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

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

**Kaupapa inquiry into claims concerning
Housing Policy and Services**

**CROWN BUNDLE OF UPDATED EVIDENTIAL FACT SHEETS FOR ARA POUTAMA
AOTEAROA - DEPARTMENT OF CORRECTIONS**

4 Whiringa-ā-rangi | November 2022

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Waitangi Tribunal

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Ministry of Justice
WELLINGTON

CROWN LAW

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INDEX

ARA POUTAMA AOTEAROA - DEPARTMENT OF CORRECTIONS			
Tab	Document	New/updated	Page
1.	Community Alternatives – Electronic Monitoring (EM) Bail Options for Women	Updated	001
2.	Creating Positive Pathways (CPP)	Updated	006
3.	Employment and Accommodation Services	Updated	014
4.	Enhanced Supported Accommodation and Employment Service (NOW Manaaki Atu – Residential Reintegration Service)	Updated	021
5.	He Kete Oranga o te Mana Wāhine	Updated	027
6.	Hōkai Rangi: Ara Poutama Aotearoa Strategy, 2019-2024	Updated	033
7.	Homelessness Action Plan – Support for Returning Overseas Offenders who are homeless	Updated	041
8.	Housing and Support Services Programme	Updated	047
9.	Out of Gate	Updated	057
10.	Reintegration Services for Returning Offenders	Updated	065
11.	Reintegration Support Services (PARS)	Updated	070
12.	Residential Reintegration Service – CRC Ltd and Salisbury Street Foundation (NOW Residential Reintegration Service – Salisbury Street Foundation)	Updated	074
13.	Support for Women Who Are Leaving Prison Aotearoa New Zealand Homeless Action Plan	Updated	078
14.	Supported Accommodation and Emergency Accommodation	Updated	083
15.	Supported Accommodation for Women – Building Foundations	Updated	090
16.	Tiaki Tangata	Updated	097
17.	Whare Oranga Ake	Updated	104

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UPDATED EVIDENTIAL FACT SHEET
COMMUNITY ALTERNATIVES – ELECTRONIC MONITORING (EM) BAIL OPTIONS FOR
WOMEN
(ARA POUTAMA AOTEAROA - DEPARTMENT OF CORRECTIONS)
4 Whiringa-ā-rangi | November 2022

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1.	Basic information	<p>Title of policy / programme: Community Alternatives – Electronic Monitoring (EM) Bail Options for Women</p> <p>Year introduced: 2016</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <ul style="list-style-type: none"> • Department of Corrections/Ara Poutama Aotearoa • Anglican Action (Hamilton) as service provider <p>High level summary of policy/programme:</p> <p>The Community Alternatives Women’s Electronically Monitored (EM) Bail service provides safe and secure accommodation for women eligible for EM Bail who are unable to nominate an alternative suitable address.</p> <p>Overlapping/Related policies/programmes: N/A</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <ul style="list-style-type: none"> • Ministry of Health • Ministry of Social Development • Ministry of Housing and Urban Development
2.	Aims or Objectives of the Policy / Programme	<p>In December 2016 the female prison population peaked at 695 – 27% being women on remand. Some of these women in prison were eligible for bail but did not have suitable accommodation to remain in the community and thus were remanded in custody.</p> <p>Ara Poutama Aotearoa wanted to secure alternative accommodation options to support women to remain in the</p>

		<p>community on bail.</p> <p>Access to suitable accommodation is the most common barrier to success of female defendants' applications for EM Bail. It is estimated that 60% of eligible female defendants' applications for EM Bail may be impacted as a result of an absence of a suitable address. This means EM Bail has been used by the female remand population significantly less than the male remand population.</p> <p>Providing options and alternatives in the community for women eligible for EM Bail can help reduce the prison population. To address this problem, a dedicated accommodation facility is kept available specifically for this service.</p> <p>Women in this service will have access to support they require which they would otherwise be unable to access if remanded in custody or on standard EM Bail (in which they are bailed to an independent address).</p>
3.	Description of Policy / Programme	<p>The Community Alternatives Women's Electronically Monitored (EM) Bail service provides safe and secure accommodation for up to four women eligible for EM Bail who are unable to nominate an alternative suitable address.</p> <p>Each woman is provided with wrap-around support to access services by an external provider, participate in reintegrative activities such as alcohol/other drug services, mental health services, domestic violence programmes, life skills programmes, and assistance to comply with their bail conditions and attend court hearings. An allocated full-time key worker is assigned to each residence to ensure that clients are able to access and engage with reintegrative services and activities.</p> <p>The service also provides women with the opportunity to be reunited with their children. Women remanded in custody are often separated from their families. This service allows women to return to the community in a safe</p>

		environment and have access to their children (subject to conditions).
4.	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p>Funding was secured through the Justice Sector Fund and Ara Poutama Aotearoa contracted with established service providers to provide this service. Ara Poutama Aotearoa chose these providers as they already had the accommodation required.</p> <p>The service is currently delivered in Hamilton by Anglican Action, a long-standing provider of supported accommodation services to Ara Poutama Aotearoa. Anglican Action has a special interest in the provision of services to women and their children.</p> <p>While Anglican Action is not kaupapa Māori based, the contracts have been renewed in 2020 to ensure alignment with Hōkai Rangi outcomes.</p>
5.	<p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>Service providers make available to participants fully furnished, multi-bedroom stand-alone houses or units that have been pre-approved by Ara Poutama Aotearoa. These properties are available exclusively for participants of the service. The providers deliver support to the participants focusing on immediate needs and daily living requirements. The intensity and nature of this support is typically low-level but responsive to the needs of each participant. Support can be provided up to a maximum of 14 hours per week per participant. The service is delivered in Hamilton.</p>
6.	<p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are</p>	<p>There is monthly reporting by the provider to Ara Poutama Aotearoa as well as an annual report. The provider reports on the participants in the service, their reintegration planning, transitional accommodation options and adherence to the conditions of bail.</p>

	involved in the monitoring of the Programme	
7.	Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims	<p>Women have successfully been housed in the community instead of being remanded in custody because of this service.</p> <p>A brief qualitative evaluation was completed in 2018 and results found that women were very positive about their experience with the service to date. Two women who had been at the house for several months while on remand spoke positively about the experience. Both were grateful for the opportunity to avoid custodial remand which they knew would have been the alternative. Their experiences of the house itself, and of the provider, were generally very positive.</p> <p>A further qualitative evaluation was completed in 2022 by the Research and Analysis team at Ara Poutama Aotearoa.</p>

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**UPDATED EVIDENTIAL FACT SHEET
CREATING POSITIVE PATHWAYS
(ARA POUTAMA AOTEAROA – DEPARTMENT OF CORRECTIONS
AND
TE TŪĀPAPA KURA KĀINGA –
MINISTRY OF HOUSING AND URBAN DEVELOPMENT)
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1.	Basic information	<p>Title of policy / programme: Creating Positive Pathways (CPP)</p> <p>Year introduced: The programme was introduced in April 2017 (and funded from the Budget in 2017). It became operational in 2018. The programme trial will continue over the current financial year 2022/23 with decisions about its future to be taken shortly.</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <p>The Ministry of Social Development (MSD) and Ara Poutama Aotearoa jointly developed the programme. When the Ministry of Housing and Urban Development (HUD) was established in October 2018, responsibility for the programme was transferred from MSD to HUD.</p> <p>HUD manages the accommodation and support contracts as the lead agency and fundholder.</p> <p>High level summary of policy/programme:</p> <p>The CPP programme provides access to stable accommodation through the provision of a social housing placement and Income-Related Rent Subsidy (IRRS) following completion of a reintegration intervention provided by Ara Poutama Aotearoa. Funding has been secured to provide those being supported through this initiative with services to address any ongoing issues that may be contributing to their offending. This support augments the assistance they have received during their time in prison, with a view to improving their longer-term outcomes. The programme is designed to assist people who have been in the care of Ara Poutama Aotearoa for over two years or have had frequent interaction with Ara Poutama Aotearoa.</p> <p>Overlapping/Related policies/programmes:</p> <p>This programme should reduce pressure on other housing support programmes while people supported into CPP may ultimately transition into other public housing or other housing support programmes.</p> <p>People in the CPP programme need to have participated in another reintegration service with Ara Poutama Aotearoa first. There is no overlap between these transitional accommodation services and CPP.</p>
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		<p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>The role of each agency is outlined below:</p> <ul style="list-style-type: none"> • Ara Poutama Aotearoa determines the eligibility and the suitability of each person in its care to participate and refers people to MSD and (if eligible) to the CPP provider for a social housing assessment. • MSD originally received the funding through Budget 2017 (the funding was later transferred to HUD) and co-designed the service with Ara Poutama Aotearoa and providers. MSD completes the social housing assessment as part of the determination for eligibility and ensure people in the care of Ara Poutama Aotearoa receive other financial assistance where eligible. • HUD is the lead agency and fundholder. HUD is responsible for procurement and management of the provider, provision of outcome reporting from the provider to the governance group, relationship management between agencies and the provider and evaluation of the programme. <p>The programme is delivered by contracted service providers.</p>
2.	<p>Aims or Objectives of the Policy / Programme</p>	<p>The Crown recognises that people leaving the care of Ara Poutama Aotearoa can face significant challenges when reintegrating into society (in particular there can be difficulties in attaining/retaining suitable housing). To illustrate this, in 2018 Ara Poutama Aotearoa estimated that 700 prisoners each year are released with an acute and unmet housing need.</p> <p>Service providers find it difficult to secure longer-term housing for people following their completion of a reintegration programme for a number of reasons including housing unaffordability, lack of housing supply or discrimination due to criminal history. CPP aims to improve the longer-term outcomes for participants by providing subsidised housing and other support which should reduce recidivism.</p> <p>The purpose of CPP is to assist participants with the following particular challenges:</p> <ul style="list-style-type: none"> • attaining and retaining suitable housing; • attaining and retaining suitable employment; • accessing education; and

		<ul style="list-style-type: none"> developing pro-social connections in the community. <p>Lack of assistance with any of these challenges can contribute to people experiencing negative outcomes such as unsuitable housing; unemployment/reliance on income support; or reoffending.</p>
3.	<p>Description of Policy / Programme</p>	<p>CPP providers offer subsidised social housing and access to other support for people who:</p> <ul style="list-style-type: none"> have been in the care of Ara Poutama Aotearoa for over two years and have a low-to-medium service need or have had frequent interaction with Ara Poutama Aotearoa; and have completed a reintegration programme provided by Ara Poutama Aotearoa¹ <p>CPP builds on the support participants receive while in prison by helping people access stable accommodation once they leave prison.</p> <p>Other support includes education or training; health services (including alcohol/other drug and mental health services); and reintegration services.</p> <p>More information is available at COR.001.0153.</p>
4.	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p>In 2017 the then Minister for Social Housing requested MSD develop an initiative which would better support people leaving prison into sustainable accommodation. MSD considered options and concluded that the best option was to fund additional placements in housing and employment programmes. The programmes could target a range of different people with different needs who have an unmet housing need.</p> <p>The policy was then designed in consultation with Ara Poutama Aotearoa. In 2017, MSD submitted a budget bid to provide more social housing over a four-year trial period for people who have been in the care of Ara Poutama Aotearoa for over two years or have had frequent interaction with Ara Poutama Aotearoa.</p> <p>In designing the trial, Government took account of lessons learned from other programmes provided by Ara Poutama Aotearoa (noting that this programme provides support for people with more complex needs).</p>

¹ Providers complete an assessment upon referral to identify suitability of programme.

5.	<p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>In 2017, MSD received \$13.098 million for CPP. The funding allowed for the purchase of 250 additional social housing placements and additional support services for released prisoners (with a low to medium service need and an unmet housing need). The funding was for four years (2018-2022).</p> <p>The budget included \$1.752 million for support services (this was increased to \$4.184 million in 2019) and \$11.346m for IRR subsidy costs (this was reduced to \$8.912 million in 2019) over the four-year trial period.</p> <p>The funding was transferred to HUD when it was established in October 2018.</p> <p>125 placements were in Auckland (beginning in 2018) and 125 placements were split between the Northland and Wellington regions (beginning in 2019).</p> <p>Information on the budget for CPP is available in the Treasury document “NZ Treasury Track 1 Submission Template Creating Positive Pathways for People with a Corrections History”: https://www.treasury.govt.nz/sites/default/files/2017-11/b17-3658489.pdf.</p> <p>Ara Poutama Aotearoa and MSD considered the other two locations for the trial period (other than Auckland) using a number of factors such as: the location of prisons (for both men and women); and the number of probation officers and other social services in each area. They came to a decision that Northland and Wellington would be the other two locations for the trial.</p> <p>Government has contracted with the following CPP providers:</p> <ul style="list-style-type: none"> • Auckland: Kāhui Tū Kaha and The Pā Incorporated • Wellington: Emerge Aotearoa Housing Trust • Whāngarei and Dargaville: Kāhui Tū Kaha • Kawakawa, Kaikohe, Paihia and Kerikeri: Ngāti Hine Health Trust
6.	<p>Outline of monitoring and evaluation built into Policy / Programme</p>	<p>CPP will be reviewed over time to provide evidence to support decisions regarding the future of the programme once the trial is completed:</p> <ul style="list-style-type: none"> • A process evaluation was conducted in early 2020 by Malatest. This considered the following questions:

<p>Identify if Māori are involved in the monitoring of the Programme</p>	<ul style="list-style-type: none"> ○ Is the governance and management in place to support effective implementation? ○ How are the components of CPP operating in practice? ○ How is CPP being implemented in Auckland and Wellington? ○ What are any emerging outcomes for clients? ○ What changes need to be made to ensure that the full implementation is effective? <p>The Malatest process evaluation methods report: CPP- Creating Positive Pathways 2020 is available at COR.002.0420.</p> <p>The review was based on evidence gathered from interviews with participants and providers and found that the programme was meeting its objectives, including:</p> <ul style="list-style-type: none"> ● Increase in access to housing (with corresponding increase in wellbeing); ● Decrease in social isolation, stress and likelihood of reoffending; ● The needs of Māori are met as participants said they valued their relationships with support workers and their cultural values were treated with respect; and ● Support workers help participants access and receive services from other organisations (i.e. assistance with work and income). <p>CPP is currently focusing on improving access to housing for participants due to limited housing supply.</p> <p>There have been some problems with CPP implementation which continue to be improved upon as the trial progresses. It can be difficult to:</p> <ul style="list-style-type: none"> ● Identify target participants (based on suitability and eligibility); ● Secure sufficient and appropriately-located accommodation in time for prisoners to be released (or to vacate that accommodation if prisoners are recalled to prison); ● Manage the payment of the IRR (Income Related Rent) subsidy; ● Support participants to remain in their accommodation (as many participants can have challenging needs
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		<p>and behaviours);</p> <p>Identify pathways for transition into more suitable permanent accommodation.</p> <ul style="list-style-type: none"> • HUD is undertaking an internal mid-point review in 2021 to determine whether the policy settings are correct and whether any changes are required to enable the trial to achieve its targeted placements. This work will be undertaken by the Research and Evaluation team within HUD. • A final review of the trial will be undertaken prior to the end of the trial to inform any budget decisions. It is likely this will also be completed by the HUD Research and Evaluation team. • Providers report monthly and quarterly to HUD as part of the monitoring and management of the contract. <ul style="list-style-type: none"> ○ The monthly reports include information such as the number of people who have been referred/accepted/withdrawn from the service in each region. Monthly reports include client level data and service outcome information. ○ The quarterly reports include narratives from the service (e.g. case studies and issues). Quarterly reports are narrative reports which discuss trends, impacts of initiative, what is working well, challenges and success stories.
7.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p>	<p>Results from the CPP trial will inform Government how best to support people with an unmet housing need when they are released from prison. To evaluate the trial, comparisons will be made between the outcomes for people on the trial and for people not on the trial (but who meet the eligibility criteria).</p> <p>There are currently about 237 accepted into the programme by providers:</p> <ul style="list-style-type: none"> • As at May 2022 the provider in Wellington had been referred 104 people; it accepted 87 people; and it has currently housed 87 people. • As at May 2022 the provider in Auckland had been referred 118 people; it accepted 115 people; and it has currently housed 62 people. • As at May 2022, the provider in Whangarei had been referred 32 people; it accepted all of those; and it has currently housed 13 people.

		<ul style="list-style-type: none">• Some people have been referred to other more suitable programmes or have been unwilling to participate in the programme. Participants who have been accepted, but not housed, continue to be engaged by the provider in the CPP programme. <p>The success of CPP is measured progressively through good outcomes for individual participants (i.e. suitable housing; suitable employment; accessing education; and/or developing pro-social connections in the community).</p> <p>The review (as discussed above) and regular reports from providers show that the programme is achieving some success.</p>
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1.	Basic information	<p>Title of policy / programme: Employment and Accommodation Services</p> <p>Year introduced:</p> <p>Goodwood Park (West Auckland) was introduced in 2015.</p> <p>Goodwood Park (Bay of Plenty, Rotorua, Taupō and Tokoroa) was introduced in 2017.</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <ul style="list-style-type: none"> • Department of Corrections / Ara Poutama Aotearoa • Employment and Accommodation Service (Auckland West) is administered by Manaaki Support Services Limited in West Auckland. • Employment and Accommodation Service (Bay of Plenty, Rotorua, Taupō, and Tokoroa) is administered by Goodwood Park Healthcare Group in Bay of Plenty, Rotorua, Taupō, and Tokoroa. <p>High level summary of policy/programme:</p> <p>Ara Poutama Aotearoa has contracts with Manaaki Support Services Limited / Goodwood Park Healthcare Group to provide reintegration support for people who have recently been released from prison. This support includes: assistance finding accommodation and employment; support to re-engage with family/whānau; additional support in budgeting, life skills and literacy; and facilitating access to community health and specialist services.</p> <p>Overlapping/Related policies/programmes: The people who access the services may also register for Kāinga Ora housing options as they look for sustainable accommodation.</p> <p>Other agencies involved in development, implementation, or ongoing administration: N/A</p>
2.	Description of Policy / Programme	<p>Employment and Accommodation Services is designed to support people leaving prison by meeting immediate accommodation needs and providing support to transition into more sustainable long-term accommodation as well as securing sustainable and continuous paid employment.</p>

	<p>It is important that people leaving prison find safe and stable accommodation in order to reduce reoffending and keep communities safe. They also need to have other basic needs met (such as assistance securing employment). This is a core goal of Hōkai Rangi: Ara Poutama Aotearoa Strategy, 2019-2024 (see the Evidential Fact Sheet on Hōkai Rangi: Ara Poutama Aotearoa Strategy, 2019-2024 for more information).</p> <p>Employment and Accommodation Services use a holistic approach, which looks at the client as a whole and incorporates a range of needs including accommodation, employment, reconnecting with whānau, support access community services and cultural needs. Help is provided to participants to achieve the following outcomes:</p> <ul style="list-style-type: none"> • Participants work with the services to develop a comprehensive individual support plan prior to release. • The services provide transitional accommodation immediately upon release. Participants can stay in the transitional accommodation for up to 12 weeks. • The services provide individualised support to each participant. This could include sourcing identification documents, setting up bank accounts and registering with Work and Income. • The services then offer support to transition into more sustainable long-term accommodation and to reconnect with the community. • Additional support is provided in order to help participants secure sustainable and continuous paid employment. <p><i>Accommodation</i></p> <p>For the securing of long-term accommodation, providers work directly with the participants to provide them with support to advocate effectively with private landlords and rental agencies with a focus on skills such as appearance and presentation, communication and compliance with the requirements of the accommodation provider. The service providers also attend property viewings with participants (and help with transportation to property viewings).</p> <p><i>Employment</i></p>
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		<p>For the securing of long-term employment, providers support participants to identify their current qualifications, experiences and skills. Providers assist participants with developing curriculum vitae, preparing for interviews, contacting previous employers to seek references and/or enquiring as to whether a participant can return to a previous workplace. Providers also help participants access further education and vocational opportunities. This information is collated into a useable format.</p> <p>Further support is provided to identify what type of employment participants might be interested in and suited to. This assistance includes: job searches online, contact with agencies and contact with potential employers through word of mouth. The providers have well-established networks with employers in the relevant areas.</p>
3.	Aims or Objectives of the Policy / Programme	<p>Many people who have been released from prison face challenges securing long-term sustainable accommodation and employment. In recognition of this, Employment and Accommodation Services aims to support people leaving prison by meeting immediate accommodation needs and providing support to transition into more sustainable long-term accommodation as well as securing sustainable and continuous paid employment.</p>
4.	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p>An open tender for service providers was made in early 2015 and Goodwood Park Healthcare Group were successful in securing the contract for West Auckland. Goodwood Park Healthcare Group secured a further contract for Bay of Plenty, Rotorua, Taupō, and Tokoroa in 2017.</p> <p>Contracts put in place from 2020 include Te Ao Māori outcomes derived from Hōkai Rangī: Ara Poutama Aotearoa Strategy, 2019-2024, with particular focus on the following outcomes:</p> <ul style="list-style-type: none"> • Humanising and healing: completion of pre-release and a reintegration plan tailored to individual needs; improved Oranga, health and well-being and access to health-related services • Whānau: steps taken to restore relationships with whānau • Incorporating a Te Ao Māori worldview: engagement and reconnection with cultural and spiritual needs • Whakapapa: strengthened positive identity and relationships with marae, whānau, hapū and iwi

		<ul style="list-style-type: none"> Foundations for participation: sustainable employment and education opportunities are assessed; safe, secure and sustainable accommodation is obtained; ensure engagement with community services and reduced recidivism of women.
5.	<p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>Services have been provided by Goodwood Park Healthcare Group since 2015. Services are provided to individuals referred by Ara Poutama Aotearoa who are returning to their community within West Auckland, Bay of Plenty, Rotorua, Taupō, and Tokoroa.</p>
6.	<p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>Goodwood Park Healthcare Group / Manaaki Support Services Limited provides monthly and quarterly reports to Ara Poutama Aotearoa so Ara Poutama Aotearoa can monitor and evaluate the success of the services.</p> <p>The monthly report contains detailed information on the following outcomes:</p> <ul style="list-style-type: none"> the number of comprehensive individual support plans which have been completed prior to release; the number and location of placements into transitional accommodation; participants' progress in settling into transitional accommodation; the improvement in Oranga, health, wellbeing and access to health-related services (if required); the improvement of pro-social connections with local iwi/hapū, family/whānau and community; participants' engagement and reconnection with cultural and spiritual needs (if required); participants' development of essential skills and resources required to live independently;

		<ul style="list-style-type: none"> • the number and location of placements into sustainable employment and/or education and vocational training; and • the number and location of placements into long-term accommodation. <p>The quarterly report contains more qualitative data regarding the services. This includes (but is not limited to):</p> <ul style="list-style-type: none"> • comment on contract performance including links to the pou of Hōkai Rangī performance measures;¹ • any good news stories, incidents, challenges and learnings across the services; • case studies on individual participants; • any emerging trends/patterns; • any issues, learnings and incidents for discussion with Ara Poutama Aotearoa; and • any findings for service improvement and innovation.
7.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p>	<p>In the latest renewal of the contracts in July 2020 with Goodwood Park Healthcare Group, Ara Poutama Aotearoa concluded, following contract monitoring conducted in March 2019, that the accommodation services were well-used and there was a continuing need for the services. Corrections assessed the accommodation services to have achieved some good outcomes of moving clients onto privately rented accommodation (sometimes managed by the provider) and good evidence of assistance to find accommodation, both through search help on the internet and access to Work and Income listings. However, it is of note that not all these attempts at rehousing were successful. Corrections assessed these failings at times to be down to individual circumstances, such as</p>

¹

1. Partnership and leadership
2. Humanising and healing
3. Whānau
4. Incorporating a Te Ao Māori worldview
5. Whakapapa
6. Foundations for participation

		<p>motivation to change and offending history. Importance was also placed on the constraints a four-week time frame can have on securing accommodation.</p> <p>A review from March 2019 of the West Auckland service made the following findings:</p> <ul style="list-style-type: none">• The assistance in securing employment is particularly useful. The service providers and participants regularly find sustainable long-term employment. The service providers offer strong support in obtaining employment.• Assistance in securing accommodation can also be useful but it can be more difficult for participants to obtain sustainable accommodation. The service providers can find it challenging to secure accommodation for participants in a competitive housing market. <p>In 2020, case studies showed that service providers are effective at assisting participants to achieve general reintegrative needs (such as obtaining birth certificates, identification documents, bank accounts and links to other social services).</p> <p>An example of reporting from March 2020 demonstrates that Goodwood Park Healthcare Group assisted seven individuals in obtaining sustainable paid employment for 60 days, 23 were placed in stable accommodation with potential to remain for more than 12 weeks, 28 settled in suitable approved transitional accommodation for up to four weeks and eight were placed in 30 hours per week employment within 30 days of release.</p>
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KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET

**MANAAKI ATU – RESIDENTIAL REINTEGRATION SERVICE (ARA POUTAMA
AOTEAROA – DEPARTMENT OF CORRECTIONS)**

4 Whiringa-ā-nuku | November 2022

CROWN LAW

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1.	Basic information	<p>Title of policy / programme: Manaaki Atu – Residential Reintegration Service (the Manaaki Atu Service)</p> <p>Year introduced: 2018</p> <p>Still current?: Yes</p> <p>Administering agency(ies): Department of Corrections / Ara Poutama Aotearoa</p> <p>High level summary of policy/programme:</p> <p>Anglican Action Mission Trust (Anglican Action) has a contract with Ara Poutama Aotearoa to provide supported accommodation (housing and other support) for offenders with complex needs to help ease their transition back into the community in Hamilton. Accommodation is provided for a minimum period of three months and up to six months.</p> <p>Overlapping/Related policies/programmes:</p> <p>Ara Poutama Aotearoa has five other contracts for the delivery of supported accommodation services in Auckland, Hawkes Bay, Wellington, Christchurch and Dunedin. Supported accommodation is provided by the following groups:</p> <ul style="list-style-type: none"> • in Auckland by Te Pā (formerly Auckland Prisoners’ Aid and Rehabilitation Society); • in Hawkes Bay by the Salvation Army; • in Wellington by the Salvation Army; • in Christchurch by the Salvation Army; and • in Dunedin by Otago Prisoners’ Aid and Rehabilitation Society. <p>Anglican Action also have a Supported Accommodation service in Hamilton. The Manaaki Atu Service has different criteria eligibility criteria from Supported Accommodation.</p> <p>The Manaaki Atu Service also overlaps with the Community Group Housing (CGH) programme run by Kāinga Ora – Homes and Communities (Kāinga Ora).</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p>
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		The CGH unit within Housing New Zealand Corporation (now Kāinga Ora) assisted Ara Poutama Aotearoa with identifying accommodation solutions for offenders that required reintegration support.
2.	Description of Policy / Programme	<p>Ara Poutama Aotearoa was concerned about limited accommodation and support for high risk released prisoners. Consequently, many of these people were being housed long-term in accommodation such as motels. Many of these people were also withdrawn from motel accommodation due to concerns from other residents at that accommodation. This resulted in few available housing options.</p> <p>To address this issue, Ara Poutama Aotearoa decided to contact a service provider to offer accommodation options as part of reintegration programmes. Each region received funding in order for service providers to create a range of accommodation options for high risk released prisoners with high and complex needs.</p> <p>People in prison with identified needs are referred through to the Manaaki Atua Service for consideration. The Manaaki Atua Service is transitional with participants receiving support while they live in the service provider's accommodation for 90 days which can be extended to six months where appropriate. This accommodation is monitored 24 hours a day.</p> <p>While in supported accommodation, participants pay their own rental and living costs.</p> <p>The intensity and nature of the support depends on the needs of each participant but includes:</p> <ul style="list-style-type: none"> • assessing participants' needs before they enter the accommodation; • providing suitable furnished accommodation for up to six months; • helping participants move into alternative accommodation after the first 13 weeks if available; • assisting participants to meet the conditions of their sentence/order; • assisting participants to find employment and/or training to improve access to employment; • assisting participants to develop basic living skills such as: personal finances, shopping for essential items, home organisation and personal/home cleanliness; • creating an environment for change so that participants can adopt self-care principles and change behaviour patterns;

		<ul style="list-style-type: none"> working closely with the staff of Ara Poutama Aotearoa and other government and community agencies to assist with participants’ reintegration. <p>The Manaaki Atu Service is intended to provide a wrap-around case management approach, which means that participants’ individual integration needs are assessed and the team works collaboratively to support participants.</p>
<p>3.</p>	<p>Aims or Objectives of the Policy / Programme</p>	<p>The aim of the programme is to provide accommodation and employment support to individuals transitioning back into the community from prison. The Manaaki Atu Service is designed to equip people with skills and strategies to reintegrate into society and has a focus on training and employment. The programme is available to both short-term and long-term prisoners as well as people serving community sentences who need additional accommodation and employment support.</p>
<p>4.</p>	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p>The Manaaki Atu Service was developed in response to emergency need and following a memorandum of understanding agreed between Ara Poutama Aotearoa and the Ministry of Social Development (MSD) in 2018.</p> <p>In May and June 2017, there were two serious incidents involving recently released prisoners staying in MSD-funded motel accommodation. These incidents raised concerns about the placement of recently released prisoners and the need for better coordination with Ara Poutama Aotearoa in order to manage and mitigate the risks associated with placing high risk, recently released, prisoners in emergency accommodation.</p> <p>Ara Poutama Aotearoa and MSD agreed in the same memorandum of understanding that Ara Poutama Aotearoa would have responsibility for assisting people who are subject to residential and location restrictions (people on parole or subject to extended supervision orders). These people are generally CSOs.</p> <p>Given the limited accommodation options available to people subject to residential and location restrictions, Ara Poutama Aotearoa allocated funding to consider a range of accommodation options to move people out of unsuitable accommodation and into transitional accommodation. This was intended to ensure that both the community is kept safe and the people in the care of Ara Poutama Aotearoa are in suitable housing.</p> <p>Each region (Auckland, Hamilton, Hawkes Bay, Wellington, Christchurch and Dunedin) was allocated funding to find alternative accommodation solutions (particular for CSOs or other high-risk offenders).</p>

		<p>In October 2018 Ara Poutama Aotearoa contracted Anglican Action due to its established presence in Hamilton and its proven experience in supplying accommodation and reintegration services to Ara Poutama Aotearoa through other contracts. Anglican Action was selected to provide the Manaaki Atu Service as other providers in Hamilton did not have the capability and immediate available resources to provide an intensive service of this nature.</p>
5.	<p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>The Community Group Housing (CGH) unit within Housing New Zealand (now Kāinga Ora) assisted Ara Poutama Aotearoa with identifying accommodation solutions for offenders that required reintegration support. CGH offered Ara Poutama Aotearoa a first-choice option on an existing CGH-owned property in Hamilton which incorporated 10 partially self-contained single occupant units.</p> <p>Ara Poutama Aotearoa worked with Anglican Action and Kainga Ora to source a 10-bedroom facility in Hamilton. The facility was however not suitable for Child Sex Offenders (CSOs) due to its proximity to a Scout hall. Ara Poutama Aotearoa opted instead to utilise the facility to house people that had already begun to address their rehabilitative needs and that didn't have offences against children. The aim was that this would then free up space in the already established Supported Accommodation service which could house CSO's.</p>
6.	<p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>Ara Poutama Aotearoa will conduct a monitoring visit at least annually to verify appropriate services are being delivered by the service provider.</p> <p>The research and analysis team within Ara Poutama Aotearoa may undertake further evaluation of the services as required.</p>

7.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p>	<p>In February 2020 the Manaaki Atua Service was evaluated (see COR.002.0882). The evaluation made findings that participants generally achieve long-term sustainable accommodation, employment, and engagement with community support. There was no specific quantitative data but this data will be collected going forward. Of the five residents interviewed during this process, three were in employment. One had secured his job with help from the Manaaki Atua Service staff and the other two were in their pre-prison Release to Work jobs. Of the 23 men who had stayed in the facility at the time of the evaluation, six were still in residence and nine had moved on to other accommodation; three were living with whanau, three in other Anglican Action properties and three to other accommodation. The remaining eight men either left after a short period of time, absconded or had been recalled.</p> <p>However, as the Manaaki Atua Service has only been operational since 2018, it is too early to draw long-term conclusions about its effectiveness with reference to its core objectives.</p>
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I TE TIRITI O WAITANGI
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IN THE MATTER OF the Treaty of Waitangi Act 1975

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UPDATED EVIDENTIAL FACT SHEET
HE KETE ORANGA O TE MANA WĀHINE
(ARA POUTAMA AOTEAROA / DEPARTMENT OF CORRECTIONS)
4 Whiringa-ā-rangi | November 2022

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1.	Basic information	<p>Title of policy / programme: He Kete Oranga o te Mana Wāhine</p> <p>Year introduced: June 2019 (the programme was piloted until June 2022 and is in the process of being renewed for a further two years, with a review after one year)</p> <p>Still current?: Yes</p> <p>Administering agency(ies): Department of Corrections/Ara Poutama Aotearoa contracts with Pathways Trust and Odyssey House Trust to provide the service.</p> <p>High level summary of policy/programme: The programme is intended to provide a women-only residential facility for women on bail or parole with an identified alcohol/other drug issue.</p> <p>Overlapping/Related policies/programmes: The programme reduces immediate pressure on the social housing register. However, women are supported to find more permanent accommodation so they may be placed on the social housing register in the long-term.</p> <p>Other agencies involved in development, implementation, or ongoing administration: Ministry of Health</p>
2.	Aims or Objectives of the Policy / Programme	<p>The programme is intended to provide a women-only residential facility for women on bail or parole with an identified alcohol/other drug issue. Research has shown that women-only programmes are desirable and, in some cases, may be more effective than mixed-gender programmes.</p> <p>The programme aims to achieve the following outcomes:</p> <ul style="list-style-type: none"> • Women who complete the programme will demonstrate reduced rates of reoffending and reimprisonment • Women who complete the programme experience improvement in the areas of substance use, family functioning, mental and physical health, housing (including access to long-term housing) and employment <p>He Kete Oranga o te Mana Wāhine is one of only two women-only residential alcohol and other drug (AOD) programmes available in New Zealand and it is the only one in the South Island.</p>

		<p>Women with complex addiction needs should have access to a residential facility in the South Island.</p>
3.	<p>Description of Policy / Programme</p>	<p>The programme is intended to provide a women-only residential facility for women on bail or parole with an identified alcohol/other drug issue. The service includes an aftercare component in which women are given assistance to find accommodation and employment along with additional support when they are back in the community.</p> <p>Aftercare support services include work placement assistance; workplace support; a continuation of alcohol/other drug support services; accommodation support and the limited provision of safe, warm, dry housing.</p> <p>The programme is based on a modified Therapeutic Community model. It looks specifically at trauma as a primary driver of addiction.</p> <p>The programme is a partnership between Odyssey House Trust, which provides rehabilitation services for alcohol and drugs, and Pathway Trust, which provides reintegration services for released prisoners.</p> <p>It is operated at a retreat in Motukarara, (about half an hour south of Christchurch). The retreat has an 11-bed residential and community facility with two wāhine generally sharing a room. The programme runs for between 16 and 24 weeks depending on participants' needs and has a rolling intake (with new residents arriving as beds become available).</p> <p>The programme accepts applicants directly from prison and consults with them in prison prior to their release. Clients are accepted both pre- and post-sentencing with some being sentenced <u>after</u> completing their stay at the facility.</p> <p>The programme follows a structured timetable to include daily routines, group and individual counselling and structured activities. Staff at the facility are trained to monitor mental health needs and alcohol or drug use. Women are supported to understand their substance use in the context of their psychosocial development. They are supported to develop skills and confidence to provide healthy futures for themselves and their children.</p>

		<p>Engagement with whānau is central to the programme.</p> <p>There are a range of wellbeing and cultural-based activities that are designed to help wāhine learn positive life skills as well as workshops to provide support in areas such parenting, relationships, trauma, abuse, self-esteem, and identity-support.</p> <p>More information is available at COR.001.0132.</p>
4.	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p>The programme was developed in two stages:</p> <p><u>Stage one</u> was the establishment of a pilot providing packages of care for up to 36 placements annually in a residential reintegrative facility that provides alcohol and drug rehabilitation for female bailed defendants and women on parole. The service concept was a collaboration between the High Impact Innovation Programme (HIIP), Odyssey House and Pathway Trust, utilising existing capital resources and expertise. This stage of the project was funded under the Effective Justice Fund (EJF). The initial 12-month pilot's end date was 30 June 2020.</p> <p><u>Stage two</u> was an extension of the pilot for a further two years, to enable a longer evaluation period (2.6 years); this was used to support a baseline agency budget inclusion for Ara Poutama Aotearoa or the Ministry of Health, with an increase in services to provide up to 40 annual placements. This model includes two additional staff to enhance aftercare and transition back into the community. This stage of the project is funded by the Proceeds of Crime Fund and extends the pilot until 30 June 2022.</p> <p>The programme was developed as a justice sector initiative and Ara Poutama Aotearoa consulted extensively with its justice sector partners and the Ministry of Health. Internal department consultation was undertaken, including with the Māori Pathways team.</p> <p>The service provider has started partnering with local mana whenua health service providers. This partnership will strengthen the framework of the programme's service.</p>
5.	<p>Outline of steps taken to implement the Policy /</p>	<p>In March 2020 funding was granted for a further 2 years of the service in Christchurch.</p>

	<p>Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>The stage one pilot for the programme was run between April 2019 and June 2020.</p> <p>The contract is currently being renewed. During this process, Ara Poutama Aotearoa has requested the provider looks into ways of increasing the number of wāhine Māori participating in the programme. The provider, Odyssey House, is now working with a local kaupapa Māori provider to increase their own cultural capability to support this, and the service has begun seeing an increasing number of wāhine Māori enrolments. There will be no change to bed numbers or the operational aspects of the service.</p>
6.	<p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>There are six monthly performance reports scheduled.</p> <p>The reports include information on participants' transition back into the community (whether wāhine have completed the alcohol/other drug treatment programme, aftercare programme, and whether wāhine have remained offence free).</p>
7.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p>	<p>In July 2020 an evaluation of the programme made the following findings:</p> <ul style="list-style-type: none"> • Within the cohort of 20 wāhine, 60% completed the residential programme. Compared with international research, this is a high success rate. • Women who have completed the residential programme and <u>then</u> come up for sentence had been given significant reductions in both sentence length and type over what was initially expected. • Most clients felt they were well prepared to return to the community. • Wāhine show a good understanding of the pressures and stressors that they were likely to face when they returned to the community.

		<ul style="list-style-type: none">• Some clients were uncertain about their accommodation situation in the weeks before leaving He Kete, and some initial accommodation was seen as poor, which was a significant source of stress at a key time.• Some wāhine appear to have had overly high expectations about the level of housing support that He Kete would provide them after release. <p>The programme has, to date, decreased the number of female defendants who return to custody due to breach of bail by having a code of conduct, supportive learning, a safe and calm environment and an emphasis on increasing life skills.</p>
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HŌKAI RANGI: ARA POUTAMA AOTEAROA STRATEGY, 2019-2024 (DEPARTMENT
OF CORRECTIONS/ARA POUTAMA AOTEAROA)

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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1.	Basic information	<p>Title of policy / programme: Hōkai Rangi: Ara Poutama Aotearoa Strategy, 2019-2024 (Hokai Rangi or the Strategy) [COR.001.0036]</p> <p>Year introduced: August 2019</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <p>Department of Corrections / Ara Poutama Aotearoa</p> <p>High level summary of policy/programme:</p> <p>Hōkai Rangi provides Ara Poutama Aotearoa with a strategy to reduce the over-representation of Māori in the corrections system.</p> <p>Overlapping/Related policies/programmes: Ara Poutama Aotearoa is guided by Hōkai Rangi outcomes in all its work as well as its engagement with other government agencies in the housing sector.</p> <p>Other agencies involved in development, implementation, or ongoing administration: N/A</p>
2.	Description of Policy / Programme	<p>Hōkai Rangi is important because, as at 31 January 2021, 52% of the total prison population (or 4,561 people) identified as Māori and 46% (or 13,242 people) who identified as Māori were on community sentences or orders. Māori make up approximately 16.5% of the New Zealand population. Māori also have higher reconviction rates than non-Māori.</p> <p>The purpose of Hōkai Rangi is to provide a strategic approach for Ara Poutama Aotearoa to implement change over five years (2019-2024) to reduce the over-representation of Māori in the corrections system. Since its release in August 2019, Ara Poutama Aotearoa have used the Strategy to guide its housing policies.</p>

		<p>Hōkai Rangi was developed in part to respond to the Waitangi Tribunal’s <i>Tū Mai Te Rangi!</i> Report in 2017 and following the Hāpaitia te Oranga Tangata: Safe and Effective Justice Summit in 2018.¹ The Waitangi Tribunal, in the <i>Tū Mai Te Rangi!</i> Report, noted the success of Ara Poutama Aotearoa in reducing reoffending overall but it was critical of the increasing overrepresentation of Māori among the prison population. The Waitangi Tribunal concluded that Ara Poutama Aotearoa was in breach of the Treaty principles of active protection and equity for the lack of strategic action to focus on Māori.² Hōkai Rangi seeks to address that criticism.</p> <p>Through Hōkai Rangi, Ara Poutama Aotearoa directs its focus on the oranga/wellbeing of people (including people in prison and people serving sentences and orders in the community) and their whānau. For the Māori community in the criminal justice system, Ara Poutama Aotearoa will achieve these objectives by partnering with Māori and developing approaches based on te ao Māori, tikanga Māori and kaupapa Māori.</p>
3.	Aims or Objectives of the Policy / Programme	<p>The goal of Hōkai Rangi is to enable Ara Poutama Aotearoa to:</p> <ul style="list-style-type: none"> • work with justice sector partners (Ministry of Justice and New Zealand Police) to reduce the prison population and improve outcomes; • partner with Māori to design new approaches to reduce the disproportionate representation of Māori in the corrections system; • guide how Ara Poutama Aotearoa works to improve connections with family/whānau and communities; and

¹ The Hāpaitia programme involved a series of hui following which a series of reports were released containing 57 recommendations. Those reports provided a clear message that change was needed in the criminal justice system to reduce harm to victims of crime and people who commit crimes, empower Māori and communities, and take a system-wide approach to transforming the corrections system.

² Waitangi Tribunal *Tū Mai te Rangi! Report on the Crown and Disproportionate Reoffending Rates* (Wai 2540, 2017) at [5.1.2] and [5.3].

		<ul style="list-style-type: none"> • improve the rehabilitation and transition support provided to the people in the care and management of Ara Poutama Aotearoa.
4.	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p><u>Te Poari Hautū Rautaki Māori (the Māori Leadership Board)</u> (chaired by the Chief Executive of Ara Poutama Aotearoa) <u>was involved in the strategy’s development. Between June and September 2018, a subcommittee of Te Poari Hautū Rautaki Māori, including iwi members and members of the Executive Leadership Team of Ara Poutama Aotearoa, was formed to decide on the principles for the strategy, and to progress the engagement planning. The subcommittee put forward a series of recommendations for the full Te Poari Hautū Rautaki Māori, who agreed the strategy should be co-designed through convening an expert reference group of Māori with personal experience of, or knowledge about, the corrections system.</u> Two iwi members of Te Poari Hautū Rautaki Māori also formed a steering group to oversee the strategy’s development, along with the then Acting Chief Executive of Te Arawhiti and two members of the Executive Leadership Team of Ara Poutama Aotearoa.</p> <p>Hōkai Rangi was co-designed with the established Māori reference group that comprised Māori staff and external Māori experts (service providers, academics, iwi partners, community groups and Māori (and their whānau) with lived experience of interaction with Ara Poutama Aotearoa). The reference group decided what would be in the Strategy. Hōkai Rangi was then endorsed and released by the Minister of Corrections on 19 August 2019. Te Poari Hautū Rautaki Māori has agreed the strategy will be the tuakana strategy for Ara Poutama Aotearoa.</p>

5.	<p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>Hōkai Rangi sets out three critical initial steps:</p> <ul style="list-style-type: none"> • co-design with Māori a framework for partnership at key levels of the corrections system; • developing clear and robust measures in partnership with Māori to track progress against outcomes; and • assign and embed accountability and monitoring of achievement against actions. <hr/> <p>This delivery is highly dependent on COVID-19 settings and there are COVID-19 induced delays on delivery across most aspects of this work, with the impacts being felt in several ways including:</p> <ul style="list-style-type: none"> • reduced access to prison and community sites due to COVID-19 Custodial Environments Operating Procedures protocols, • reduced capacity of frontline staff to contribute to, participate in, and implement this work, • some specialised resources have been diverted to COVID-19 work, limiting their availability for progressing work on Hōkai Rangi actions, • reduced ability to engage stakeholders, including those in our care in prisons. <p>The strategic focus of Hōkai Rangi is to deliver long-term embedded change to the corrections system, therefore actions are not being marked as ‘completed’ or ‘closed.’ In many cases, these actions will require an ongoing effort throughout the duration of the strategy and beyond to sustain and embed change.</p> <p><u>Budget</u></p> <p>In regard to resourcing there is no set budget for Hōkai Rangi, instead baseline funding across the organisation has been refocused toward the delivery of the Strategy. In addition, the <i>Māori Pathways Programme</i> received</p>
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		<p>\$98 million in Budget 19 (which was allocated to Ara Poutama Aotearoa, Te Puni Kōkiri and the Ministry of Social Development) to make the corrections system more effective and responsive to Māori.</p> <p>In Budget 21, the <i>Māori Pathways Programme</i> received an additional \$10m (over four years) to undertake a similar approach for women</p> <p><u><i>Māori Pathways Programme</i></u></p> <p>The Māori Pathways Programme is a key part of Hōkai Rangi. It focuses on creating a kaupapa Māori pathway through the corrections system with greater support and connection with whānau. It includes a number of initiatives such as:</p> <ul style="list-style-type: none"> • a co-designed pathway from sentencing through to reintegration providing Māori access to effective rehabilitation and reintegration service in high security environments, access to holistic kaupapa Māori support services that recognise the collective strength and capability of whānau, hapū and iwi. These are being piloted in Northland and Hawkes Bay with tāne Māori, and (more recently) in Christchurch with wāhine Māori. • a multi-agency initiative approach to embedding whānau ora in prisons. This involves navigators to work directly with men at all stages of their journey assisting them to set goals and navigate them to the services and support they need while maintaining the links between whānau members. This service (Paiheretia te Muka Tāngata) has been launched in both Northland and Hawke’s Bay. • the Māori Trauma Informed Support Programme will enable the design, delivery and evaluation of Māori trauma informed services using recent Māori research and evidence to heal the impact of collective intergenerational and historical trauma. This approach is currently being piloted in Hawke’s Bay, with a
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		<p>pilot due to start in Northland later in 2022. A similar approach for women in Christchurch is currently being developed.</p> <ul style="list-style-type: none"> The Māori Pathways Programme project boards are co-governed with iwi partners. Shared decision making with iwi through co-governance has helped build closer relationships, as iwi become part of the decision-making process. This means both partners are more informed of operational constraints and opportunities, ultimately leading to stronger and more trusting partnerships.
6.	<p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>Ara Poutama Aotearoa continues to develop a Hōkai Rangi Measurement Framework to track progress. This framework is being co-designed with Māori. During the 2021/2022 year an initial pilot of a first wave of prioritised measures was undertaken at a small number of prison and Community Corrections sites. The pilot gathered experience and insight data from people in Ara Poutama Aotearoa care and management and Māori partners. Further piloting is planned in 2022/2023 to continue to test, evaluate, and refine measures.</p>
7.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p>	<p>Progress during the first year of Hōkai Rangi has been positive with an emphasis on establishing positive working relationships, developing partnerships, and undertaking significant co-design work with Māori partners.⁴ Quantitative and qualitative data is being gathered through this implementation phase.</p> <p>A tangible example of the implementation of Hōkai Rangi is the redesign of the Out of Gate Services⁵. Prior to June 2020, Ara Poutama Aotearoa redesigned and renewed contracts with providers. As part of the procurement process, providers are now asked to demonstrate how their services align with the six Hōkai Rangi key strategic</p>

⁴ These Māori partners include mana whenua of sites, iwi, whānau and people in the care of Ara Poutama Aotearoa.

⁵ See separate Evidential Fact Sheet.

		<p>areas for change. In the new contracts which were negotiated and commenced on 1 July 2020, measures were incorporated to show progress against the six Hōkai Rangi key strategic areas for change and providers have been asked to report against those outcomes.</p> <p>Ara Poutama Aotearoa are now doing procurement of contracts differently by talking to mana whenua and purchasing services directly from these groups.</p>
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KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET

**HOMELESSNESS ACTION PLAN – SUPPORT FOR RETURNED OVERSEAS OFFENDERS
WHO ARE HOMELESS**

(ARA POUTAMA AOTEAROA - DEPARTMENT OF CORRECTIONS)

4 Whiringa-ā-nuku | November 2022

CROWN LAW

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1.	Basic information	<p>Title of policy / programme: Homelessness Action Plan – Support for returned overseas offenders who are homeless (HAP – ROOs)</p> <p>Year introduced: 2020</p> <p>Still current?: Yes (the service is now operational)</p> <p>Administering agency(ies): Department of Corrections/Ara Poutama Aotearoa and Kāinga Ora – Homes and Communities (the initiative is part of the Homelessness Action Plan led by the Ministry of Housing and Urban Development (see separate evidential fact sheet on the Homelessness Action Plan))</p> <p>This service is provided by:</p> <ul style="list-style-type: none"> • Te Pā • PARS Manawatu • The Salvation Army Trust. <p>High level summary of policy/programme: The initiative has been developed to provide accommodation and support services to returned overseas offenders (ROOs) who are subject to Returning Offender Orders, upon their return to New Zealand.</p> <p>Overlapping/Related policies/programmes: The initiative is a direct action under the Homelessness Action Plan.</p> <p>Other agencies involved in development, implementation, or ongoing administration: Government agencies have collective ownership of, and responsibility for, the implementation of the Homelessness Action Plan. These agencies include the Ministry of Housing and Urban Development, the Ministry of Social Development, Oranga Tamariki, the Ministry of Health, New Zealand Police, Te Puni Kōkiri, the Ministry of Pacific Peoples, and Kāinga Ora – Home and Communities.</p>
2.	Aims or Objectives of the Policy / Programme	<p>There has been an increase in the number of ROOs being deported to New Zealand from Australia. Between January 2015 and January 2020 a total of 1,835 people have been deported from Australia. Of these people:</p> <ul style="list-style-type: none"> • 859 have offended since their return (committing over 5,800 offences, of which 1,100 were for violence,

		<p>1,600 for dishonesty, 840 for drugs and anti-social behaviour, and 84 for sexual offences); and</p> <ul style="list-style-type: none"> • 67 are on the national gang list (which lists people known to be members of gangs). <p>There are several challenges unique to people in the care of Ara Poutama Aotearoa, including ROOs, that can limit access to housing and housing support services. These include stigma and complex histories of offending that mean people can be more vulnerable to further criminal activities in some housing situations. This leads to an increasing reliance on emergency and transitional housing, or people residing in inadequate or inappropriate accommodation that can increase their risk of reoffending.</p> <p>Over time there has been a cumulative impact on the accommodation and support service system in Auckland resulting from ROOs requiring short term accommodation. This has put pressure on already limited resources.</p> <p>Due to the current accommodation shortage in Auckland, coupled with limited funding to support ROOs, it is common for an individual to be moved frequently, sometimes up to five times over a two-week period, which leads to a greater likelihood of reoffending and increasing likely harm to the community. A number of these people will likely spend time in motels.</p> <p>Often ROOs have no family connections in New Zealand or a support network to help them reintegrate. It is not uncommon for people to arrive back in New Zealand at any time of the day or night with no identification, no spare clothing, no money or any other possessions.</p> <p>These people experience a heightened risk of reoffending (with approximately 47% reoffending after returning to New Zealand).</p> <p>There is an opportunity to address the accommodation shortage by redirecting ROOs to other parts of Auckland and other main centres around New Zealand.</p> <p>The anticipated short to medium-term outcomes of this policy are to reduce the:</p> <ul style="list-style-type: none"> • number of high-risk ROOs being homeless when they return to New Zealand; • movement between different accommodation options; • risk of reoffending; and
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		<ul style="list-style-type: none"> • reliance on emergency and transitional housing. <p>Another short to medium-term outcome is to increase the efficiency of Ara Poutama Aotearoa staff.</p> <p>The anticipated long-term outcomes of this policy are:</p> <ul style="list-style-type: none"> • reduced reoffending rates by ROOs; and • safer communities.
3.	Description of Policy / Programme	<p>The initiative accommodates and supports up to forty ROOs with high- and complex-needs by offering stable and safe accommodation upon their return to New Zealand.</p> <p>The funding of \$5.04 million has purchased additional and expanded accommodation and support services for ROOs.</p> <p>The service is located in Auckland, Palmerston North and Christchurch and provides ROOs with:</p> <ul style="list-style-type: none"> • a supported home environment within a community setting for three to six months; • up to 24/7 multi-disciplinary team staffing approach; • development of a comprehensive, individualised and holistic needs assessment in collaboration with residents, their whānau/support network and Ara Poutama Aotearoa staff; • appropriate cultural assessments for residents to be incorporated into the reintegration plan; • Māori and Pacific models of wellbeing, health and community practice including Te Whare Tapa Whā, tikanga-based approaches and Whānau Ora; • links with Māori whānau, hapū, iwi community organisations and Whānau Ora; • a level of intensity of service which gradually reduces as residents build their confidence, skills and capability; and

		<ul style="list-style-type: none"> • support to achieve goals identified in the reintegration plan including supporting ROOs to meet any special conditions.
4.	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p>The initiative is a direct action under the Homelessness Action Plan.</p> <p>Te Pā is the largest provider of the service, and is a kaupapa Māori organisation that operates under a whānau and tangata centric service model. This is reinforced by kaupapa Māori values; manaakitanga, whakapapa, wairuatanga, arohatanga, whanaungatanga and rangatiratanga.</p>
5.	<p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>The initiative is now operating in three locations: Auckland (two houses), Palmerston North, and Christchurch.</p> <p>Te Pā is the largest provider of the service, and is a kaupapa Māori organisation that operates under a whānau and tangata centric service model. This is reinforced by kaupapa Māori values; manaakitanga, whakapapa, wairuatanga, arohatanga, whanaungatanga and rangatiratanga.</p>
6.	<p>Outline of monitoring and evaluation built into Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>The service providers prepare regular reporting that describes the work that has been undertaken with the people using the service along with their progress in achieving the goals that have been identified in individual reintegration plans. This reporting is supplemented with regular in person or video meetings with the provider.</p> <p>When monitoring or completing evaluations of kaupapa Māori services, Ara Poutama Aotearoa seeks support from staff within its Māori Partnerships Team. These staff will often be regionally based and will participate in the evaluation process alongside staff from national office.</p>

7.	Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims	Thirty-six men have received or are receiving support through the initiative since 1 March 2021. Participants can stay in the accommodation for up to 6 months. As at 30 September 2022, twenty four men have completed the service and have all moved into sustainable accommodation.
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BEFORE THE WAITANGI TRIBUNAL

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UPDATED EVIDENTIAL FACT SHEET
HOUSING AND SUPPORT SERVICES PROGRAMME OF WORK
(DEPARTMENT OF CORRECTIONS/ARA POUTAMA AOTEAROA)
4 Whiringa-ā-rangi | November 2022

CROWN LAW

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1.	Basic information	<p>Title of policy / programme: Housing and Support Services Programme (HSS)</p> <p>Year introduced: The Programme was formally established in 2019 following a successful budget bid</p> <p>Still current?: Yes</p> <p>Administering agency(ies): Department of Corrections/Ara Poutama Aotearoa and Kāinga Ora (formerly Housing New Zealand)</p> <p>Ara Poutama Aotearoa received \$57.6m through Budget 18 for the provision of housing with wraparound reintegrative and rehabilitative support services..</p> <p>Kāinga Ora is supporting the programme through the acquisition of houses and properties to support the delivery of these support services in communities.</p> <p>High level summary of policy/programme: Under the Housing and Support Services Programme of work, Ara Poutama Aotearoa sources transitional housing with reintegrative and rehabilitative support services for a range of people without suitable accommodation and community supports. The services are to support residents to access community services, find longer-term accommodation and reintegrate safely into the community. These services are in addition to services that Ara Poutama Aotearoa already delivers across communities across Aotearoa.</p> <p>Overlapping/Related policies/programmes: The programme is interconnected with wider government housing policies and work programmes. Housing people with services provided under this programme can reduce pressure on other transitional housing services. Residents will most likely still be registered on the social housing register as an option for long term accommodation. The initiatives align closely with the values in the Homelessness Action Plan.</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>HUD, MSD and Kāinga Ora (formerly Housing New Zealand) have been involved.</p> <p>Service providers include:</p>
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		<ul style="list-style-type: none"> • Waikato-Tainui • Te Taiwhenua O Heretaunga • Ngati Toa Rangatira and Te Atiawa (joint venture) • Ara Poutama Aotearoa staff • Other NGO service providers e.g. Salvation Army and Te Hā Oranga
2.	Aims or Objectives of the Policy / Programme	<p>The Housing and Support Services Programme is designed to provide additional transitional accommodation with support services to people who are leaving prison or serving community-based sentences and orders e.g. Bail. The aim of the services is to assist residents to address their reintegrative needs, access programmes and services, reconnect with whānau and community, and to source long-term sustainable independent housing.</p> <p>There are a number of initiatives which fall within the work programme which:</p> <ul style="list-style-type: none"> • Provide reintegrative and rehabilitative support and accommodation for people who would be eligible for parole but do not have suitable accommodation to be released to; • Provide accommodation and support to people who would otherwise go to prison because they do not have suitable accommodation; • Work with Māori service providers to support Māori leaving the management of Ara Poutama Aotearoa. (Maori are significantly overrepresented in the justice system); • Provide reintegrative and rehabilitative support and accommodation specifically targeted for the needs of women; and • Provide reintegrative and rehabilitative support and accommodation for people who are high risk or have complex needs under the management of Ara Poutama Aotearoa (such as people who have sexually offended) who have no other accommodation options. <p>Providing transitional accommodation and support for people leaving the care of Ara Poutama Aotearoa will enable some people to remain in the community with support, and for others to transition safely into life in the</p>

		community and reduce recidivism.
3.	Description of the Policy / Programme	<p>Ara Poutama Aotearoa may contract with service providers to provide accommodation and reintegrative and rehabilitative support as part of the programme. The accommodation may be sourced through Kāinga Ora, private landlords or from the providers' own portfolio. In the case of Te Korowai and Tōruatanga, the services are provided on Ara Poutama Aotearoa property .</p> <p>The services are focused on addressing the individual needs of the residents and helping and supporting them in their transitions in the community.</p> <p>The programme aims to provide reintegrative and rehabilitative support alongside accommodation for more than 300 people a year once these newly identified services have been established. Support and accommodation should be available for 209 people by 2023.</p> <p>Budget 18 allocated \$57.6 million in operating funding over four years, and outyears.</p> <p>There are currently four main initiatives as part of the programme:</p> <p><u>a. Te Mauri Paihere ki Mangakootukuku</u></p> <p>Planning commenced in March 2017 following collaboration between relevant agencies and the Office of the Kīngitanga for Kīngi Tūheitia Potatau Te Wherowhero VII. Ara Poutama Aotearoa signed a Kawenata-Accord for Waikato-Tainui to provide the services. In July 2020 Waikato-Tainui and Ara Poutama Aotearoa signed an agreement for the construction. Kāinga Ora will complete resource consent and approval. This housing is expected to become operational in 2022 however there are delays.</p> <p>The housing will hold 47 units, and will provide reintegrative and rehabilitative support for up to 15 wāhine Māori who are managed by Ara Poutama Aotearoa. This includes wrap-around support services¹ developed and delivered within a kaupapa Māori context. The providers also offer reintegration programmes and support for wāhine to reconnect with their tamariki.</p>

¹ This refers to support provided which addresses multiple needs a resident may have (e.g. accommodation, employment, cultural support, treatment for mental health/addiction issues).

	<p>Some examples of the services provided include:</p> <ul style="list-style-type: none"> • Assistance to develop skills, support and strategies for the wāhine to lead independent and productive lives; • Support for the wāhine and their tamariki to successfully transition into the community and contribute positively; and • Support for the wāhine to (re)connect with their iwi, hapū, marae and te ao Māori activities. <p>All wāhine in the service will have an individualised plan with activities to be completed over a period of six to 12 months.</p> <p>The service and providers will also help the wāhine find longer-term tenancies.</p> <p>Waikato-Tainui are expected to remain the kaitiaki for some of the whenua which will ensure environmental areas such as the Mangakotukutoku Stream and native flora and fauna are preserved.</p> <p>The service providers will give quarterly progress reports for each wāhine to Ara Poutama Aotearoa (this is specified in the contract).</p> <p>The housing will be managed under a Community Group Housing model and housing-related payments will be managed by Kāinga Ora and Waikato-Tainui.</p> <p><u>b. Housing on land owned by Corrections (Te Korowai and Tōruatangā)</u></p> <p>The initiative was introduced in 2018.</p> <p>Ara Poutama Aotearoa provides transitional accommodation and support services for high-risk people subject to Extended Supervision Orders (ESOs) who have no other accommodation options. These people often have high and complex needs and can struggle to live independently and safely in the community. An intensive level of support is provided within these services.</p> <p>Some of the benefits of housing people on prison land include: increased public safety in the short term by</p>
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removing high-risk people from the community; helping high-risk people address the challenges they face including finding suitable accommodation in the community; and providing an intermediate step for high-risk people between imprisonment and the community. Case studies have shown that people living in these services have acquired basic self-management skills such as hygiene and cooking which they did not have before.

There are two accommodation services in New Zealand which are staffed by Ara Poutama Aotearoa staff under the Housing and Support Services programme - Te Korowai and Tōruatanga. Both of these services are looking to expand to increase the number of people who are able to reside there.

Te Korowai and Tōruatanga

Te Korowai is within Rimutaka Prison and Tōruatanga is within Christchurch Men's Prison. They provide accommodation and support services for people who have sexually offended and people with other complex needs who have no other accommodation options in the community. Ara Poutama Aotearoa staff provide the services and support the residents to transition safely into the community.

c. Te Waireka

The project was initiated in 2018. It is on a trial for 3.5 years.

Ara Poutama Aotearoa contracted with Ngāti Kahungunu service provider, Te Taiwhenua O Heretaunga (TToH) to provide the service. The service is intended to provide an alternative for wāhine Māori as an alternative to imprisonment. These wāhine will be provided with accommodation and support services in Te Waireka which is located in the Hawkes Bay. The property is currently leased to TToH from Kāinga Ora. It can accommodate 12 wāhine.

The aim of the service is to address the needs of wāhine Māori by establishing a holistic wrap-around service "Māori for Māori wāhine" within a culturally appropriate environment.

d. Tai Aroha, Hamilton

In December 2020, the Tai Aroha programme moved from its current site in Hamilton to an interim site due to safety concerns relating to the building, which led to demolition of the property. The land is owned by Waikato-Tainui and will be leased by Kāinga Ora.

Tai Aroha is a 16-week residential violence-prevention programme that incorporates Waikato-Tainui kawa and mātauranga Māori alongside a Western psychological approach.

Up to ten residents are able to participate in the programme at any one time. They work with psychologists, programme facilitators, support staff, local Ara Poutama Aotearoa staff and each other to address the causes of their offending and build pathways to support a crime-free life. They receive intensive wraparound rehabilitative and reintegrative support and are supported by specialised reintegration staff and a probation officer, with the aim to successfully return to the community.

e. Transitional Housing Project

The project was developed in 2019.

The Transitional Housing Project is a cross-agency project between Ara Poutama Aotearoa and Kāinga Ora. It will provide supported transitional accommodation for people who are serving community-based sentences and orders (including people who have recently been released from prison and who have difficulty accessing accommodation). Ara Poutama Aotearoa and Kāinga Ora are working collaboratively with iwi and Māori social services providers and providers to identify opportunities to repurpose or develop accommodation.

There are two main components:

- Transitional Reintegration Services: Ara Poutama Aotearoa will acquire small properties to accommodate people with high and complex needs who require intensive support. The target is to provide 50 beds nationwide (to be delivered around New Zealand).
- Community Residential Transitional Housing and Services (CRTH): Ara Poutama Aotearoa will acquire further properties to accommodate up to 25 lower risk residents who require reintegrative support. The target is to provide one community home in each of Corrections' four regions (Northern (Northland and Auckland), Central (includes Waikato, Taupo/Rotorua and Bay of Plenty areas), Lower North (wider Wellington, Taranaki, Whanganui, Manawatu, East Coast and Wairarapa areas) and Southern (whole South Island)). The CRTH ultimately aims to provide accommodation for 100 residents.
- Te Whare Whakaruruhau o Raumanuka is a Community Residential Transitional Housing and Service in

		<p>Naenae, Lower Hutt. This iwi led service was opened in June 2022 and is being delivered as part of the Tākai Here Agreement between Ara Poutama Aotearoa and Ngāti Toa and Te Āti Awa.</p> <p>The service provides supported accommodation service for up to 26 men who will have recently left a corrections facility or are serving community-based sentences or orders. The service provides reintegration housing for predominantly men who are from and/or have whānau, hapū or iwi connections to Te Upoko o Te Ika (Wellington Region) or be genuinely looking to reintegrate into the area. Residents agree to abide by the tikanga and kawa of the whare. Most residents will live at the service between six to twelve months, but some may stay for up to eighteen months if they need further support to reintegrate into the community.</p> <p>Each resident develops a Māuri Ora plan that they work through to achieve their aspirations during their time in the whare. This includes support to reconnect with their whānau, iwi and hapū alongside opportunities to meaningfully connect with mātauranga Māori, tikanga and te ao Māori. This plan works in conjunction with their sentence/order objectives and requirements. Residents receive 24-hour onsite support, provided by kaimahi, live-in whare kaitiaki, kaumatua and Whānau Ora navigators. They are supported by Community Corrections staff and the service has dedicated probation officers who support residents and provide a further layer of reintegration support to meet any conditions on their sentences or orders.</p>
4.	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p>Each project under this programme has its own development process (as set out above). Alongside this work, Ara Poutama Aotearoa has established, where appropriate, partnership agreements with relevant iwi. These provide foundations to the work that Ara Poutama Aotearoa is seeking to partner across.</p> <p>In some areas where there is multiple mana whenua, Ara Poutama Aotearoa has worked to engage all iwi to help guide how or whom to engage with. Examples of this are:</p> <ul style="list-style-type: none"> • working with 19 mana whenua representatives through the Kāinga Ora Kaitiaki Forum to discuss the approach for establishing reintegrative and rehabilitative support and accommodation • establishing a partnership agreement with the eight iwi across Te Taihū (the top of the South Island) • working with Tapuika, the hapū and iwi members across Te Puke

		<ul style="list-style-type: none"> • embedding the vision and key guiding principles as set out by Kīngii Tūheitia Potatau Te Wherowhero VII into the overarching framework for Te Mauri Paihere ki Mangakootukutuku. • engaging with Te Runanga o Ngāti Porou to discuss opportunities to partner together across Te Tai Rawhiti.
5.	<p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>Ara Poutama Aotearoa acquired funding in Budget 18 to deliver its own accommodation and reintegrative and rehabilitative support services through contracts with service providers. This is in conjunction with Kāinga Ora receiving capital funding to purchase the homes. On occasion some iwi or some of the service providers have existing property or land that can be utilised for this purpose.</p> <p>Ara Poutama Aotearoa has also engaged with a range of iwi and Māori groups in developing these initiatives in their communities. Ara Poutama Aotearoa currently has projects that engage with iwi or iwi endorsed services to develop programmes across the following projects:</p> <ul style="list-style-type: none"> • Te Mauri Paihere ki Mangakootukutuku, Hamilton – partnership with the Office of the Kiingitanga and Waikato Tainui • Tai Aroha, Hamilton – partnership with Waikato Tainui • Te Whare Whakaruruhau o Raumanuka, Wellington – partnership with Ngati Toa Rangatira and Te Ati Awa • Glenfield, Auckland – partnership with Te Hā Oranga and Ngāti Whatua • Ongoing liaison with the eight iwi across Te Taihū
6.	<p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>Each contract for services has an outcomes framework and reporting schedule within it. Regular contract monitoring visits are undertaken.</p>
7.	<p>Availability of quantitative or</p>	<p>It is still too early to evaluate the success of the programme as a whole because the programme as some</p>

	qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims	accommodation services have yet to become operational.
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OUT OF GATE

(ARA POUTAMA AOTEAROA / DEPARTMENT OF CORRECTIONS)

4 Whiringa-ā-rangi | November 2022

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1.	Basic information	<p>Title of policy / programme: Out of Gate (OOG)</p> <p>Year introduced: The original OOG service was first introduced in November 2013. The redesigned OOG service was rolled out nationally on 1 July 2020.</p> <p>Still current?: Yes</p> <p>Administering agency(ies): Department of Corrections / Ara Poutama Aotearoa</p> <p>High level summary of policy/programme:</p> <p>Ara Poutama Aotearoa contracts with OOG service providers to offer people serving short sentences and people on remand with appropriate reintegrative support including assistance gaining accommodation, employment, education/training and other life skills.</p> <p>Overlapping/Related policies/programmes:</p> <p>OOG is not a housing service but it does support individuals to find suitable accommodation. It overlaps with Employment and Accommodation Services (see separate Evidential Fact Sheet) and Manaaki Atu – Residential Reintegration Service (see separate Evidential Fact Sheet).</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>OOG was redesigned in 2019 and Ara Poutama Aotearoa engaged with the following agencies during this process:</p> <ul style="list-style-type: none"> • Te Puni Kōkiri; • Ministry of Social Development (MSD); • then-current OOG providers; • mana whenua at Spring Hill Corrections Facility (SHCF); • Tangata Whenua Committee (TWC); • frontline Ara Poutama Aotearoa staff; and
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		<ul style="list-style-type: none"> academics and subject matter experts. <p>During the contract procurement phase in 2019, Ara Poutama Aotearoa also engaged with the Ministry of Business, Innovation and Employment (MBIE).</p>
2.	Description of Policy / Programme	<p>OOG is a national programme aimed at supporting people serving short sentences and people on remand (for any length of time) to reintegrate into their community following release. Providers identify basic needs such as accommodation and employment then navigate participants to appropriate community-based support services, such as budgeting groups, drug treatment programmes, housing services, general health services (including for mental health support) and food banks</p> <p>Each service provider engages with participants in prison prior to release and navigates them to the community-based services they require to ensure their reintegrative needs are achieved in a timely way. Providers can support participants and their whānau with the following reintegrative needs:</p> <ul style="list-style-type: none"> Employment: Providers offer advice, support and assistance to address income-related needs and improve employment resilience. Accommodation: Providers offer advice, support and assistance to help participants find permanent sustainable accommodation. Education and training: Providers offer advice, support and assistance to help participants acquire necessary skills and training to find and retain sustainable employment. Oranga/health and wellbeing: Providers offer advice, support and assistance to help participants improve and maintain personal, cultural and spiritual wellbeing. Skills for life: Providers offer advice, support and assistance with basic needs such as having identification documents, opening a bank account, registering for Work and Income and budgeting. Whānau and community support: Providers offer advice, support and assistance to help participants connect to pro-social whānau and community support.

3.	<p>Aims or Objectives of the Policy / Programme</p>	<p>The aim of OOG is to provide people serving short sentences (two years or less) and people on remand with appropriate reintegrative support. People referred to the service and their whānau should have improved wellbeing because they are supported to achieve their reintegrative needs (e.g. accommodation and employment).</p> <p>People serving short sentences account for a large proportion of people in prison and they have a higher rate of reconviction/reimprisonment than people serving long sentences. Research shows that during the first three months following release from prison the risk of reoffending is highest. From those people reimprisoned within 12 months following release about one-third to one-half of those people are reimprisoned within the first three months following release.</p> <p>Therefore, Ara Poutama Aotearoa has identified the need to increase support during the transitional period in order to reduce the likelihood of reoffending and reimprisonment.</p> <p>Reintegration support ultimately aims to reduce reoffending.</p>
4.	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p>In 2013, following research and feedback from several stakeholders, Ara Poutama Aotearoa identified a gap in reintegration services for people serving short sentences.</p> <p>The design and delivery of the original OOG service was jointly developed by Ara Poutama Aotearoa and stakeholders (including service providers and people in the care of Ara Poutama Aotearoa). Initially Ara Poutama Aotearoa considered that supporting people serving short sentences to locate and access post-prison reintegrative services would help Ara Poutama Aotearoa achieve its goal of reducing reoffending by 25% by 2017 (within five years).</p> <p>The original OOG service:</p> <ul style="list-style-type: none"> • was available for individuals serving short sentences and those on remand for 60 days or more; • offered two types of service: <ul style="list-style-type: none"> (a) the Standard Reintegration Service which provided four weeks of post-release support and had 2,000 contact placements per annum; and

		<p>(b) the Enhanced Reintegration Youth Service which provided 12 weeks of post-release support and had 150 placements per annum;</p> <ul style="list-style-type: none"> • offered placements to participants only following referrals from case managers. <p>In early 2018 Ara Poutama Aotearoa decided to re-tender the OOG service because the current contracts were due to expire. This gave Ara Poutama Aotearoa an opportunity to redesign the service to ensure it remained fit for purpose.</p> <p>In 2019 Ara Poutama Aotearoa led a redesign process, which included:</p> <ul style="list-style-type: none"> • a workshop with all then-current OOG providers and Ara Poutama Aotearoa regional frontline staff to collaborate on the new service design and consider improvements; • multiple one-on-one meetings with each OOG provider to discuss new service design options; • a survey being sent to all Ara Poutama Aotearoa regional frontline staff requesting input on their experience with OOG and their view on what improvements could be made (177 responses were received); • consulting with people in its care; • consulting with Te Puni Kōkiri and MSD, mana whenua at SHCF, TWC, as well as academics and subject matter experts from: Queensland Correctional Services, Her Majesty's Prison and Probation Service in London and Victoria University of Wellington. <p>During the redesign process Ara Poutama Aotearoa also considered the Rehabilitation Quotient (RQ) which is conducted annually. The RQ indicates the extent to which reoffending is reduced by comparing rate of reconviction and reimprisonment for individuals who completed a specific rehabilitation programme with the rate of reconviction and reimprisonment for individuals who were not involved in that specific rehabilitation programme over a 12-month period. For example, an RQ of 0.10 indicates that the reconviction rate of people who completed a specific rehabilitation programme is 10% lower than the rate for people who did not complete that programme.</p> <p>Following this process Ara Poutama Aotearoa finalised the redesigned OOG service in late 2019.</p>
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		<p>The OOG service is now strength-based and client-centered, focusing on the individual needs and aspirations of the participants and their whānau. During the redesign process, it was ensured that the service was aligned with Hōkai Rangi: Ara Poutama Aotearoa Strategy, 2019-2024 (see the Evidential Fact Sheet on Hōkai Rangi: Ara Poutama Aotearoa Strategy, 2019-2024)</p> <p>Some main elements of the redesigned service include:</p> <ul style="list-style-type: none"> • There is no longer a distinction between the “standard” and “enhanced” service. Participants released from prison (and their whānau) will be supported with their reintegration needs for up to six months following release from prison. The length and intensity of the service will be determined by each provider based on specific reintegrative needs. • More people are eligible for the service (including those on remand for any length of time rather than just those on remand for more than 30 continuous days). • The National Office for Ara Poutama Aotearoa is no longer required to approve referrals for individuals who have been referred to the service three or more times. Instead, individuals can be referred to the service as many times as needed. • The service includes emergency accommodation options for individuals in need.
5.	<p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>In 2013 Ara Poutama Aotearoa conducted an open tender process to contract a service provider selected five providers across each of the four regions:</p> <ul style="list-style-type: none"> • Manukau Urban Māori Authority Whānau Services (formerly known as National Urban Māori Authority) in the Northern Region; • HealthCare New Zealand in the Lower North Region; • Care New Zealand in the Southern Region; • Goodwood Park Health Limited in the Central Region and • Presbyterian Support Northern/Family Works nationally as a service specifically for women. <p>In October 2013 Ara Poutama Aotearoa received funding of \$5 million for an initial 12-month OOG service.</p>

		<p>In 2014 and 2015 Ara Poutama Aotearoa received additional funding of \$5 million for a further 12-month OOG service in each year.</p> <p>In May 2016 Ara Poutama Aotearoa received baseline funding of \$5 million per annum which will allow the OOG service to continue in future years.</p> <p>In early 2019 Ara Poutama Aotearoa went through the redesign process which involved piloting three redesign options with two of the then-current OOG providers. In July 2019 an open tender process was undertaken and in July 2020 the redesigned OOG service was rolled out nationally in partnership with some new and existing providers, most of which are kaupapa Māori:</p> <ul style="list-style-type: none"> • People at Risk Solutions (PARS) Incorporated (in partnership with Ngāti Hine Health Trust Board, Kāhu Tū Kaha Limited and ProCare Health); • Manaaki Supported Services (who operate under the same umbrella as Goodwood Park Healthcare Group); • Choices: Kahungunu Health Services (a healthcare group which specialises in Māori and Pacific Island women’s and children’s health, working in partnership with Te Rununga o Turangi a Kiwa and Te Runanganui o Ngāti Porou); • HealthCare New Zealand; • Care New Zealand (in partnership with Te Hauora Runanga o Wairarapa Incorporated, Mana o te Tangata Trust and Te Waka Whaiora Trust); and • He Waka Tapu.
6.	<p>Outline of monitoring and evaluation built in to Policy / Programme</p>	<p>When the OOG service was introduced, Ara Poutama Aotearoa said it would use a “real time” evaluation process by carrying out reviews of the service at 6- and 12-month intervals and using tools such as the RQ to measure the effect of the service on reducing reconviction and reimprisonment rates. In 2014 the process included over 100 interviews with a range of participants, Ara Poutama Aotearoa staff and service providers (see COR.002.0955).</p>

	<p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>The evaluation process generally found that the service was being delivered as intended, people in prison were engaging well with the service providers and the process was generally successful in addressing the reintegrative needs of participants.</p> <p>Since the service was introduced, monitoring requirements have been added to the contracts with service providers. Ara Poutama Aotearoa can carry out quarterly evaluations and/or integrity monitoring of the service to support the providers' development/capability and to maintain the integrity of the service. These evaluations can be carried out more regularly if provided for in the service contract.</p> <p>Evaluations and/or integrity monitoring may include (but is not limited to):</p> <ul style="list-style-type: none"> • random sampling of participants' reports and case notes; and • directly observing interactions between the providers and participants. <p>Ara Poutama Aotearoa sends the provider a written report which includes any recommendations to develop their service if required.</p> <p>Providers must also send Ara Poutama Aotearoa a monthly OOG report.</p> <p>Ara Poutama Aotearoa seeks support from staff within its Māori Partnerships Team when completing monitoring or evaluating the programme. These staff will often be regionally based and will participate in the evaluation process alongside staff from national office.</p>
7.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p>	<p>Given that the re-design service was implemented in mid-2020 data is currently being collected.</p> <p>Rehabilitative Quotient results in 2019/20 were positive for the Out of Gate standard service being -5.20 for re-imprisonment and -3.20 for re-sentenced.</p> <p>In 2021/22, 1,425 people were assessed by Out of Gate services, including 821 people who were in prison on remand.</p> <p>There is data showing that in the 2021/2022 /financial year 58.1% of participants identified as Māori.</p>

KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI
BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET
REINTEGRATION SERVICES FOR RETURNING OFFENDERS
(ARA POUTAMA AOTEAROA - DEPARTMENT OF CORRECTIONS)
4 Whiringa-ā-rangi | November 2022

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1.	Basic information	<p>Title of policy / programme: Reintegration Services for Returning Offenders</p> <p>Year introduced: 2017</p> <p>Still current?: Yes</p> <p>Administering agency(ies): Department of Corrections/Ara Poutama Aotearoa</p> <p>Ara Poutama Aotearoa has worked with and provided funding to Te Pā (formerly People at Risks Solutions Incorporated)– Manawatū PARS, Canterbury PARS, Otago PARS, Taranaki PARS, Rotorua PARS and Whanganui PARS who provide the service.</p> <p>High level summary of policy/programme: PARS has been contracted by Ara Poutama Aotearoa to support returning offenders to reintegrate back into the community by providing navigational support around accommodation, employment, health, economic sustainability, whānau relationships, community contribution and cultural connectivity. Te Pā , Manawatū PARS, and Canterbury PARS have also been contracted to provide more intensive services such as supported accommodation.</p> <p>Overlapping/Related policies/programmes: This service complements the initiative under the Homelessness Action Plan – Support for returned offenders who are homeless (see separate evidential fact sheet).</p> <p>Other agencies involved in development, implementation, or ongoing administration: N/A</p>
2.	Aims or Objectives of the Policy / Programme	<p>Returning offenders often face challenges when returning to New Zealand in terms of a lack of social support, accessing accommodation and seeking or obtaining employment. Many of those deported from Australia have spent most of their lives outside of New Zealand and therefore it is common that they have no social or economic links when they return.</p> <p>Returning offenders often struggle to secure accommodation due to having no referees or credit history, increasing the likelihood of recidivism. PARS provides practical advice and support based on individual needs, with some of the agencies also providing options for supported housing, with funding from Ara Poutama Aotearoa, in order to attempt to combat these problems.</p> <p>Providing support to returning offenders will decrease the likelihood of recidivism.</p>

3.	Description of Policy / Programme	<p>PARS are contracted by Ara Poutama Aotearoa to deliver specialist services to prisoners, released prisoners, deportees from overseas, at risk youth, and their whānau with the aim of addressing barriers that prevent reintegration, such as stigma and lack of resources. Their reintegration services include navigational support around accommodation, employment, health, economic sustainability, whānau relationships, community contribution and cultural connectivity. Te Pā, Manawatū PARS and Canterbury PARS also provide more intensive services, some of which include supported accommodation..</p> <p>Te Pā's Annual Report 2019 states that between the years of 2017- 2019, help was provided to 689 deportees immediately upon their arrival to New Zealand.</p>
4.	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p>In response to a change to the Australian immigration legislation and the introduction of the Returning Offender (Management and Information) Act 2015 in New Zealand, Ara Poutama Aotearoa awarded a conditional grant to the Pā in October 2015 to provide a rapid response navigational service to all returning offenders to address their immediate needs (which includes housing, employment, healthcare) on their arrival to the country.</p> <p>The contract for reintegration services with the Pā was granted conditionally as part of a rapid response. Ara Poutama Aotearoa decided that this service would be procured from its current network of providers by taking a direct approach.</p> <p>Two tiers of services were procured. A low intensity navigational service, which is similar to the service introduced 2016 under the conditional grant, will cover all returning offenders. For those who are subject to a Returning Offender Order (ROO)¹, a high intensity service, which includes the provision of supported accommodation for up to two months, will be introduced.</p> <p>In 2021 Ara Poutama Aotearoa expanded the contract coverage to include other PARS societies.</p> <p>Te Pā is the largest provider of the service, and are a kaupapa Māori organisation who operate under a whānau and tangata centric service model. This is reinforced by kaupapa Māori values; manaakitanga, whakapapa, wairuatanga, arohatanga, whanaungatanga and rangatiratanga.</p>

¹ Under the Returning Offenders (Management and Information) Act 2015 eligible individuals returning from an overseas jurisdiction are automatically subject to standard conditions via a Returning Offender Order (ROO). These conditions mirror those in the Parole Act 2002 and Corrections may also apply for special conditions.

5.	<p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>Te Pā has been funded by and working with Ara Poutama Aotearoa as a Supported Accommodation provider since 2006 and has provided reintegration services since 2004. The funding specific to te Pā supporting returning offenders, which included supported accommodation, was agreed in 2016. Funding for the other providers was agreed in 2021.</p> <p>The funding level of the original contracts was projected to cover up to 350 individuals. However, during the COVID-19 lockdown, suspension of deportations created a significant backlog of cases in Australia. Ara Poutama Aotearoa sought extra funding to expand the service contract with PARS to deal with the additional pressure. We now anticipate up to 600 individuals may utilise the service each year.</p> <p>Te Pā is the largest provider of the service, and are a kaupapa Māori organisation who operate under a whānau and tangata centric service model. This is reinforced by kaupapa Māori values; manaakitanga, whakapapa, wairuatanga, arohatanga, whanaungatanga and rangatiratanga.</p>
6.	<p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>The providers have agreed to report to Ara Poutama Aotearoa in the following ways:</p> <p>Te Pā, Manawatu PARS and Canterbury PARS:</p> <ul style="list-style-type: none"> • monthly quantitative data on the number of people accepted to receive intensive support and their outcomes. • quarterly qualitative reporting including good news stories, trends, emerging issues, and case studies. • quarterly governance meetings that focus on areas such as strategic planning, success stories, health and safety, and service outcomes. <p>All other PARS providers:</p> <ul style="list-style-type: none"> • A short written narrative summary of activities completed by PARS is to be provided quarterly to Ara Poutama Aotearoa. • Teleconferences/AVL or face-to-face meetings between PARS and Ara Poutama Aotearoa should be quarterly (or at a time and frequency otherwise agreed) to review progress and identify any unexpected aspects of the work outside the service description.

		<ul style="list-style-type: none"> • Annual summaries of activities with reference to the service description including: evidence of success, evidence of progress towards outcomes, and identification and suggestion of areas for review or amendment. <p>When monitoring or completing evaluations of kaupapa Māori services, Ara Poutama Aotearoa seeks support from staff within its Māori Partnerships Team. These staff will often be regionally based and will participate in the evaluation process alongside staff from national office.</p>
7.	Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims	<p>No research was undertaken to support the development of this service. However, Ara Poutama Aotearoa is aware of a number of challenges unique to people in its care that can limit access to housing and housing support services. The challenges are considered no different for returning offenders.</p> <p>Te Pās website records anecdotal evidence of the ways in which they have supported returning offenders (https://www.tepaa.nz/). One client speaks about how Te Pā staff met him at the airport and provided him motel accommodation for a few nights while they sought permanent housing for himself and his son.</p>

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

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET
REINTEGRATION SUPPORT SERVICES (PARS)
(ARA POUTAMA AOTEAROA - DEPARTMENT OF CORRECTIONS)
4 Whiringa-ā-nuku | November 2022

CROWN LAW

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1.	Basic information	<p>Title of policy / programme: Reintegration Support Services (PARS)</p> <p>Year introduced: 2019</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <p>The programme is administered by Ara Poutama Aotearoa.</p> <p>Prisoners' Aid and Rehabilitation Societies (PARS) providers are based in the following areas: Rotorua, Waikato, Taranaki, Whanganui, Manawatū, Canterbury and Otago.</p> <p>High level summary of policy/programme:</p> <p>PARS are contracted by Ara Poutama Aotearoa to provide navigational services to people preparing for release from prison, people released from prison, and their family and whānau.</p>
2.	Aims or Objectives of the Policy / Programme	<p>To lead a healthy and sustainable life, people in the management and care of Ara Poutama Aotearoa need to have their basic needs met along with the relevant tools for full participation in society. Safe and stable accommodation is crucial to helping people live crime-free and making communities safer. The aim of PARS' work within housing is to provide individuals with assistance to access short term, emergency, and sustainable accommodation.</p> <p>The reintegration support service provided by PARS delivers specialist services to people in prison and people released from prison, with the aim of addressing barriers that prevent reintegration. Barriers include stigma and lack of resources. These barriers lead people who leave prison to struggle to secure sustainable and long-term housing.</p>
3.	Description of Policy / Programme	<p>PARS reintegration services include navigational support around accommodation, employment, education and training, health and wellbeing, skills for life, and family/whānau and community support.</p>

4.	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p>Prior to 2015, Ara Poutama Aotearoa contracted the Prisoner Aid and Rehabilitation Trust (PART) directly to provide reintegration services nationally. Following PART's dissolution in 2014, Ara Poutama Aotearoa supported individual PARS through annual conditional grants. From 1 July 2019, Ara Poutama Aotearoa has entered into contracting arrangements with each PARS.</p>
5.	<p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>Ara Poutama Aotearoa has contracted PARS to provide the reintegration support service in the following areas: Rotorua, Waikato, Taranaki, Whanganui/Turangi, Manawatū, Wellington, Hawke's Bay, Horowhenua, , Canterbury and Otago. For the 2020 and subsequent financial years, a more sustainable funding model than the conditional grant process was introduced, which involves longer-term formal Outcomes Agreements with each PARS. These include clearer accountabilities, outcomes, and funding for a period of five years.</p>
6.	<p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>Each of the eight providers agree to report to Ara Poutama Aotearoa in the following ways:</p> <ul style="list-style-type: none"> • Teleconferences/AVL or face-to-face meetings between PARS and Ara Poutama Aotearoa on a quarterly basis (or at a time and frequency otherwise agreed) to review progress and identify any unexpected aspects of the work outside the service description. • A short written narrative summary of activities completed by PARS is provided to Ara Poutama Aotearoa on the 10th of October, January and April.

		<p>PARS also provides annual summaries of activities to Ara Poutama Aotearoa with reference to the service description including: evidence of success, evidence of progress towards outcomes, and identification and suggestion of areas for review or amendment.</p>
7.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p>	<p>The first year of implementing the new outcome agreements focused on gaining a clearer understanding of each PARS business with each PARS focusing on two to three agreed measures. During the second year, a new reporting approach was introduced to standardise data collection against all outcome measures.</p> <p>For 2021- 2022 (the first year a full set of data is available), PARS collectively achieved the following in respect of meeting identified needs:</p> <ul style="list-style-type: none"> • accommodation: 74% • education and Training: 98% • employment: 62% • Oranga: Health and Wellbeing: 95% • family/Whānau and Community Support: 95% • skills for Life: 95%

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BEFORE THE WAITANGI TRIBUNAL

WAI 2750

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Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET

**RESIDENTIAL REINTEGRATION SERVICE – SALISBURY STREET FOUNDATION
(DEPARTMENT OF CORRECTIONS/ARA POUTAMA AOTEAROA)**

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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1.	Basic information	<p>Title of policy / programme: Residential Reintegration Service – Salisbury Street Foundation</p> <p>Year introduced: 2019</p> <p>Still current?: Yes</p> <p>Administering agency(ies): Ara Poutama Aotearoa contracts Salisbury Street Foundation to deliver the service.</p> <p>High level summary of policy/programme: The service provides accommodation and other reintegration support to high-risk/high-need people leaving prison.</p> <p>Overlapping/Related policies/programmes: The service may reduce pressure on other housing-related programmes.</p> <p>Other agencies involved in development, implementation, or ongoing administration: None</p>
2.	Aims or Objectives of the Policy / Programme	<p>People leaving prison can find it difficult to access long-term housing (particularly if they are high-risk/high-need). People can also face challenges in: obtaining employment; accessing education; and developing pro-social connections. High-risk/high-need people have complex needs and require comprehensive reintegration services.</p> <p>The aim of this service is to provide increased access to housing and other social services which support reintegrative needs.</p>
3.	Description of Policy / Programme	<p>The service provides accommodation and other reintegration support. The facility is located in Christchurch (but people can be referred from other regions).</p> <p>The service has three components:</p> <ol style="list-style-type: none"> 1. Group Reintegration Service provides transitional accommodation and reintegration support for high risk individuals leaving prison, who have complex reintegration needs. This service is typically for people who have served a long period of imprisonment or have shown an inability to remain in the community for long periods of time. Group Reintegration Service is run as a group programme and has been offered by Salisbury Street Foundation for a number of years. It is staffed 24 hours a day.

		<p>2. Individual Reintegration Service provides transitional accommodation and reintegration support including more intensive monitoring. This service would typically be utilised for a higher risk cohort, including people subject to an Extended Supervision Order with Intensive Monitoring. It is staffed 24 hours a day. It can accept urgent placements.</p> <p>3. Aftercare Support Service provides non-residential reintegration support for people who have transitioned to independent accommodation. Salisbury Street Foundation provides those receiving this service with support to address any of their reintegration needs, which could include attending appointments, applying for houses, attending job interviews or with weekly shopping. This is intended as a light touch service, for a couple of hours a week depending on an individual's needs.</p>
4.	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p>In 2019 Ara Poutama Aotearoa established the service to provide comprehensive reintegration support to high-risk/high-need people leaving prison. Ara Poutama Aotearoa decided to contract Salisbury Street Foundation to provide the service because: it has provided multiple services to Ara Poutama Aotearoa for a number of years; and it has significant experience in working with high-risk/high-need people.</p>
5.	<p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>Salisbury Street Foundation has a capacity of 21 beds.</p>

6.	<p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>Salisbury Street Foundation have had a full review of the new contracting approach completed to assess the efficacy of the new contracting approach. This was undertaken with the support of Māori Services and staff from Southern Region. Every six months contract monitoring will be completed, where a small sample of case studies will be completed to ensure that Salisbury Street Foundation is delivering the services as required.</p>
7.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p>	<p>Each month Salisbury Street Foundation submits a report which outlines how the individuals in the programme are progressing against their reintegration needs and goals. As well as this report, they submit an occupancy list which allows Ara Poutama Aotearoa to keep track of bed placements.</p> <p>Since the new contract was implemented, there has been an improvement in outcomes for the people receiving the service with a number of individuals transitioning out of the services into independent accommodation, as well as obtaining employment, reconnecting with whānau and undertaking employment and training to upskill.</p>

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BEFORE THE WAITANGI TRIBUNAL

WAI 2750

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Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET

**SUPPORT FOR WOMEN WHO ARE LEAVING PRISON – AOTEAROA NEW ZEALAND
HOMELESSNESS ACTION PLAN**

(ARA POUTAMA AOTEAROA - DEPARTMENT OF CORRECTIONS)

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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1.	Basic information	<p>Title of policy / programme: Support for Women Who Are Leaving Prison – Aotearoa New Zealand Homelessness Action Plan</p> <p>Year introduced: The programme started in 2014 and it became an initiative as part of the Homelessness Action Plan (HAP) in 2020 (see separate evidential fact sheet on the HAP).</p> <p>Still current?: Yes</p> <p>Administering agency(ies): Department of Corrections/Ara Poutama Aotearoa, Kāinga Ora – Homes and Communities and Reclaim Another Woman (RAW)</p> <p>High level summary of policy/programme: The programme provides funding for RAW which offers an accommodation and reintegration support service to help women transition from prison to the community.</p> <p>Overlapping/Related policies/programmes: This initiative is a direct action under the Homelessness Action Plan. RAW is required to report how the service aligns with Hōkai Rangī (which is strongly aligned with the Māori and Iwi Housing Innovation framework (MAIHI)) (see separate evidential fact sheets on Hōkai Rangī and MAIHI).</p> <p>Other agencies involved in development, implementation, or ongoing administration: N/A</p>
2.	Aims or Objectives of the Policy / Programme	<p>There is a shortage of residential reintegration support services for women leaving prison and RAW aims to fill this gap. RAW offers an alternative to women returning to their pre-prison environments.</p> <p>The intended outcomes of RAW include reducing reliance on emergency accommodation and motels, reducing reoffending, reducing substance abuse and improving wellbeing of the women in the service.</p> <p>A significant proportion of women in the care of Ara Poutama Aotearoa have high and complex needs and entwined histories of severe trauma, mental health issues, substance abuse, unhealthy relationships and poverty, which have contributed to their offending. This often results in women having complex and multi-faceted reintegrative and rehabilitation needs. RAW can address these needs.</p>

3.	Description of Policy / Programme	<p>Ara Poutama Aotearoa provides funding through a conditional grant to support RAW to provide accommodation in the Hamilton and Te Aroha areas. RAW helps women to transition back into a community environment as an alternative to using emergency accommodation and motels.</p> <p>This provides an alternative to using emergency accommodation which has minimal reintegration support. In some cases, without this service, women may have no other housing options.</p> <p>This initiative supports women to build social, communication and life skills. It prepares them for full reintegration into the community.</p> <p>Support includes accommodation, study or employment options as well as assistance to reconnect with children over an extended period. This support is provided by a clinical specialist. Other support includes helping women to access wider social support.</p>
4.	Outline of the process to develop this Policy / Programme Identify how Māori were engaged in the development of the Programme	<p>RAW was established by Annah Stretton and Rebecca Skilton in August 2014. The model for the programme grew out of Annah’s observations that support for women in the Hamilton area did not necessarily provide enough for women to make the necessary changes to turn their lives around. This influenced their decision to establish a residential facility, away from families and familiar environments to provide an alternative for women to returning to their pre-prison anti-social environments.</p> <p>RAW is not a kaupapa Māori service, however the service aims to provide women with a “radically different environment in which to restore mana and this is proving to be the ideal environment for change and inclusive of a Te Ao Māori world view” (Annah Stretton).</p>
5.	Outline of steps taken to implement the Policy / Programme	<p>RAW is a privately funded charity and relies on the generosity of individuals, trusts and private organisations to help fund the programme. RAW has been running independently from a contracted government service since its inception in 2014 and has received conditional grants from Ara Poutama Aotearoa in the past.</p> <p>The RAW Governance Board has committed to the principles of the Treaty of Waitangi and adopted a policy of</p>

	<p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>growing Board leadership to be a minimum 50 percent Māori. It has also appointed a Māori RAW participant as a stakeholder representative on the Board.</p> <p>Under the HAP, the RAW service has been funded to continue operations. This was done following work to develop HAP.¹</p> <p>When the Cabinet Social Committee approved the HAP Phase I (2020-2023) on 11 December 2019, the RAW programme was included as one of the initiatives to be funded under the HAP. (See the separate Evidential Fact Sheet on the HAP.)</p> <p>Corrections has taken responsibility for the development and implementation of this action under the HAP. RAW is funded to provide accommodation with wrap around reintegration support for at least 70 women per annum. These women are transitioning from prison back into the community in Waikato. The budgeted cost for service delivery is \$293,000 per annum.</p>
6.	<p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>RAW is required to report quarterly on how the service aligns with Hōkai Rangī. In particular, this will focus on alignment with the principles of this strategy; connection to whānau and whakapapa and incorporating a Te Ao Māori world view. RAW also reports on the wāhine referred to the service, wāhine who have entered the service and wāhine who have successfully completed the programme.</p> <p>Two RAW reintegration services (He Haumarū and Wāhine Ora Tua Tahī) were evaluated through a Kaupapa Māori Evaluation by Karearea Institute of Change Limited between May and September 2021. A summary of this report was finalised by the Research and Analysis team at Ara Poutama Aotearoa in June 2022.</p>

¹ In 2019, officials from Ministry of Housing and Urban Development carried out regional engagement with iwi and Māori organisations, non-governmental organisations and local authorities. Workshops were held in Northland, Hamilton, Rotorua, Napier/Hastings, Wellington, Auckland (South and Central), Christchurch and Nelson. In-depth interviews were conducted with 19 Māori housing providers across the North Island, and a group of sector experts was convened to provide their views on the plan (Cabinet Paper June 2019). The development of the HAP was also informed by engagement with Māori housing providers, sector experts and peak bodies. Using insights from this engagement, data and national and international research, cross agency working groups (including at the CE and DCE level) met regularly to build consensus on what was needed to address homelessness and to develop advice for Ministers. These groups included representatives from the Ministry of Housing and Urban Development, Ministry of Social Development, Ministry of Health, Te Puni Kōkiri, Ministry for Pacific Peoples, Department of Corrections, New Zealand Police, Oranga Tamariki, Kāinga Ora, Ministry of Education, Department of Prime Minister and Cabinet (DPMC) and Treasury.

7.	Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims	<p>In February 2022, twenty-two women had entered this accommodation service since its establishment. Of the nine women who entered the service in the second year of funding (1 March 2021 – 28 February 2022), eight are Māori and one is NZ European / Pākeha. In the second year of funding, ten women transitioned to independent living, and three women exited the service. Clients' time in the RAW accommodation has ranged from 3 weeks to 7 months.</p>

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

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPADTED EVIDENTIAL FACT SHEET

SUPPORTED ACCOMMODATION AND EMERGENCY ACCOMMODATION
(DEPARTMENT OF CORRECTIONS/ARA POUTAMA AOTEAROA)

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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1.	Basic information	<p>Title of policy / programme: Supported Accommodation and Emergency Accommodation</p> <p>Year introduced: 2006</p> <p>Still current?: The service is still operational. In July 2020 the service (and contracts with service providers) was renewed for a further three years with two one-year options for further renewal.</p> <p>Emergency Accommodation and Supported Accommodation were initially separate services but they have now been merged.</p> <p>Administering agency(ies): Ara Poutama Aotearoa</p> <p>High level summary of policy/programme: The purpose of the service is to provide emergency accommodation and associated support to people serving community-based sentences or orders who are high-risk and/or high-need. Assistance will be provided to help them transition into longer-term accommodation.</p> <p>Overlapping/Related policies/programmes: Some people can go from Supported Accommodation and Emergency Accommodation into the Creating Positive Pathways (CPP) programme (see separate evidential fact sheet on the CPP programme).</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>Ara Poutama Aotearoa contracts with service providers to offer the service including:</p> <ul style="list-style-type: none"> • (Te Pā) • Anglican Action • The Salvation Army • Otago PARS
2.	Aims or Objectives of the Policy / Programme	<p>Many people serving community-based sentences or orders can find it difficult to find long-term accommodation for a number of reasons. For example, some people have limited whānau and wider community support to help them source housing.</p>

		<p>The service aims to support these people by meeting their short-term need for accommodation while providing them support to find long-term housing. This can help meet the reintegrative needs of people using the service.</p>
3.	<p>Description of Policy / Programme</p>	<p>The purpose of the service is to provide emergency accommodation and associated support to people serving community-based sentences or orders who are high-risk and/or high-need. Assistance will be provided to help them transition into longer-term accommodation. The intensity and nature of the support will vary depending on the needs of each person.</p> <p>While people are in the service a case management approach will be used to help participants to meet the objectives of their reintegration plans, to source and maintain long-term accommodation, and support safe reintegration into the community.</p> <p>The intensity and nature of the support will vary depending on the needs of each individual but must include:</p> <ul style="list-style-type: none"> • assisting the individual to meet the conditions of their sentence or parole order; • assisting the individual to develop basic living skills and helping them develop strategies to enable them to source and maintain independent accommodation, for example: personal finances and budgeting; shopping for essential items; home organisation; meal planning and preparation; personal/home cleanliness; understanding tenancy agreements and their rights and responsibilities as tenants; managing job seeking or employment obligations; liaising with appropriate intervention providers; and liaising with community support groups or government agencies; • creating an environment for change so that service users can become self-sufficient; • ensuring individuals are aware of their responsibilities in their plan and are motivated to achieve them; • supporting the individual to remain engaged with the service before and after release; and • assisting and encouraging individuals to source and move into independent long-term accommodation. <p>This includes encouraging individuals to use online resources (e.g. Trade Me), assisting them to attend</p>

		<p>viewings and where necessary removing barriers by sourcing accommodation utilising the providers' own resources. Community probation should work alongside the provider in a timely manner to ensure the properties are suitable.</p> <p>Four service providers are contracted to provide 138 beds. The actual number of beds in each location changes regularly due to lease arrangements. Each provider offers the following number of beds:</p> <ul style="list-style-type: none"> • Te Pā provides 34 beds and covers Auckland, Whangārei and Kaikohe. • Anglican Action provides 19 beds and covers Hamilton. • The Salvation Amy provides 74 beds and covers Palmerston North, Napier, Gisborne, New Plymouth, Wellington, Christchurch and Invercargill. • Otago PARS provides 11 beds and covers Dunedin. <p>In 2020 the service has been used increasingly by child sex offenders as it has suitable properties in the community in which child sex offenders can be housed.</p>
4.	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p>Supported Accommodation was introduced as a pilot in 2006. It was originally designed to support high-risk/high-need people leaving the care of Ara Poutama Aotearoa.</p> <p>The programme was redesigned in 2015, when Supported Accommodation was merged with Emergency Accommodation to form a single contract. As such, participants in each service could access placements in the other service. The service providers were contracted to provide support services to focus on meeting the reintegrative needs of participants.</p> <p>In July 2020 contracts with service providers were renewed. The new contracts require providers to deliver their services guided by Hōkai Rangi values and outcomes (see separate evidential fact sheet on Hōkai Rangi).</p>

		<p>Te Pā is the largest provider of the service, and is kaupapa Māori organisation who operate under a whānau and tangata centric service model. This is reinforced by kaupapa Māori values; manaakitanga, whakapapa, wairuatanga, arohatanga, whanaungatanga and rangatiratanga.</p>
5.	<p>Outline of steps taken to implement the Policy / Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>Ara Poutama Aotearoa has contracted with four service providers to offer 138 beds across New Zealand. Those beds are provided from just under 90 properties.</p> <p>The budget for the Emergency Accommodation and Supported Accommodation services is \$4.75 million per year.</p> <p>Te Pā is the largest provider of the service, and is kaupapa Māori organisation who operate under a whānau and tangata centric service model. This is reinforced by kaupapa Māori values; manaakitanga, whakapapa, wairuatanga, arohatanga, whanaungatanga and rangatiratanga.</p>
6.	<p>Outline of monitoring and evaluation built in to Policy / Programme</p> <p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>Ara Poutama Aotearoa conducts biannual reviews of the facilities. Each biannual review focuses on one or more “steps” of the end-to-end process of service delivery (e.g. referral pathways/processes, reintegration assessments, reintegration planning, service delivery approaches, discharge planning, aftercare, etc.).</p> <p>Ara Poutama Aotearoa also receives monthly statistical reporting and quarterly qualitative reporting from the service providers. The monthly reports include basic service delivery statistics while quarterly reports include analyses of patterns and trends.</p> <p>When monitoring or completing evaluations of kaupapa Māori services, Ara Poutama Aotearoa seeks support from staff within its Māori Partnerships Team. These staff will often be regionally based and will participate in the evaluation process alongside staff from national office.</p>

7.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p>	<p>The monitoring and evaluation show that providers deliver services at a high standard. Service providers understand the needs of different clients and they have formed strong relationships with community partners including local iwi. Some service providers have been using a kaupapa Māori approach to enhance their daily service delivery and they have very strong cultural representation of Māori and Pacific Island people in their staff.</p> <p>For example, Te Pā therapeutic model is informed and underpinned by a kaupapa Māori framework that focuses on and addresses:</p> <ul style="list-style-type: none"> • Tikanga Māori: Māori philosophy, values, knowledge and practices to educate participants about traditional Māori society and restore cultural identity; • Socio-economic disadvantage: Structural response to structural problems (e.g. critical shortage of housing and housing insecurity, unemployment, and low educational attainment); and • Community Justice Approach: Acknowledgment that rehabilitation cannot be an individualistic approach but rather requires a collective response from the community to ensure successful reintegration back into the community. <p>Te Pā has four properties which residents share (ranging from 5-11 bedrooms). These properties all have a Kai Arahi (house parent) who lives on the premises. The provider considers Kai Arahi important to teach the residents about basic skills (e.g. budgeting, cooking, etc.), relationships (dealing with conflict, tolerance for other</p>
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		<p>people), and cultural values (e.g. starting meals with karakia).</p> <p>The latest RQ¹ for people who have used these services is 1% for reimprisonment and 2.5% for reconviction. More research has to be done in order to compare the outcomes for people who have used these services against people who have not used these services.</p>
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¹ The Rehabilitation Quotient (RQ) indicates the extent to which reoffending is reduced by comparing rate of reconviction and reimprisonment for individuals who completed a specific rehabilitation programme with the rate of reconviction and reimprisonment for individuals who were not involved in that specific rehabilitation programme over a 12-month period. For example an RQ of 0.10 indicates that the reconviction rate of people who completed a specific rehabilitation programme is 10% lower than the rate for people who did not complete that programme.

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WAI 2750

IN THE MATTER OF

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AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET
SUPPORTED ACCOMMODATION FOR WOMEN –
BUILDING FOUNDATIONS
(ARA POUTAMA AOTEAROA - DEPARTMENT OF CORRECTIONS)
4 Whiringa-ā-rangi | November 2022

CROWN LAW**TE TARI TURE O TE KARAUNA**

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1.	Basic information	<p>Title of policy / programme: Supported Accommodation for Women – Building Foundations</p> <p>Year introduced: 2016</p> <p>Still current?: Yes</p> <p>Administering agency(ies): Ara Poutama Aotearoa Salvation Army (Auckland, Wellington, Christchurch) Anglican Action (Hamilton)</p> <p>High level summary of policy/programme: Building Foundations is an intensive supported accommodation and reintegration service designed to offer safe and secure accommodation on release from prison, and a wrap-around support service to assist with women’s often complex social needs. The service supports the women to reconnect with and/or gain appropriate access to their children if relevant.</p> <p>Overlapping/Related policies/programmes: There may be a decrease in the number of individuals on the public housing register. However, this impact will likely be minimal as individuals in the service would be registered for rehousing in any event.</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <ul style="list-style-type: none"> • Ministry of Housing and Urban Development/Kainga Ora may be involved in the provision of housing for the service • Ministry of Social Development providing access to services and entitlements
2.	Aims or Objectives of the Policy / Programme	<p>Ara Poutama Aotearoa identified that there was insufficient suitable reintegration services designed to meet the specific needs of women being released from prison. Women being released from prison, or applying for parole prior to their sentence end date, often lacked accommodation and support, or only had access to accommodation and support that was not suitable to support them to be independent and keep them from further offending.</p> <p>Women were able to access supported accommodation through service providers (who have contracts with Ara Poutama Aotearoa). However, women were often reluctant to access these services because they were not</p>

		<p>targeted to meet women's needs and women expressed fear and discomfort with having to take up unisex temporary accommodation.</p> <p>A key barrier identified was not just lack of suitable accommodation, but also a lack of pro-social contact to provide emotional support: there was a lack of people women can talk to about their multitude of challenges and to help them build long-term pro-social links.</p> <p>The needs of women are different to men largely due to the connection back to children and the accommodation requirements to address this connection. Women also require more intensive mentoring support initially and for longer periods of time.</p> <p>The establishment of a reintegration service specifically for women would work towards removing those barriers.</p>
3.	<p>Description of Policy / Programme</p>	<p>Ara Poutama Aotearoa contracts with service providers to offer women three months' accommodation (with potential to extend up to 180 days subject to availability) immediately on release from prison and the service providers will do what they can to meet the needs of the women referred to them. For example, the accommodation will be able to house children living with their mothers, or at the very least be suitable for children to visit their mother.</p> <p>While in the temporary accommodation, the providers will work with the women to source and secure permanent, safe, and suitable accommodation for the women, and their whānau if appropriate. While residing in temporary accommodation, women will receive ongoing support from the service provider as they transition into long-term accommodation for up to 12 months.</p> <p>Additional wrap-around support may include but is not limited to:</p> <ul style="list-style-type: none"> • support to undertake and complete any appropriate rehabilitation; • access to longer term services such as legal, health, mental health, benefit, housing, alcohol and other drug treatment, counselling and trauma support services; • access to treatment and/or treatment maintenance including after care workers and District Health Board Treatments; • living skills courses and support; and

		<ul style="list-style-type: none"> • assistance in building and/or re-establishing relationships with whānau, family and friends. <p>This service seeks to provide opportunities for people returning to the community to access support and opportunities to assist with obtaining education and employment. A key aspect of this service will seek to improve the skills of individuals to ensure they are able to cope with their transition into the community such as access to educational pathways, accessing employment and developing independent living skills.</p> <p>This service will also seek to ensure that an individual's wellbeing is prioritised. Through services such as extensive wrap-around support and alcohol and other drug treatment, it will seek to establish and maintain an individual's wellbeing so they are able to make a lasting contribution, remain in the community and break cycles of reoffending.</p> <p>The service will also promote safer communities for all by helping vulnerable women, at risk of reoffending, to be safely rehoused in the community with their families. The service seeks to break the cycles of reoffending by:</p> <ul style="list-style-type: none"> • prioritising wellbeing, helping vulnerable women, at risk of reoffending, to be safely housed in the community with their families and assisting to eliminate risk of future offending in their families and communities; and • building upon rehabilitation and maintenance programmes started or completed in prison to ensure individuals are able to contribute to society on their return to the community. <p>Supported accommodation beds will contribute to the reduction in the female prison population in the parole-ready space by providing more options for women who have an accommodation need in the community. This, in turn, will provide financial savings on prison beds in the short and long term by providing women with more opportunities to access an earlier parole release.</p>
4.	<p>Outline of the process to develop this Policy / Programme</p> <p>Identify how Māori were engaged in the</p>	<p>In 2016, it was widely recognised that female offenders often present with complex needs and the impact of imprisonment is much greater for them as they are often the primary caregivers of children. Ara Poutama Aotearoa acknowledged that services designed specifically for women needed to reflect the different and complex needs of women.</p> <p>A funding bid was made to secure services that aimed at ensuring women are kept in the community through the provision of this service in Auckland, Hamilton, East Coast and Christchurch.</p>

	development of the Programme	Funding was secured by submitting a bid to the Justice Sector Fund.
5.	Outline of steps taken to implement the Policy / Programme Identify how Māori were engaged in the implementation of the Programme	<p>The services are provided by Salvation Army (Auckland, Wellington, Christchurch) and Anglican Action (Hamilton). The service expanded in 2019, following a renewal of funding through the proceeds of crime fund, to expand volumes and include more intensive support for women, particularly in the mental health and drug and alcohol space.</p> <p>Funding for both the Building Foundations service and the Community Alternatives – EM Bail Option for Women totals \$4.94 million for 2.5 years.</p>
6.	Outline of monitoring and evaluation built in to Policy / Programme Identify if Māori are involved in the monitoring of the Programme	<p>Service providers give a monthly report to Ara Poutama Aotearoa on the following outcomes:</p> <ul style="list-style-type: none"> • completion of reintegration plans; • delivery of any pre-support required; • placements into transitional accommodation; • improved oranga, health, wellbeing and access to health-related services including alcohol/other drug treatment and mental health support (if required); • strengthened pro-social connections with local iwi/hāpu, whānau/family and community; • engagement and reconnection with cultural and spiritual needs (if required); • engagement and completion of reintegrative programmes; • engagement with community services; • development of essential skills and resources acquired to live independently;

		<ul style="list-style-type: none"> • successful placements into sustainable employment or education/training; and • successful housing in safe, secure, and sustainable accommodation. <p>Service providers give a quarterly report to Ara Poutama Aotearoa on qualitative updates regarding the service. This may include, but is not limited to:</p> <ul style="list-style-type: none"> • commentary on contract performance over the last quarter, including links to the pou of Hōkai Rangi performance measures; • news stories across the services; • case studies; • trends/patterns; • any incidents, learnings, and issues for discussion; and • any findings for service improvements and innovation.
7.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p>	<p>An evaluation into the service was conducted in 2018. Women placed in the service expressed positive views about the opportunity afforded them, in particular the fact that they had somewhere suitable to live. Those interviewed felt that they were making positive progress with their lives and appreciated the level of support and care that they had received. Feedback from the service providers regarded the service as a good fit for the needs of the majority of the women they were referred. The evaluation concluded the service was “meeting a real need” with the majority of women responding well to the service.</p> <p>Contract monitoring was also carried out in November 2018 which concluded that the service was fit for purpose and achieving successful outcomes including rehousing, reconnecting with whānau and accessing employment and education opportunities. The monitoring visit included a desktop review of reintegration planning and case notes, outcomes achieved and interviews with provider and Corrections’ staff and participants in the service.</p>

		<p>A Supported Accommodation Services Rehabilitation Quotient analysis¹ indicated an 8.9 percentage point reduction rate for reconviction.</p> <p>Evaluation of the renewed contracts (from June 2019) was undertaken by the research team at Ara Poutama Aotearoa in April 2022 to assess alignment with Hōkai Rangi outcomes.</p>
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¹ The Rehabilitation Quotient (RQ) measures the impact of the rehabilitative programmes, through comparing the rates of reconviction and reimprisonment among ‘treated’ offenders (who completed a rehabilitative intervention) with the rates among ‘untreated’ offenders (offenders who are matched based on a range of risk-related factors, but who had no involvement in that specific programme). This is reported on an annual basis and addressed in the Annual Report for Ara Poutama Aotearoa.

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EVIDENTIAL FACT SHEET

TIAKI TANGATA

(DEPARTMENT OF CORRECTIONS/ARA POUTAMA AOTEAROA)

4 Whiringa-ā-rangi | November 2022

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1.	Basic information	<p>Title of policy / programme / service: Tiaki Tangata</p> <p>Year introduced: 2015 (The service grew out of the Kaitiaki services (in which mana whenua were kaitiaki of the four new regional corrections facilities) which began in the early 2000s.)</p> <p>Still current?: Yes</p> <p>Administering agency(ies): Department of Corrections / Ara Poutama Aotearoa</p> <p>High level summary of policy/programme / service:</p> <p>Tiaki Tangata provides a wrap-around case management service to support long-serving Māori prisoners to reintegrate into the community. It is delivered by five providers who are contracted to deliver individualised support to participants. They help the participants to develop a comprehensive pre-release assessment and reintegration plan. The providers also help people after they are released from prison to find accommodation and employment, and to connect with iwi, hapū, whānau and other support people.</p> <p>Overlapping/Related policies/programmes / services:</p> <p>This service is similar to other supported accommodation and employment and accommodation services which Ara Poutama Aotearoa contracts around the country. However, it is the only post-release service designed specifically for participants who identify as Māori and is delivered by Māori service providers.</p> <p>Providers involved in development, implementation, or ongoing administration:</p> <ul style="list-style-type: none"> • National Urban Māori Authority (NUMA) (now known as MUMA Whanau Services Ltd) for the Northern Region (Whangarei and South Auckland) • WERA Aotearoa Charitable Trust for the Central Region (Rotorua and Tokoroa) • Te Runanga O Nga Maata Waka for the Southern Region (Christchurch and Invercargill) • Orongomai Marae for the Lower North Region (Wellington and Hutt Valley) • Te Ikaroa Rangitahi Social Services for the Lower North Region (Hastings)
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2.	Description of Policy / Programme / Service	<p>Tiaki Tangata is a whānau-centric¹ wrap-around² case management service. It is delivered by five service providers across Aotearoa who identify as Māori.</p> <p>The service supports Māori being released from prison to successfully transition back into communities. The service is tailored to the individual circumstances and needs of people using it and it is inclusive of the needs of their whānau/family, where relevant, to ensure holistic wrap-around support is provided.</p> <p>The service works with people prior to, during, and after their release using a co-ordinated and collaborative case management approach. The service providers aim to place people into employment as part of this service. The providers also offer support to help people find training for employment if required.</p> <p>Tiaki Tangata provides support through a kaupapa Māori approach which has proven to be effective. The service is delivered by Māori providers who operate in a kaupapa Māori environment (e.g. each new resident is welcomed with a pōwhiri, the residents practice karakia for meals, the residents practice pepeha for introductions and house meetings, etc.).</p> <p>The providers also support each individual on the service to reconnect with their Māori ancestry.</p> <p>The Tiaki Tangata service currently provides 22 transitional accommodation places across the country accompanied by a wrap-around support service.</p> <p>Tiaki Tangata has a budget of \$1.572 million per annum.</p>
3.	Aims or Objectives of the Policy / Programme / Service	<p>Māori are over-represented at every stage of the corrections system including imprisonment and reoffending.</p> <p>People who are released from prison face problems securing accommodation and employment and many also need to develop basic skills to live in society outside prison (such as literacy/numeracy and other living skills).</p> <p>Tiaki Tangata aims to support people to reintegrate following release from prison in a culturally appropriate way. This will reduce reoffending leading to less reimprisonment and improved public safety.</p>

¹ The service provider will work with the whānau in addition to the individual using the service.

² The service targets more than one area of an individual's life (e.g. employment, oranga / wellbeing, whānau, etc.).

		<p>Research shows that people released from prison are less likely to reoffend when they have a place to live and stable employment as well as positive relationships within a support network. Tiaki Tangata seeks to support people to settle into their communities successfully which will reduce their likelihood of reoffending.</p>
4.	<p>Outline of the process to develop this Policy / Programme / Service</p> <p>Identify how Māori were engaged in the development of the Programme</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>In the early 2000s, four new corrections facilities were commissioned in Northland, Auckland, North Waikato and Otago. As part of the commissioning process, four hapū local to these prison sites (Ngāti Rangī, Te Akitai Waiohua, Ngāti Naho, Te Runaka O Otakou) were engaged to support the Resource Management Act (RMA) process and Environment Court proceedings.</p> <p>Memoranda of partnerships were established between the four hapū and Ara Poutama Aotearoa to ensure there was an ongoing relationship between the parties for activities on the sites, both during the build and once the facilities started operating. These memoranda of partnerships focused on the ability of those hāpu to exercise rangatiratanga in matters of tikanga, the selection and appointment of key positions within the facility, and to take an active role with prison management in regard to activities on the site.</p> <p>An agreement to provide services was then established for each hāpu as a way of assisting them to build capacity and capability within each hapū. The objective was to achieve a bigger contribution from them to assist in the reduction of reoffending and increase in the reintegration of Māori.</p> <p>Each hapū mandated an arm that would take responsibility for the service contract and uphold the memoranda of partnerships. The groups that received those mandates were:</p> <ul style="list-style-type: none"> • Ngāti Rangī Development Society Incorporated (Ngāti Rangī) • Puukaki ki te Aakitai (Aakitai Waiohua) • Ngāti Naho Kaitiaki Society Incorporated (Ngāti Naho) • A3 Kaitiaki (Te Runaka O Otakou) <p>A change in the Government rules of sourcing in 2011 meant that all contracts over \$100,000 would need to be tendered and this included the service contracts that were held by these hāpu groups.</p>

		<p>In November 2011 Ara Poutama Aotearoa worked to clarify the contracts and provide a standardised reporting framework as well as a set of measurable key performance indicators (KPIs) that focused on providing support to prisoners who would be reintegrating into local communities.</p> <p>The resulting contracts were called “Tiaki Tangata”. Each hāpu group was consulted and involved in the design and development of the contracts. The contracts were extended for one year and providers were given a two-year period to provide the services before Ara Poutama Aotearoa as required to put the contracts up for tender.</p> <p>In 2012 Ara Poutama Aotearoa began a change process in response to the new requirement to openly tender for the services through engaging with the providers currently delivering Tiaki Tangata services. Monthly operational meetings and special meetings were held, including a “provider day”, explaining the change in service delivery focus and the plan moving forward.</p> <p>In November 2014 a process was initiated to tender the contracts. From this tender process, Ara Poutama Aotearoa contracted with five providers to deliver the service across the four regions:</p> <ul style="list-style-type: none"> • Northern Region (MUMA Whānau Services Limited) • Central Region (WERA) • Southern Region (Te Runanga o Ngā Maata Waka) • Lower North Region (Te Ikaroa Rangatahi in Hawkes Bay) • Lower North Region (Orongomai Marae in Wellington) <p>In December 2018 a review of the service design revealed that, while some aspects worked well, the then current model was not an accurate reflection of a Māori wrap-around reintegration service as intended by both Ara Poutama Aotearoa and the providers. The service appeared to be more like a supported accommodation service as opposed to a Māori wrap-around reintegration service.</p> <p>In 2020 the service was completely redesigned. The service has evolved into a more intensive transitional accommodation service using kaupapa Māori approaches.</p>
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		<p>Ara Poutama Aotearoa introduced six values under which the service will operate:</p> <ul style="list-style-type: none"> • Rangatiratanga, • Manaakitanga, • Tiakitanga, • Whakapapa, • Hononga and • Wairuatanga <p>(see COR.002.0332).</p> <p>Ara Poutama Aotearoa engages with kaupapa Māori providers to plan or deliver adaptations to the programme design, and whenever contracts are renewed.</p>
5.	<p>Outline of monitoring and evaluation built in to Policy / Programme / Service</p> <p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>The following mechanisms are used to monitor and evaluate Tiaki Tangata:</p> <ul style="list-style-type: none"> • Ara Poutama Aotearoa visits the facilities at least annually to monitor and verify the services delivered (and the quality of those services). • Providers produce a monthly progress report for each participant and submit it to Ara Poutama Aotearoa. <p>In November 2019, a survey was conducted with people who had participated in the service. Findings from that survey include:</p> <ul style="list-style-type: none"> • Participants felt strongly that the reintegration worker treated them with respect, listened to them and understood what help they needed. • Participants strongly agreed that the reintegration worker had connected them with their whakapapa and overall the service met their cultural needs.

		<p>When monitoring or completing evaluations of kaupapa Māori services, Ara Poutama Aotearoa seeks support from staff within its Māori Partnerships Team. These staff will often be regionally based and will participate in the evaluation process alongside staff from National Office.</p>
6.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme / Service to achieve its stated aims</p>	<p>Ara Poutama Aotearoa is not aware of any research or data used to support the development of the service. However, hapū acknowledged they could play a critical role in supporting the efforts of Ara Poutama Aotearoa to reduce reoffending and support reintegration of people leaving prison (particularly Māori).</p> <p>Participants have been supported to find employment and find/retain accommodation once leaving the reintegration service.</p> <p>The service outcomes of Tiaki Tangata are to increase participants' level of self-reliance, community support networks and develop and practise pro-social behaviour. Participants will have addressed the reintegration needs that have been identified during the initial period of transition.</p> <p>464 people received a Tiaki Tangata service between 1 July 2017 and 30 June 2021.</p>

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

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET

WHARE ORANGA AKE

(DEPARTMENT OF CORRECTIONS/ARA POUTAMA AOTEAROA)

4 Whiringa-ā-rangi | November 2022

CROWN LAW

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1.	Basic information	<p>Title of policy / programme / service: Whare Oranga Ake</p> <p>Year introduced: 2011</p> <p>Still current?: The service is running at Hawkes Bay Regional Prison, but is no longer operational at Spring Hill Corrections Facility.</p> <p>Administering agency(ies):</p> <p>Department of Corrections / Ara Poutama Aotearoa</p> <p>The service is delivered by Choices Kahungunu Health Service (at Hawkes Bay Regional Prison) and previously Raukura Hauora o Tainui (at Spring Hill Corrections Facility).¹</p> <p>High level summary of policy/programme / service:</p> <p>Whare Oranga Ake is a service designed to help people in prison prepare for life outside of prison by finding accommodation and employment as well as building support networks with community groups.</p> <p>Overlapping/Related policies/programmes / services:</p> <p>Whare Oranga Ake forms part of the new Māori pathways initiative between Ara Poutama Aotearoa and Te Puni Kōkiri to better support Māori through the corrections system.²</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <ul style="list-style-type: none"> • Te Puni Kōkiri
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¹ The service only operates at these two prisons because the service operates out of a stand-alone physical unit. For the service to be expanded to other prisons new buildings would need to be constructed.

² The new Māori pathways initiative is a service that supports Māori through the corrections system more effectively using kaupapa Māori and whānau-centred approaches (both while people are in custody and when they are coming out of prison). The initiative is not focused on reintegration and housing so no evidential fact sheet has been provided.

		<ul style="list-style-type: none"> • Treasury • Department of Prime Minister and Cabinet • Public Service Commission (formerly State Services Commission) • Ngāti Poporo • Ngāti Nāho
2.	Description of Policy / Programme / Service	<p>Whare Oranga Ake is a one 24-bed unit at Hawke’s Bay Regional Prison. The 16-bed unit at Spring Hill Corrections Facility is no longer operational. While Ara Poutama Aotearoa provides security for the whare, the management and day-to-day operation is contracted to local service providers.</p> <p>Whare Oranga Ake creates a kaupapa Māori environment to help people in prison find a place to live, train for employment and find work after they are released from prison as well as form support networks with iwi, hapū and community organisations while strengthening their cultural identity.</p> <p>These services are delivered by Māori providers who support each individual on the service to reconnect with their Māori culture. The provider works with each individual on their identity. There is a pre-assessment when participants first arrive to assess how much they know about their whānau and their whakapapa. Based on that, the provider will try and reconnect them with their whānau and help them to learn about their ancestry and Māori culture (karakia, kawa, tikanga, etc.).</p> <p>Whare Oranga Ake are designed to help prisoners train for employment; find sustainable employment and accommodation on release; and form supportive networks with iwi, hapu and community organisations. While other services have reintegrative aims, the whare are intended to be distinct in three respects:</p> <ul style="list-style-type: none"> • The activities and overall running of the unit is underpinned by a kaupapa Māori environment. Māori practices and values are integral in the day to day life of prisoners in the unit. • The emphasis on reintegration involves education, training and employment, and taking the residents

		<p>into the community to establish positive connections.</p> <ul style="list-style-type: none"> • An iwi-based Māori community service provider leads the services delivered in the community. <p>The Whare Oranga Ake are located outside the secure perimeter of the prison. Only prisoners with a minimum-security classification, and between three and six months left on their sentence of imprisonment, are eligible for placement.</p> <p>The whare are similar to external self-care units, but with communal rooms. Prisoners do their own shopping, cooking and housework. Temporary releases during the day are encouraged to allow participants to seek or take up employment. During day releases, participants also seek post-release accommodation and take part in other activities to enable their successful reintegration.</p> <p>Prisoners from other prisons who intend to reintegrate into the Hawke’s Bay or Waikato communities may be referred to participate in the service.</p> <p>An example of the service in action is Choices Kahungunu Health Services, which supports men and their whānau to develop reintegration plans with community-based activities. This could be the ‘multi-licence activities’ where the service provider assists men with driving lessons, shopping sessions and banking appointments. This enables the men to achieve milestones they have identified on their individual reintegration plans.</p> <p>Further information on the service is available at COR.001.0108 and COR.002.1841.</p>
3.	Aims or Objectives of the Policy / Programme / Service	<p>Māori are over-represented at every stage of the corrections system including imprisonment and reoffending.</p> <p>People who are released from prison face problems securing accommodation and employment and many also need to develop basic skills to live in society outside prison (such as literacy/numeracy and other living skills).</p> <p>Whare Oranga Ake aims to support people to reintegrate following release from prison in a culturally appropriate way. This will reduce reoffending leading to less reimprisonment and improved public safety.</p> <p>Research shows that people released from prison are less likely to reoffend when they have a place to live and</p>

		stable employment as well as positive relationships within a support network. Whare Oranga Ake seeks to support people to settle into their communities successfully which will reduce their likelihood of reoffending.
4.	<p>Outline of the process to develop this Policy / Programme / Service</p> <p>Identify how Māori were engaged in the development of the Programme</p>	<p>Ara Poutama Aotearoa evaluated services for Māori in prison. The conclusion was that a kaupapa Māori approach to reintegration can help to strengthen the cultural identity of Māori and it can motivate people to address the factors which contribute to their offending.</p> <p>This research led the Minister of Corrections and the Associate Minister of Corrections, in May 2010, to announce Whare Oranga Ake, which would focus on assisting people to successfully reintegrate from prison using kaupapa Māori values and principles.</p> <p>Iwi or iwi endorsed providers were part of a collaborative approach taken to the programme design and contract creation. Hapū at each prison site were included in the programme creation as mana whenua.</p>
5.	<p>Outline of steps taken to implement the Policy / Programme / Service</p> <p>Identify how Māori were engaged in the implementation of the Programme</p>	<p>In March 2011 a contract for the delivery of Whare Oranga Ake at Springhill Corrections Facility was signed between Ara Poutama Aotearoa and the then service provider, Raukura Waikato Social Services. At Hawkes Bay prison, the service is provided by Choices Kahungunu Health Services.</p> <p>It was agreed that service providers would co-design the service with Ara Poutama Aotearoa, ensuring a focus on kaupapa Māori approaches.</p> <p>Ara Poutama Aotearoa (in consultation with Te Puni Kōkiri) then nominated 12 Māori service providers across both Hawkes Bay Prison and Springhill Corrections Facility to participate in the procurement process based on their experience, capacity and capability to deliver community-based reintegration services to Māori.</p> <p>In June 2015 the contract with Raukura Waikato Social Services ended. In 2017 there was an open tender for services and Choices Kahungunu Health Services and Raukura Hauora o Tainui were contracted to continue delivering the service.</p> <p>Iwi or iwi endorsed providers were part of a collaborative approach taken to the initial implementation of the programme. Kaupapa Māori providers continue to be involved in the delivery of the programme.</p>

6.	<p>Outline of monitoring and evaluation built in to Policy / Programme / Service</p> <p>Identify if Māori are involved in the monitoring of the Programme</p>	<p>Each service contract requires regular reporting. However, part of the approach to the partnership with the service providers is that there is a level of trust between partners so any evaluation and oversight is generally limited to what is agreed to in the contract.</p> <p>The providers are contractually obligated to provide monthly progress reports, quarterly statistical reports and annual summary reports.</p> <p>When monitoring or completing evaluations of kaupapa Māori services, Ara Poutama Aotearoa seeks support from staff within its Māori Partnerships Team. These staff will often be regionally based and will participate in the evaluation process alongside staff from national office.</p>
7.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme / Service to achieve its stated aims</p>	<p>An evaluation of kaupapa Māori based services found that they were effective for Māori. Other research indicates that people released from prison are less likely to reoffend when they have a place to live, are in stable employment and enjoy positive relationships within a support network.</p> <p>The September 2020 monthly progress report indicated that 100% of the participants in the service had contact with whānau, were released to approved accommodation and had community supports in place. 85% of the same participants had been released from the service with permanent employment.</p>