinia, 20 November.

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A big smile too from Hinia.

For Michelle, having a home and the support of He Kāinga Ora ki Ōtautahi behind her has meant she's regained a sense of optimism for the future and the strength to rebuild her life and trust others.

"My confidence has built up and I'm stronger to deal with my divorce. . .. I'm not so afraid to move forward in my own future, by myself. I haven't felt so happy for ages, just knowing they're there... My wairua is stronger again. I'm getting to the place where I actually believe people again... The plan is to get myself well – to get into counselling and get this shit packed down and sorted." [95]

For another kaewa, having a nice home that is permanent has meant he's changing his ways to ensure he keeps it and is instead looking towards his future goals.

"In the past I've had lots of people stay in the places I've had, but I don't with this house. I want to keep it because it's a permanent house. It gets lonely but I'm more interested in my future now. I'm minding myself so I can keep my home... I've never been like this before. If I've wanted to go completely mental, I have, and haven't given a fuck... I want to do a social work course but I need to brush myself up and I will do this... It just won't wash if I keep doing the same things, making scenes and doing criminal stuff... I'm starting to think differently. Living on the streets is the uncomfortable comfortable – it's harder but easier, but you get over it. It's about where you come to in your own mind and want to change." [96]

[95] Michelle, 22 November.

[96] Kaewa (anonymous), 20 November.

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Michelle happy in her beautiful home.

For the kaewa new to the programme, she said that getting into a permanent home is the first step in getting her daughter back which is her key goal for the future.

"I want a life away from the booze. My parents did that for me – they stopped drinking when I was a baby. It's time to step up. I'm sick of being 16. I've been 16 for 16 years and I'm sick of that crap. I'm ready for a change and to be a mama at home. If I've got something I can wake up to, I can do it – something other than a bottle." [97]

[97] Kaewa (anonymous), 22 November.

Summary

Those interviewed identified a number of key factors in the success to date of He Kāinga Ora ki Ōtautahi. These included the Housing First model and its principles where kaewa are housed and supported, the dedicated team of kaimahi and the learning environment they work in and the network of relationships that make the model work – those between kaewa and kaimahi, those with property management companies and private landlords, those with some key government and non-government agencies and organisations and with the collaborating organisations involved.

A number of challenges were also identified. These challenges centre on continuing to evolve understandings of and commitment to the Housing First model and its principles – by the collaborating organisations involved, the champions group that supports the programme and by He Kāinga Ora ki Ōtautahi in particular. A key challenge is the limited access to mental health and addiction services.

Those interviewed want to see the Housing First programme continue to develop and strengthen its capacity to support kaewa. For management and kaimahi, they want to see the programme better connected with the health and corrections sectors with accessible, fit-for-purpose alcohol and drug services and trauma counselling for kaewa – and for He Kāinga Ora ki Ōtautahi to make a greater number of houses available to kaewa enrolled on the programme.

Another key goal for management and kaimahi is to build the peer support, community development and social enterprise aspects of He Kāinga Ora ki Ōtautahi and assist kaewa to rebuild their cultural connections. Kaimahi also have plans to continue to build the kaupapa base of the programme and their relationships with property development companies and private landlords – and particularly to source smaller, more suitable homes for kaewa. For kaewa, they want to see the development of a relationship between Housing First and Oranga Tamariki to facilitate the return of tamariki and mokopuna and the development of shared-housing options. Echoing the goals of management and kaimahi, they also want improved access to counselling and for the programme to include or connect them with a greater range of activities to build their self-esteem and social connections.

All those interviewed shared a similar view of success: kaewa housed and engaged in the programme and supported to be well, happy and hopeful for the future. For kaimahi, success also includes building the support and capacity of the agencies and organisations with which they work. For the kaewa themselves, success also includes having the ability to chart their own futures with people around them they can count on to help them realise their goals, big and small.

Appendix A

New Zealand Government