

Community Renewal Programme: Evaluation 2006 / 2007

Phase 3: Future Directions Study

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May 2007

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Executive Summary

The Community Renewal Programme aims to improve the economic, social and physical environment in areas with a high deprivation index ranking, and where Housing New Zealand has a high concentration of properties. Housing New Zealand commissioned a three-phase evaluation to identify the achievements of the Programme and ways to increase the effectiveness of the Programme outcomes.

An Outcomes Evaluation of the Community Renewal Programme, including a feasibility study for it, was undertaken from 2005 to 2006. The evaluation found that the Programme was moving towards achieving all the outcomes to some degree and was demonstrating examples of 'best practice'.

The Future Directions Study is the final phase in the evaluation process. The purpose of this Study is to make recommendations for the future development of the Programme, to ensure achievements to date are strengthened and continue. The study also identifies specific elements of Community Renewal which could be improved to increase the Programme's effectiveness. The recommendations are based on the views of Housing New Zealand staff, information gathered over an extensive two year consultation process, the knowledge and observations of the evaluators and an extensive literature search of documents related to similar programmes. A 35-member Cluster Group comprising representatives of each of the six projects was established to provide input throughout the evaluation process. This Group met to review the draft Future Directions recommendations in February 2007.

Community Renewal programmes are being implemented in the United Kingdom and Australia. While there are commonalities in the types of issues these programmes seek to address, and in the methods and activities they undertake to achieve their objectives, many elements of the New Zealand context are unique. Each of the project areas themselves are unique in terms of residents' characteristics, the type and capacity of the local institutions and organisations and the issues that need to be addressed. For this reason, the Programme has evolved to accommodate the uniqueness of New Zealand and the six project areas. The recommendations for the future direction of the Programme were informed by overseas as well as grass-roots project experience, to ensure that they were appropriate and achievable.

Recommendations are provided on six areas that require further development and strengthening, to increase the effectiveness of the programme. These were agreed in discussion with Programme staff and are:

- refinement of the objectives and indicators for future monitoring
- focussing resources to increase effectiveness in developing community sustainability
- changes to the structures and processes of the Programme to enable it to deliver more efficiently and effectively in the areas of communication and community development
- improving partnerships with local authorities
- appropriate criteria for selecting future project areas
- indicators of readiness for transition.

Refinement of outcomes and indicators

Numerous objectives, outcomes and indicators were developed for Community Renewal, which meant that it was difficult to formulate a clear vision or specific outcomes for the Programme. Some of the objectives and outcomes were unnecessarily specific, which risks projects focusing on the detail too much, while losing sight of the goals of

Community Renewal. It also made monitoring and evaluation cumbersome and complex. To address these issues, an amended set of outcomes with relevant indicators were recommended.

Focus of resources to increase sustainability

Overseas experience and the findings of the Outcomes Evaluation indicated that for communities to be able to maintain and build on the improvements achieved under Community Renewal, a greater emphasis was required on initiatives that build community leadership and capacity. Six recommendations were identified to achieve this:

- each project should develop a strategy for building community leadership, decision-making and participation capacity
- assist established community groups to locate funding support for operations and events
- establish strategies/activities to explicitly address the needs of young people
- adopt creative approaches to supporting employment opportunities in conjunction with partners
- increase efforts to establish strong, innovative partnerships
- integrate the capacity for undertaking needs assessment and allocations into the project office.

Structures and processes – communication

Community Renewal has operated without specific guidance on communication. It is important to keep residents informed, promote the Programme to potential and existing partners and raise the profile of project areas among the wider community. To this end, the Programme would benefit from a more coordinated approach to communication, utilising the skills of the Communications and Community Renewal teams. To achieve this, the following have been recommended:

- Communications and Community Renewal to investigate ways to deliver timely and appropriate community-friendly information to residents
- each project to investigate the need for efficient and cost-effective ways to translate project material, at least for the largest English-as-a-second-language groups in their area. Each project should have a mechanism in place to monitor whether their project communication is reaching all language groups in the resident community
- Community Renewal and the Communications team to consider developing a sustainable community webpage
- a communication strategy for Project Managers and Community Development Coordinators to update their media skills on an on-going basis.

Structures and processes – community development

Community Renewal places a strong emphasis on taking a community development approach. This is reflected in outcomes such as community-led solutions, community ownership, joined-up responses and building social networks.

Interviews with project staff, community agencies and Housing New Zealand managers indicated a tension between the demand for a community development approach and the need to deliver outcomes to justify expenditure. While projects are expected to work in ways that build capacity and confidence in the community, less emphasis has been given to this aspect than has been given to making improvements to the physical environment. Both elements are important - the aim is to get an appropriate balance between the two. Therefore, it is recommended that a set of specific outcomes and indicators of effective community development be adopted. Those set out in this report are aimed at achieving a stronger alignment between the Programme's aims and the work undertaken by the Community Development Coordinators.

The place of local government in Community Renewal

The Outcomes Evaluation noted that effective partnerships with local authorities are important because of councils' legislative requirements to address community wellbeing under the Local Government Act 2002, and the extent to which councils can add value to Community Renewal outcomes. This was recognised by Housing New Zealand's selection criteria for a new project, which requires that the local authority be a willing partner in the project. However, the Outcomes Evaluation found that four of the six projects were experiencing ongoing problems in their relationship with their local authority.

Three main actions are recommended to address this matter:

- approval of an area for Community Renewal should be conditional upon a written commitment from the council that operational and policy staff across a range of services will be made available to work with the project, and a senior council officer is nominated to lead and coordinate the council response
- written agreement should be regularly revised to reflect changing dynamics and needs of the partners
- the success of the collaboration should be evaluated.

Criteria for selecting project areas

New Community Renewal sites may be selected to replace projects being 'transitioned' or to expand the Programme into other areas. This provides an opportunity to reassess the criteria used to select the first round of projects, to decide if any adjustments should be made to the criteria, based on experience gained over the first five years of the Programme.

The Programme was set up to address social exclusion and foster strong, sustainable communities. Therefore it is appropriate that the Programme focuses on areas that are among the most socially and economically deprived.

Two recommendations are identified:

- more specific selection criteria to be defined to ensure the long-term commitment from the local council
- each project should be required to provide evidence of the council's long-term commitment.

Indicators of readiness for transition

Housing New Zealand has recognised the need for each project to plan for its 'transition' to ensure that the outcomes achieved through Community Renewal are maintained when specific funding for a particular project has ended. Given that five years is the minimum life of all projects, a set of indicators is required to provide Community Renewal Project and Programme Managers with evidence that a project is ready to begin the transition phase. When a project has reached that stage, the outcomes will have been achieved and the improvements made will be sufficiently imbedded in the community's systems and structures to provide some degree of certainty that the improvements will be maintained and built on, independent of the project. The following indicators were recommended:

- community commitment, and ownership of community renewal objectives
- community leadership and community ownership of issues and initiatives
- integration of the community development approach into Housing New Zealand operations
- local council is committed to maintaining and enhancing improvements in the area
- local institutions and service providers actively seek to address social exclusion

- a realistic, viable transition plan that addresses community renewal principles has been drawn up in consultation with partners and other key individuals and groups.

It was noted that as part of producing a transition plan, an agreed strategy is required between Housing New Zealand and partner agencies for ongoing monitoring of key community renewal outcomes. This strategy should include a commitment to joint responses to problems, if they arise after transition.

Insights into Community Renewal

The Cluster Group reflected on their experiences of Community Renewal to identify lessons for future projects and specific messages for Housing New Zealand. The main message for Housing New Zealand was that the Programme works and makes Housing New Zealand and its tenants better. The Cluster Group considered that important elements for future projects were the process of building communities, involving the communities from the start, and setting clear guidelines for the project.

1. Introduction

The Community Renewal Programme was developed during 2000-2001 and implemented from 2001, beginning with the first two projects – Aranui and Clendon. These were followed by projects in Fordlands, Eastern Porirua, Talbot Park and, in 2004, Northcote. A description of the Programme is contained in the Community Renewal Programme Outcomes Evaluation report (Buchan and Austin, 2006). In summary, the Programme aims to promote change in the economic, social and physical environment in areas with a high deprivation index ranking and where Housing New Zealand has a high concentration of properties. As part of the Programme, Housing New Zealand Corporation housing stock may be renovated, reconfigured to better meet the needs of tenants, or demolished and replaced with new dwellings.

An outcomes evaluation of the Programme (including a feasibility study for it) was undertaken in 2005 and 2006. The third phase of the evaluation was to prepare a report outlining the changes required to the structure, approach and focus of the Programme in order to improve its effectiveness. This 'Future Directions Study' was to be based on the findings from the Outcomes Evaluation, the experiences of similar initiatives identified through the literature search and discussions with Programme and project staff, as well as individuals and agencies working with one of the six Community Renewal projects.

In discussions with the Research and Evaluation Team and Community Renewal Programme Manager it was agreed the Future Directions Study should focus on some key areas for improvement. These areas were:

- refinement of the outcomes and indicators for future monitoring
- where to focus resources to increase effectiveness in fostering community sustainability
- changes that could be made to the structures and processes of the Programme to enable it to deliver more efficiently and effectively in the areas of communication and community development
- appropriate criteria for selecting future project areas
- indicators of readiness for transition.

The Future Directions Study identifies recommendations for each of the key areas identified above. Draft recommendations were tested with the following people for their appropriateness, feasibility and completeness, prior to presenting the report to Housing New Zealand:

- Community Renewal Programme staff
- staff and other key individuals and agencies in each of the six projects
- the 35-member Cluster Group established at the beginning of the evaluation process. The methodology for this process is contained in Appendix A and the Cluster Group members are listed in Appendix B.

1.1 Report structure

The Future Directions Study is aimed at investigating in more depth those aspects of the Programme where improvements can be made to increase effectiveness. The report is written as a guide to programme management to help their decision making on structures and systems for the next phase of the Programme.

To provide context for the Future Directions Study, section 2 summarises the findings of the Outcomes Evaluation and notes the activities that the Programme is doing well. The following sections of the report (sections 3 to 10) start with a statement of the issue in most need of attention for increasing effectiveness in an identified area, such as 'community development'. Each section then sets out the information used to inform the recommendations, such as the findings from the Outcomes Evaluation, the experiences and approaches of similar programmes overseas, and the views of those consulted during this final phase of the investigations. Each section concludes with recommendations for improving Programme and project outcomes in the identified areas.

Section 11 provides insights into the Programme from people who have been actively involved in its various activities over the years (members of the Cluster Group). The report concludes with a summary of findings (section 12).

2. Findings from the Outcomes Evaluation

An Outcomes Evaluation of the Community Renewal Programme was undertaken from 2005 to 2006. The evaluation found that the Programme was moving towards achieving the outcomes and was demonstrating examples of 'best practice'. The purpose of the Future Directions Study is to identify particular elements for Community Renewal to focus on, to strengthen and expand the current achievements of the Programme. In order to set the context for the Future Directions Study, a summary of the findings from the Outcomes Evaluation is provided below.

The outcomes against which Community Renewal was measured in the Outcomes Evaluation were:

- joined up responses and solutions
- implementation of community led solutions
- achievement of community participation and ownership
- delivery of needs based tenancy and property management services
- improved safety and reduced crime
- the building of social networks
- encouragement of employment and business growth
- improvements to the physical environment, amenities and services
- healthy communities
- respecting and valuing community diversity
- improved outside perceptions.¹

The aim of the evaluation was to provide an assessment of the extent to which the outcomes were being achieved. In particular, the evaluation aimed to identify and critically review:

- the outcomes achieved for Community Renewal
- what can be learned about achieving agreed Community Renewal outcomes effectively
- any barriers to, or limitations on achieving expected and unexpected Community Renewal outcomes.

The evaluation concluded that Community Renewal was moving towards the achievement of all 11 outcomes evaluated. The extent to which progress was being made on each outcome varied greatly between projects. Variations resulted from a number of factors and a combination of factors including:

- the age of the project
- the resources available to each project
- the quality of the networks and relationships with partner organisations
- the availability of local people with leadership skills and commitment to Community Renewal objectives
- the size of the project area
- staff turnovers in the projects and in their partner organisations which disrupt relationship building and project planning.

The analysis of outcomes suggested that the effectiveness of Community Renewal might be increased by making changes to areas such as line accountabilities, performance measures, budget processes and possibly the level of delegation to the local project

¹ The last three outcomes were added by the Cluster Group during the evaluation process as reported in Buchan and Austin (2005).

level. The evaluation also found that Community Renewal places a strong emphasis on community development, yet there was tension between making physical improvements and empowering local communities in terms of the resources allocated to each aspect of the programme.

The progress on each outcome was as follows:

Joined up responses

In general, partner agencies thought Community Renewal enhanced their own work and facilitated more effective and efficient outcomes. Making sure there is a clear consensus at the beginning of the process, on how partners are to be involved, is extremely important. Support from National Office for collaborative approaches could be improved.

Implementation of community-led solutions

All projects had attempted to engage their local communities in the project planning process. Greater emphasis on building capacity and leadership in the local communities would be required before these communities can begin to take on the role envisaged under Community Renewal. Community Renewal staff emphasised the need for the National Office to give explicit recognition to the time required for community development and community engagement in decision-making.

Community participation

In all project areas there was an increased level of pride and ownership among the community, and for some this was attributed to the improvements made under Community Renewal. Residents' participation in their community had increased and responses from residents indicated that there was considerable capacity for more involvement. A stronger focus on community development related activities should help to realise this opportunity.

Delivery of a needs-based tenancy service

Housing Services were more available and responsive where Tenancy Managers were located full time in the Community Renewal office.

There was an improved matching of tenants to type of house, but this was partly attributable to a greater focus on the implementation of Housing New Zealand policy since the appointment of Regional Managers, rather than to Community Renewal. New housing in Talbot Park did not appear to have been designed to meet the needs of the existing tenant population.

At the project level Tenancy Managers were integrated effectively into the Community Renewal team. The way the organisation was structured with associated services reporting to different line managers however, created difficulties for local staff. Better integration of maintenance staff and the quality assurance function into Community Renewal at a project level would improve tenants' perception of Community Renewal.

Improving safety and reducing crime

This was a challenging outcome for Community Renewal because of a number of major influences outside its control. However, it was clear that at least some improvement was being made in all projects, which was due in part to activities undertaken by Community Renewal.

Building social networks

As a result of Community Renewal, Housing New Zealand was seen to be more involved in the community. The projects also acted as a catalyst to bring community groups and agencies together.

Encouragement of employment and business growth

A range of creative initiatives had been taken to improve access to employment services. Opportunities for actual employment creation differ according to the nature and focus of each project. While some projects had achieved much in this area, others could achieve better results with more emphasis on this outcome.

Improvements to the physical environment, amenities and services

All the projects, to varying degrees, had undertaken activities to improve Housing New Zealand's housing stock. While this was obviously important and had positive outcomes for tenants and the wider community, it had taken priority over community development-related activities. In some projects the quality of work was a concern.

Healthy communities

Some form of energy efficient measures were incorporated into houses in all project areas, except Clendon where the houses were already insulated. The effectiveness of these measures in improving liveability and reducing heating costs might have been compromised by tenants' lack of understanding on how to maximise the benefits of the measures. There were also indications that there had been an increase in health-related activities and some increase in the level of self-sufficiency of tenants within all the project areas.

Respecting, valuing and celebrating diversity

A range of cultural groups attended community meetings and events, and the protocols of different cultures were used at these meetings. There might be scope for a wider range of protocols in those projects which have high numbers of tenants from areas other than the Pacific.

There was very little translation of written communications about Community Renewal. Receiving reading material in their own language would give a clear message to non-English speaking tenants that their culture is recognised and that they are valued members of the community.

Improved outsider perceptions

Outsider perceptions of the areas where Community Renewal is taking place were found to be changing slowly. Stronger relationships between Community Renewal and the local media is an essential requirement for improving the way the Community Renewal areas are portrayed through the media. Communication to tenants and the wider community is essential for all Community Renewal projects. The evaluation found that work is required to improve the link between the Communications team and Community Renewal in some projects.

Attribution

Responses from project partners confirmed that Community Renewal adds value by improving Housing New Zealand's housing stock and surrounds. This was seen to act as a catalyst for improvements to neighbouring properties, streetscapes, facilities and the feel of the area. Community Renewal activities involving partners and community groups created a stimulus for inter-agency collaboration, and improved the ability of partners (including local councils) to deliver their services more effectively.

Sustainability

Three key factors affecting the sustainability of outcomes in renewal areas arose from the evaluation. Firstly, sustainability will depend upon the long-term involvement of Housing New Zealand at the community level, particularly in relation to intensive tenancy management and the adoption of a community development approach. Secondly, it will depend upon the strength of community involvement and leadership, and thirdly, the sense of community ownership. Provided the principles of the Transition Plan produced by National Office are incorporated at the project level, concerns surrounding sustainability would largely be addressed.

Community development

A number of challenges for community development approaches were identified in the evaluation. The evaluation identified the need for:

- increased national level support for a community development approach
- increased recognition of the importance of the role of Community Development Coordinators
- additional training to ensure that key staff have the skills needed for the successful delivery of Community Renewal
- monitoring the balance between physical improvements and community development.

3. Objectives and Indicators

The Community Renewal Programme was developed in 2001 with two goals (Parsons, p.4):

1. to address social exclusion by recognising the interaction between people and places
2. to foster strong and sustainable communities based on local needs and circumstances.

These goals are applied at a community level, which sets the Community Renewal Programme apart from other Housing New Zealand programmes such as Healthy Housing, Housing Innovation Fund and the Rural Housing Programme.

Eight principles (established November 2000), seven objectives (established January 2002) and eleven outcomes (established February 2004) were subsequently developed. The 2005 Programme evaluation reviewed the outcomes with the Cluster Group and in light of experience with their various projects, the Cluster Group added three further outcomes against which the Programme should be evaluated: 'healthy communities', 'respecting and valuing diversity' and 'improved outsider perceptions'. While these outcomes were not required of the Programme at the outset, the Cluster Group considered that if the projects were being implemented correctly, these outcomes would automatically be achieved and should be recognised.

The objectives for the Programme are broad, with a strong focus on building community capacity as well as improving physical infrastructure. The majority of the funding allocated to Community Renewal is spent on the renovation and replacement of Housing New Zealand housing stock and other physical works. Of the \$81,121,030 spent on the Programme at 30 June 2006, 89.5 percent was spent on capital works (HNZC, August 2006).

Indicators for each outcome were developed as part of the 2005 Feasibility Study, drawing on the literature research, the principles and objectives relevant to each outcome, and the combined experience of the Cluster Group. Further refinement was undertaken during the pilot phase when the indicators and outcomes were trialled. As a result, some indicators were removed and the number of outcomes was reduced by combining two². One outcome, 'generation of social and economic development' was removed because it was considered to be covered by three others: 'encourage employment and business growth', 'the building of social networks' and 'achievement of community participation and ownership'.

The relationships between the principles, objectives and outcomes against which the Community Renewal Programme was evaluated, are set out in Table 1. The indicators used for the evaluation are also shown in this table.

² "Improvements to the physical environment" and "improvements to the community facilities" were combined to "improvements to the physical environment, amenities and services".

Table 1 Relationship between Community Renewal outcomes, principles and indicators

Outcome (as established February 2004)	Relevant Principle/s (as established November 2000)	Relevant Objective/s (as established January 2002)	Indicators (as established 2005 as part of the Evaluation project)
Joined up responses and solutions	<p>For each project there should be an agreed vision [between the stakeholders] about the outcomes sought</p> <p>The initiatives that make up each project should be undertaken in a coordinated and collaborative way with other stakeholders.</p> <p>There should be a focus on sustainable outcomes.</p>	<p>Use the principles of community development to build community leadership and implement sustainable community-led solutions.</p>	<p>Joint projects delivered.</p> <p>Community using project office.</p> <p>Networks established and information shared.</p> <p>Support from HNZC National Office for inter-agency working.</p>
Implementation of community led solutions	<p>An essential component of the planning process for each project should be an emphasis on activity involving communities in defining the needs and aspirations of the project.</p> <p>The projects should be sufficiently flexible in their approach to enable them to respond to the diversity of the local/regional circumstances and the opportunities inherent in the specific areas.</p> <p>Each project should aim to empower communities and build their motivation and capacity to solve problems and take ownership of their future.</p> <p>There should be a focus on sustainable outcomes</p>	<p>Use the principles of community development to build community leadership and implement sustainable community-led solutions.</p>	<p>Community involved in project planning.</p> <p>Community feels empowered.</p> <p>Community partner groups are sustainable.</p> <p>Development of leadership in the community.</p>

Outcome (as established February 2004)	Relevant Principle/s (as established November 2000)	Relevant Objective/s (as established January 2002)	Indicators (as established 2005 as part of the Evaluation project)
<p>Achievement of community participation and ownership</p>	<p>For each project there should be an agreed vision [between the stakeholders] about the outcomes sought</p> <p>An essential component of the planning process for each project should be an emphasis on activity involving communities in defining the needs and aspirations of the project.</p> <p>There should be honest and open consultation and engagement with the residents concerned.</p> <p>The projects should be sufficiently flexible in their approach to enable them to respond to the diversity of the local/regional circumstances and the opportunities inherent in the specific areas.</p> <p>Each project should aim to empower communities and build their motivation and capacity to solve problems and take ownership of their future.</p> <p>There should be a focus on sustainable outcomes.</p>	<p>Use the principles of community development to build community leadership and implement sustainable community-led solutions.</p> <p>Build social networks to facilitate residents supporting each other.</p>	<p>Community involved in project planning.</p> <p>Number of community events and turn-out.</p> <p>Resident participation in their community.</p> <p>Sense of ownership of their community.</p> <p>Reduced tenancy turnover.</p> <p>HNZC National Office support of community development approach.</p> <p>Communication / consultation designed to meet different cultural needs.</p>

Outcome (as established February 2004)	Relevant Principle/s (as established November 2000)	Relevant Objective/s (as established January 2002)	Indicators (as established 2005 as part of the Evaluation project)
Delivery of needs based tenancy and property management services	<p>There should be honest and open consultation and engagement with the residents concerned.</p> <p>The projects should be sufficiently flexible in their approach to enable them to respond to the diversity of the local/regional circumstances and the opportunities inherent in the specific areas.</p> <p>There should be recognition at [project and programme management levels] that longer timeframes are required when working with the community.</p>	<p>Use the principles of community development to build community leadership and implement sustainable community-led solutions.</p> <p>Provide targeted needs-based tenancy and property management services.</p>	<p>Improved access to HNZC Housing Services.</p> <p>Improved matching of tenants to type of house.</p> <p>Housing Services and Community Renewal activities are effectively integrated.</p> <p>Support from HNZC National Office for a needs-based tenancy focus.</p>
Improved safety and reduced crime	No relevant principle	Improve neighbourhood safety and reduce crime.	<p>The community feels safer.</p> <p>There is a reduction in graffiti / vandalism.</p> <p>There is a reduction in criminal activity (break-ins, arson, drugs).</p>
The building of social networks	<p>An essential component of the planning process for each project should be an emphasis on activity involving communities in defining the needs and aspirations of the project.</p> <p>Each project should aim to empower communities and build their motivation and capacity to solve problems and take ownership of their future.</p> <p>There should be a focus on sustainable outcomes.</p>	<p>Use the principles of community development to build community leadership and implement sustainable community-led solutions.</p> <p>Build social networks to facilitate residents supporting each other.</p>	<p>Community Renewal staff are acknowledged as an integral part of the community.</p> <p>Events are created to enable different cultures / sections of the community to network / work together.</p> <p>Increased interaction between HNZC tenants and the wider community.</p>

Outcome (as established February 2004)	Relevant Principle/s (as established November 2000)	Relevant Objective/s (as established January 2002)	Indicators (as established 2005 as part of the Evaluation project)
Encouragement of employment and business growth	No relevant principle	Create links to programmes that enhance resident employment and business growth.	Improved access to employment and business services. Local unemployed people are employed as a result of Community Renewal activities. Increased number of new businesses and services in the project area.
Improvements to the physical environment, amenities and services	No relevant principle	Improve and enhance the physical environment and amenities. Provide access to affordable and appropriate community services that respond to changing community needs.	Improved houses. Improved streetscape. Improvements to parks and other facilities. Less damage to facilities.
Healthy communities	No relevant principle	Improve and enhance the physical environment and amenities. Use the principles of community development to build community leadership and implement sustainable community-led solutions. Create links to programmes that enhance resident employment and business growth. Provide access to affordable and appropriate community services that respond to changing community needs. Improve neighbourhood safety and reduce crime. Build social networks to facilitate residents supporting each other.	Increased number of houses with energy efficient technology. Increase in gardening activity amongst tenants. Increased level of self-sufficiency amongst tenants. Increased health-related activities within the community.

Outcome (as established February 2004)	Relevant Principle/s (as established November 2000)	Relevant Objective/s (as established January 2002)	Indicators (as established 2005 as part of the Evaluation project)
Respecting, valuing and celebrating diversity	No relevant principle	Use the principles of community development to build community leadership and implement sustainable community-led solutions. Build social networks to facilitate residents supporting each other.	A range of cultural groups present at community meetings / events. Building, design and delivery of tenancy management services that accommodate different cultural needs. Communication / consultation designed to meet different cultural needs.
Improved outside perceptions	No relevant principle	Improve and enhance the physical environment and amenities. Improve neighbourhood safety and reduce crime.	Outside perceptions are more positive. Positive media reports
Increased capital value of the asset base	No relevant principle	No relevant objective	People want to live there. ³

³ Four other indicators were identified by the Cluster Group. One "housing owners are on board" was unclear. The other three were covered by other outcomes. These were: "safe and attractive" and "improved quality of environment" covered by outcomes "improved safety and reduced crime" and "improvements to the physical environment and amenities"; and "house quality" covered by outcomes "healthy communities" and "improvements to the physical environment and amenities".

3.1 Issue

Having so many objectives, outcomes and indicators means that it is difficult to formulate a clear vision or specific outcomes which the Programme is aimed at achieving and to monitor the extent to which projects are achieving the outcomes sought. Also, some of the objectives and outcomes are unnecessarily specific. This runs the risk of projects focusing too much on detail and losing sight of the big picture goals of strengthening and enhancing the wellbeing of low decile communities in ways that can be maintained over the long term.

In terms of monitoring and evaluation, the large number of factors upon which the Programme can be evaluated, and the fact that some outcomes overlap, makes these processes unnecessarily cumbersome and complex.

3.2 Findings

The Outcomes Evaluation illustrated the desirability and feasibility of rationalising the number of outcomes and indicators to simplify project planning and management, reporting and monitoring. Specifically, the evaluation showed that:

- some outcomes are not necessarily appropriate to this particular programme and more could be achieved by focusing energy and resources on those outcomes directly relevant to a community improvement initiative.
- by making some outcomes more general, several outcomes could be combined into one less specific outcome. This would enable projects to have more flexibility in the type of activities they undertake to respond more specifically to the nature and priorities of their particular community.
- some indicators used for the Outcomes Evaluation were more relevant, and in some cases easier to measure, than others.

3.3 Recommendations

Table 2 sets out the recommended changes to the outcomes and indicators used for the Outcomes Evaluation. The recommended indicators have been formulated from those used successfully in the Outcomes Evaluation together with others identified from the literature review. The changes aim to:

- achieve a better alignment between principles, objectives and outcomes
- sharpen the focus of Community Renewal to enable resources to be directed to a smaller number of outputs specifically tailored to the big picture community renewal goals
- give projects more flexibility in deciding the most effective ways to achieve the goals of Community Renewal in their particular communities
- enable projects to focus their activities on aspects of wellbeing which they can significantly influence
- simplify the monitoring and reporting of achievements.

Table 2: Recommended changes to outcomes and indicators

Outcomes	Indicators
1. Joined up responses and solutions	Absorbed into outcomes 7 and 8 because 'joined up responses' is a way of achieving these outcomes rather than being an outcome itself.
2. Implementation of community-led solutions	Absorbed into outcome 3
3. Achievement of Increased community pride, ownership and participation	<ol style="list-style-type: none"> 1. Increased community involvement in deciding and implementing solutions 2. Tenants choosing to live in the neighbourhood 3. Number of community events and participation rates 4. Examples of residents celebrating community diversity 5. There are specific activities to foster pride, ownership and participation among young people
4. Effective delivery of needs based tenancy and property management services	<ol style="list-style-type: none"> 1. Housing Services and community renewal activities are effectively integrated 2. Tenants are consulted on renovations and understand maintenance decisions for their homes 3. Improved tenant access to Housing Services' staff 4. Tenancy Managers actively involved in needs assessment and allocation process
5. Increased safety and reduced crime	<ol style="list-style-type: none"> 1. Residents say they feel safer 2. There is a reduction in graffiti / vandalism 3. Residents are proactive in reducing crime (eg reporting crime, forming neighbourhood watch groups)
6. Increased local leadership and stronger community networks	<ol style="list-style-type: none"> 1. Emergence of local leaders in response to the project 2. Use of community development processes to build leadership 3. Local individuals and groups initiate activities to address local issues 4. There is a local community newsletter and / or other forms of information sharing within the community 5. There are specific activities to foster leadership among young people
7. Increased opportunities for local employment	<ol style="list-style-type: none"> 1. Joined-up responses to place local unemployed people in work and improve access to employment-related services 2. Local unemployed people gain paid employment as a result of community renewal activities
8. Strong local services to respond to changing community needs.	<ol style="list-style-type: none"> 1. Joined-up responses to address local issues 2. Improved access to health and other social services

9. Improved physical environment and amenities	<ol style="list-style-type: none"> 1. Improved houses, replaced or renovated in a cost effective manner 2. Improved health of residents 3. Reduction in overcrowding 4. Increase in number of houses insulated 5. Improved streetscape and facilities 6. Increased capital value of the asset base 7. increased demand for housing in the area' 8. 7. Reduced damage to property 9. Residents feel safer 10. Improved outsider perceptions 11. Reduced vacancy rates in HNZN houses
9. Healthy Communities	This outcome is covered by outcomes 7, 8 and 9.
10. Respecting, valuing and celebrating diversity	Becomes an indicator of increased community pride, ownership and participation
11. Improved outside perceptions	Becomes an indicator of improved environment
12. Increased capital value of the asset base	Deleted. Not relevant to a community development programme and too difficult to prove attribution over and above actual expenditure.

Specific changes made

Joined up responses is a tool for improving the delivery of social services to achieve more effective outcomes rather than being an outcome in itself. It has therefore been deleted and used as an indicator for two amended outcomes: 'increased opportunities for local employment' and 'strong local services to respond to changing community needs'.

Implementation of community-led solutions was found during the Outcomes Evaluation to be potentially problematic because of the need to build local leadership and participation first, and the time required to achieve this. Community involvement in deciding and implementing solutions is considered to be more realistic given the social characteristics of Community Renewal areas and is included as an indicator for "increased community participation, pride and ownership".

For the Outcomes Evaluation, an indicator of *improved delivery of needs based tenancy and property management services* included the improved matching of tenants to type of house. However, this outcome was found to be more attributable to a change in Housing Services policy and so has been dropped as an indicator for Community Renewal. An additional indicator has been added to reflect the importance to an intensive tenancy management approach, of having Tenancy Managers⁴ involved in needs assessment and the allocation process. During the future directions fieldwork in 2006, staff in all project areas noted that a factor in the success of Community Renewal was the ability of Tenancy Managers to be involved in, or able to influence, these processes. This matter is discussed further in sections 4.2.6 and 9.2.1.

Indicators for activities that involve young people have been added to two outcomes: "*Increased community pride, ownership and participation*" and "*Increased local leadership*"

⁴ The title Tenancy Manager is used generically in this report to refer to Housing Services staff who are part of CR. It is acknowledged that Housing Services staff in the project offices include Tenancy Managers, Housing Managers and a Senior Housing Manager. The role of these staff varies between the projects, reflecting different approaches in the regions.

and stronger community networks". These indicators recognise the importance of involving and engaging with young people in Community Renewal areas, as discussed in section 4.2.3.

The outcome *'respecting, valuing and celebrating diversity'* has been deleted. The outcome was originally included by the Cluster Group because of the importance of recognising and celebrating the diversity of cultural groups in project areas. The findings of the Outcomes Evaluation generally focussed on participation matters, such as the involvement of different groups in events and culturally appropriate communication with different tenant groups. Therefore, rather than being a specific outcome of Community Renewal, respecting, valuing and celebrating diversity is more appropriate as an indicator of community pride, and community-wide participation. For this reason, it has been included as an indicator of increased community pride, ownership and participation.

The outcome *'increased capital value of the asset base'* has been deleted as an outcome and, adopted together with *'increased demand for housing in the area'* as a potential indicator of an improved physical environment and amenities. Increased capital value is not related to any of the principles or objectives of Community Renewal, as illustrated in Table 2. The outcome was first identified in the intervention logic prepared for Community Renewal in 2004, when the Programme objectives were compared to Housing New Zealand's high level outcomes set out in the 2004/07 Statement of Intent. The asset-based outcome does not fit well as an outcome for Community Renewal, which is aimed at strengthening community wellbeing. As part of improving the environment in which people live, old dwellings are demolished, renovated or modified. Any subsequent increase in capital value of the assets as a result of this work or because of upgrades to the general environment should be regarded as an indirect rather than a primary objective of this particular programme. Because of difficulties with attribution, *increased capital value of the asset base* can only be part of a suite of indicators used to assess improved physical environment and amenities.

The asset-based outcome also creates difficulties with attribution. Increases in the capital value of Housing New Zealand properties in Community Renewal areas can result from a nation-wide increase in house price. Values can also rise in response to an increased demand driven by factors other than environmental improvements. A significant development that increases employment opportunities in the area, or which improves physical access to the area, are examples of such factors. Conversely, prices can drop with the closure of a major local employer or an environmental incident which creates a risk for houses located in a particular area. Proving the link between Community Renewal and an increase in general property values over and above Housing New Zealand's actual level of expenditure would, in our view, be very difficult. Conversely, failure to increase asset values despite significant expenditure on physical improvements should not be seen as an indication of failure for a particular Community Renewal project.

4. Refocusing Resources to Increase Sustainability

The Community Renewal Programme is continually being adapted to increase the sustainability of project outcomes. The Outcomes Evaluation identified the need for a stronger focus on measures to increase the sustainability of project achievements and the Programme Manager agreed that this should be a topic for further investigation.

4.1 Issue

The overarching goal of Community Renewal is to address social exclusion and foster strong sustainable communities. It was intended that the physical renewal of the area would be integrated with social and economic strategies, involving the community in the planning and implementation process and exploiting opportunities for local economic development (HNZC 2002).

The link between physical improvements and tenant's wellbeing is well documented, and for this reason one element of Community Renewal is to improve the physical environment (both Housing New Zealand properties and the wider environment). The Outcomes Evaluation noted that physical improvements had resulted in positive changes in tenant attitudes, behaviour and sense of wellbeing, and to some extent these impacts were experienced in the wider community (Buchan and Austin 2006, p 57).

Benefits for Community Renewal from non-physical elements are also well documented in the literature. These are not just the positive short-term outcomes for a community renewal programme such as community involvement in community renewal activities. They are also those elements which are an essential ingredient for achieving sustainable community renewal outcomes. These include community awareness and ownership of issues and solutions, and community leadership, decision-making and capacity to enact those decisions. The Community Renewal Programme Outcomes Evaluation summarised the factors contributing to sustainability, most of which are reliant on achieving the social objectives of Community Renewal (Buchan and Austin 2006, p 19). The Community Renewal Programme Outcomes Evaluation identified some significant differences in focus between the community renewal initiatives run in the United Kingdom, Australia and New Zealand. Specifically, these initiatives tend to:

- have a stronger focus on social and economic initiatives (although Australian programmes are also not strong in this area)
- often include specific initiatives to address the needs of young people
- place a strong emphasis on building leadership and capacity within the community
- emphasise community involvement.

Overseas experience and the findings of the Community Renewal Programme Outcomes Evaluation indicate that for communities to be able to maintain and build on the improvements achieved under Community Renewal, a greater emphasis will need to be placed on initiatives that build community leadership and capacity.

4.2 Findings

Individuals have to be involved in their community in order for the community to be involved in renewal activities (Chanan et al 2000, p 15). Community development⁵ is the process that addresses this by building community empowerment, cohesiveness and problem solving capacity. Given the characteristics of the communities selected for renewal projects, capacity building is an essential requirement if residents are to take ownership and greater responsibility for the wellbeing of their communities at the end of the project. Increased capacity and a sense of ownership and pride among the tenants

⁵ The concept of community development was discussed in some detail in the evaluation and is considered further in section 5 of the Future Directions Study.

and other residents will be important elements of sustainability. By the transition stage, local residents need to be able to develop and run local community groups that can work with other organisations to continue the improvements started under the Community Renewal banner.

A community development approach relies on the incorporation of two elements:

- 'capacity building' to ensure that tenants and other residents have the skills to be involved
- processes that provide the opportunity for tenants and other residents to be involved.

Studies in the United Kingdom have indicated that there is a huge potential for increased community activity in renewal areas if the right conditions and support are created. One study indicated that 45 percent of residents would be willing to be involved in improving local conditions if there was better information about activities and better communication about community renewal between local people and service providers (Chanan et al 2000, p 17). The Outcomes Evaluation supported this finding, noting that 60 percent of residents interviewed indicated that they would like to be more involved than they currently are in their community (Buchan and Austin 2006, p 39). While this may overestimate the percentage of people actually willing to contribute if given the chance, it suggests that either there is insufficient capacity amongst those residents, or inadequate opportunities for them to be involved.

Community Renewal projects currently undertake a range of activities to increase community leadership and capacity. It is considered that benefits could be gained by placing more emphasis on the following activities:

- establishing a specific, detailed strategy for building leadership and community involvement throughout the lifetime of the project
- providing a focus on young people to build leadership, capacity and participation rates
- funding and/or in-kind support (e.g. provision of meeting space and photocopying facilities) to enable community groups to participate as equal partners in the Community Renewal project
- supporting and/or initiating education, training and employment opportunities for tenants and other residents.

The above activities are discussed in detail in the remainder of this section. This section also discusses the need for creating strong partnerships and to enable Housing Service's staff in Community Renewal areas to undertake needs assessment and influence the allocations process. These functions were identified during the evaluation phase as important for the sustainability of Community Renewal.

4.2.1 A strategy for building community capacity

Community Renewal projects operate for a relatively short period of time, in comparison to the time required to build capacity in communities that have low levels of skills, literacy and employment. Therefore, a strategy to build leadership, decision-making and participation capacity is required from the outset of each project.

The literature identifies the need to recognise different starting points for each resident in terms of their level of involvement and capacity to contribute. Community development and participation processes need to be planned around a gradual growth in community capacity for involvement (Chanan et al 2000, p 21). This will ensure that those who are able to contribute from the outset are involved during project planning, whilst providing time for other residents to gain the skills and confidence required to contribute as the project evolves. To achieve this, there is a need to work at different levels within the community (Chanan et al 2000, p 28). This involves:

- working with individual residents to help them to become more active and to develop leadership skills

- working with local groups to help them develop and be more effective
- working with the network of groups and organisations to increase collective strength and identify where there may be gaps in community support
- working with local authorities and other public sector organisations to broker their support, adapt the delivery of their services to better meet the needs of the community, and to identify gaps in service delivery.

The structure of Community Renewal addresses these levels with the Tenancy Managers working at the individual level, Community Development Coordinators working at the community level, and Project Managers and Community Development Coordinators working with local authorities and other partner organisations. Since the appointment of a Community Development Advisor in the National Office, changes have been made to the way Community Development Co-ordinators contribute to Community Renewal's outcomes. In particular, there is now more emphasis on taking a strategic project-focused approach to networking and capacity building.

Various authors refer to the use of a community plan, community strategy, community involvement strategy or capacity building plan to establish who, how and when to involve the community through the lifetime of a project (Wood et al 2002, Chanan et al, 2000, JRF, 2000). A strategy for community participation focuses on three key stages of community development:

- identifying levels of community activity in the area and assessing the strengths and roles of each group, understanding the ways in which communities may relate to renewal activities, and working with the residents and groups that are most 'ready' to be involved in the development of the project (i.e. work with and encourage existing leaders)
- stimulating additional activity amongst the majority of the community and providing special assistance to particularly excluded people and organisations to enable them to become involved in the community and renewal activities
- incrementally widening consultation and involvement as the community becomes more active, to create opportunities for these individuals and groups to become involved in renewal activities, and working with emerging leaders to ensure continuous development of existing and potential community leaders.

Findings from the 2006 future directions fieldwork supported the need for projects to have a capacity building plan which focuses on activities specifically designed to build leadership, community based action and networking from the outset. This plan should be aimed at ensuring that all community development activities are linked to some higher level goal, such as building capacity, or confidence and leadership. The plan should set out in specific terms how the project is going to build capacity. All activities (networking, neighbourhood projects, liaison with tenants) should be reviewed in light of how they contribute to building the capacity of the community to take ownership".

The main reasons given by informants in support of planning for community involvement and capacity building throughout a project, were:

- to ensure that the residents take ownership and pride in the improvements to their neighbourhoods brought about by community renewal activities
- to ensure that opportunities for community capacity building are maximised
- to form and strengthen links between social service groups in a project area from the beginning and advocate effectively for new services where gaps are identified
- to increase the resilience of communities so they are less dependent on key individuals who may leave
- to ensure that the Community Development Coordinator's time and other resources are used to maximum effect over the five-year lifetime of each project.

Building tenant capacity

The Outcomes Evaluation noted that tenants may not necessarily have the confidence or skills to be involved in community groups (including residents groups) or other community renewal activities. Community renewal programmes in Australia specifically encourage tenant participation in the management of housing, and the actions taken to achieve this include the use of tenant groups.

The Cluster Group identified ways to specifically build tenant capacity. A list of these ideas is provided in Appendix C. One option that was discussed at length by the Cluster Group was the establishment of tenants' groups as a way of building leadership skills, decision making abilities, and fostering a sense of pride and ownership in the Community Renewal project.

The Cluster Group and some respondents identified 'tenant groups' as one way of up-skilling and empowering tenants so that they could participate more easily in other community activities. They also identified potential roles for these groups, which are listed in Appendix C. These respondents saw tenant groups as beneficial to:

- help build tenant capacity
- help empower tenants and develop their confidence
- engender pride and responsibility among tenants
- provide good community role models
- lead to representatives of the tenant group joining a wider community group once their confidence has developed
- make consultation and participation easier, which should help to get more tenants actively involved in community renewal activities.

Establishing these groups would be another way for Housing New Zealand to show that the Corporation listens to their tenants and acknowledges they have a right to a point of view. Anything that promotes ownership and participation in the project areas will make Community Renewal projects more sustainable.

Those who disagreed with the need for a tenant group did so for the following reasons:

- it would be better to wait for the outcomes of the Tenant Participation study before proceeding so that any moves towards the establishment of such groups could be informed by the findings of that process
- it may be difficult getting tenant volunteers with the skills needed to be effective
- some project areas are too small to have both residents and tenants groups.

Establishing tenant groups is not an action to be taken lightly. Some of the staff interviewed thought the idea needed to be clearly thought through and the appropriate policies and procedures put in place within Housing New Zealand prior to adoption. Otherwise, establishing tenants' groups could have a negative impact. If there is no process in place to ensure that tenants are listened to they are likely to become disillusioned and angry. The Cluster Group noted that establishing and maintaining a tenant group would be difficult if tenants viewed it as a 'token' group with no influence, power, resources or commitment from Housing New Zealand.

The Cluster Group identified other risks and obstacles that may be encountered when setting up tenants' groups. Many of these are related to the primary reason for setting up tenant groups as part of Community Renewal – the need to improve tenants' skills, leadership, confidence and motivation to be involved in community issues. These comments illustrate that there is a real need to actively work with, and support tenants, and that it will take time to establish independent tenant groups. A full list of potential risks and obstacles identified by the Cluster Group is contained in Appendix C.

4.2.2 Funding

The Community Renewal Programme has a budget of approximately \$200,000 a year to support community-based initiatives in project areas. This budget is usually allocated by the projects to support specific events that strengthen the community, such as Creekefest in Porirua. In some projects the budget covers the setup costs for new services, such as toy and tool libraries, that are run by a community group. Toy and tool libraries provide the community with an ongoing service, as well as an opportunity to gain skills from volunteering at the library and ongoing revenue for the community group.

The Outcomes Evaluation noted that inadequate funding could be an impediment to involvement by project partners and community groups. One project partner noted that *“because we had no funding it made us reliant on the Council and Housing New Zealand. This meant we weren’t an equal partner to begin with.”* (Buchan and Austin, 2006 p 27).

Some community renewal programmes in Australia and the United Kingdom have introduced funds for tenant and community groups. This approach is in recognition that access to funds of their own would enable community groups and residents to participate effectively and on a more equal footing with government agencies (ODPM, 2003 p 3; Wood et al, 2002 p 33; SAHT, 2000 p 18). The use of grants in renewal programmes vary between Australia and the United Kingdom. In Australia grants are usually directed at tenants, whereas in the United Kingdom they are for community groups more generally (which may include tenant groups). This approach reflects the different delivery bodies and focus of community renewal type programmes between the two countries⁶: A summary of types of funding grants are as follows:

- tenant participation grants to assist with the establishment or maintenance of tenant networks, including operating, training and special project costs. In Queensland, the grant also supports the maintenance of a regional tenant group (Wood et al, 2002 pp 29 - 33)
- facilities grants for the provision of community facilities, furnishing and equipment to enable tenant groups to hold meetings and activities (Wood et al, 2002 p 29)
- community chests or project grants for activities that benefit tenants and local communities. Examples of funded activities include those that stimulate greater community involvement in local activities (e.g. by providing childcare, funding festival or sports days, hiring an interpreter), improving the management of community activities and organisations (e.g. by buying basic IT equipment and training), improving community group facilities (ODPM, 2003 p 5; SAHT, 2000 p 18)
- community empowerment fund to support networks of local groups and the voluntary sector to participate in community renewal projects (ODPM, 2003 p 4)
- community learning chests providing grants for communities and individuals to access training, advice and support in relation to Community Renewal. They include exchange visits to share good practice, fees and accommodation for conferences and seminars, training or learning opportunities for group members (OPDM, 2003 p 6).

It is noted that individual projects and the Cluster Group evaluation process are directly providing some of these opportunities to tenants and community groups.

Examples of funding activities that Community Renewal could initiate or contribute to were identified from the 2006 future directions fieldwork:

- supporting approaches to local businesses for sponsorship
- providing information on funding sources, for example, a database of funding sources could be available at the project office for community groups to search through. A

⁶ Australia’s programmes are delivered by housing agencies with similar responsibilities to Housing New Zealand. In comparison, the United Kingdom’s programmes are led by the Department for Communities and Local Government (formerly the Office for the Deputy Prime Minister) which has a wider remit than housing and has the ability to influence other government departments that contribute to community renewal outcomes.

Community Renewal project could also arrange for community groups to attend regional funding forums

- looking for ways to access multi-year funding to give key community groups funding certainty over a longer term
- contributing to infrastructure rather than providing funding to specific groups, for example contributing information to workshops on governance, assisting with group planning exercises, providing places to meet and donating the use of office equipment such as a photocopier
- sponsoring events
- providing honorariums for residents' group members.

Community Renewal projects could assist community groups to locate potential funding sources and help these groups apply for funding, or alternatively, the projects could encourage other agencies (e.g. local government or central government departments) to make it easier for community groups to access funds for operations and for specific projects. Many respondents to the 2006 future directions fieldwork noted that assistance should only be provided to key partners that have joint community renewal aims, and are particularly active in the project areas.

It was noted that the provision of funding support was difficult with Housing New Zealand's accountability processes, which require that individuals or groups be *reimbursed* for expenses incurred, rather than providing funding in advance. Some also noted that if funds were to be provided in advance, this should be conditional on the recipient having training in funds management and strong accountability practices. Mismanagement or the misappropriation of funds is a common destroyer of social capital, trust and confidence. It will therefore be important that provisions for funding in advance is aimed at nurturing the growth of community capacity, and should be conditional on having mechanisms to prevent situations which could lead to the undermining of the quality the funding seeks to encourage.

4.2.3 A focus on young people

The Community Renewal projects have initiated a range of innovative and exciting ways to involve and upskill young people as illustrated in the following case studies. However, Community Renewal has operated without specific objectives or outcomes for young people. Addressing the needs of young people in Community Renewal projects is important, to acknowledge the contribution that young people can make to their community and how they can benefit from participating in community life. Taking part in sports, arts, social clubs or issue-based groups can be a way for young people to develop a sense of responsibility and gain recognition of specific talents, ideas and leadership ability (Chanan et al 2000, p.28). Some community renewal projects developed in other countries have a focus on young people, in recognition of the relatively high percentage of young people commonly found in community renewal areas and factors specifically affecting their wellbeing. These factors include:

- relatively low skills and employment levels
- a history of long-term dependency
- involvement in anti-social activities including graffiti, vandalism, theft and gang-violence
- their vulnerability to feelings of low self-esteem.

Queensland's community renewal programme is one that has a focus on young people, with 12 percent of its budget spent on youth-focussed activities (QGDoH, 2003 p 7). The Queensland Government Department of Housing has produced a toolkit for involving young people in community renewal which provides good practice examples from Australia and Canada, including:

- establishing a student reference group to contribute to Community Renewal

- involving young people in planning improvements to their area through joint initiatives with schools and local authorities
- identifying and planning for youth spaces, arts and cultural facilities and events through joint initiatives with local authorities and art councils.

Other examples of youth-focused initiatives are outlined in HNZN (2005a, p27), QGDoH (2005), AHI (2005, p5) and SKNDC (2005) and were summarised in the Outcomes Evaluation (Buchan and Austin, 2006 p 15).

Findings from the 2006 future directions fieldwork and Cluster Group indicated strong support for a focus on young people. Some projects established initiatives with young people because the findings from their community surveys indicated a need. Other reasons given for focusing on young people were because they form a large part of the community, and there are a large number of young families who need support. Some respondents also noted the importance of working with young people to break the cycle of unemployment and lack of skills, and to provide alternatives to joining gangs that often actively recruit young people from Community Renewal project's areas.

Key messages for working with young people were identified from the Cluster Group's experience. Most of the messages recognise that for any initiatives to be successful, they need to be accepted by young people. This requires initiatives based on young people's strengths, getting the right people to work with young people, and involving people and organisations who will be in the project areas over the long term. On the basis of project experience to date, the main requirements for working with young people were identified as:

- listening to what young people want and responding to those matters, while encouraging them to be realistic about their aspirations (eg understanding the processes required to achieve activities).
- using successful young people as role models
- praising young people and assuring them that they are worth something by celebrating their achievements
- starting small and letting young people recruit and involve others
- providing activities that address leadership, confidence building and community membership so they feel confident to speak out and address issues in their life and their community⁷.

The Cluster Group also noted the challenge of attracting and retaining good youth workers, teachers and leaders, because funding is not always available to compete with other organisations.

A full list of suggestions from respondents and the Cluster Group for ways that Community Renewal could involve young people are listed in Appendix D.

⁷ A range of activities were noted to achieve this, including Spirit of Adventure, park wardens, gardening in the parks and other community areas, learning how to prepare submissions to council, work experience on Housing New Zealand buildings (e.g. painting), parenting skills, and drivers licence training.

Case Study 1 – Working With Young People Fordlands

Fordlands project team is assisted by a volunteer youth worker (Roy Paul) who identified the need for a youth centre where Fordland's young people can get together and participate. Community Renewal provided a double garage. Roy started with a small group that recruited others, set up a committee and decided who would do what on the committee.

One of the biggest achievements so far has been a 4-day programme of activities. Roy found that many of the young people, who were mainly Maori, had never been on a marae or been out of Rotorua, so the programme was designed to change this. Day 1 was aimed at building pride in their culture and where they live. The young people were taught about the history of Fordlands and they visited some marae to learn about protocols and history.

Day 2 was aimed at building confidence. They spent the day out of Rotorua doing different activities, including waka ama and abseiling.

Day 3 was a trip to the beach to collect kaimoana. Roy noted that *"some of them had never been to the beach before and didn't know what pipis were. After telling them what they were, everyone jumped in and there were just shells left!"*

The final day was focussed on the community. They visited a marae, and this time they all knew the right protocol! They were asked to choose something they would like to do for someone in Fordlands, and they chose to clean an elderly lady's house for the rest of the day.

Case Study 2 – Working With Young People Northcote

Northcote's Community Development Coordinator, Dude TuiSamoa, believes in working with people's strengths. Dude noticed a group of young people getting together and playing the piano outside. She got to know them and asked whether they would like something structured to do in the afternoons, and what it should do and achieve.

As a result, Community Renewal got a youth organisation to run and deliver a programme for them. The programme is for children aged 6 - 12 years old. The children all must register. At the moment there are 30 registered and at least 10 on a waiting list – they keep the ratio of children/adults down to allow for effective supervision, so staff/volunteers don't burnout having too many children to care for.

The programme operates two-days a week with some extras from time to time:

- Tuesdays - sports
Basketball, volley ball, swingball, touch rugby, softball, dodgeball, soccer, cricket
- Thursdays – music, art n' craft, dance
Learn to play guitar/keyboards, compose original songs, themes for craft change weekly - art/self portraits, prepare and practise items for local community events (such as Christmas carols for community, performing items at community events), hip hop dance
- Extras
Special celebratory day trips (e.g. to the beach or movies). Local mentors to talk with the children and teach activities, especially local upcoming sports stars.

The programme started as a four-month pilot and it is now run by local people. Dude noted that "*the kids love it because we care. They are motivated and interested.*" On going training is implemented for Youth Leaders. There are underlying messages/themes at every activity, reminding the children of the core values of the programme :

- respect – self, family, wider community
- having fun
- keeping themselves safe
- reinforcing positive behaviours both on the programme, at home, and in the community.

Case Study 3 – Working With Young People Eastern Porirua

Safety and activities for young people were identified as key issues for Waihora from the Map to the Future exercise (an extensive community survey). The Community Renewal team and its partners saw the potential for an activity to improve Waihora Park, which would address safety and provide a place for young people to use. Corinna School, Partners Porirua, Porirua Guardians and Community Renewal developed 'What's Up Waihora' to give students at Corinna School an opportunity to tackle problems in the park.

What's Up Waihora was run through Corinna School's social studies class, and involved a number of elements. The class was taught how to do a CPTED audit (Crime Prevention Through Environmental Design) to identify what was wrong with Waihora Park. A design competition was held with everyone making a model of how they would like the park to look and what it would have in it.

The class was then taught about local government processes and how to make a submission to a Long Term Council Community Plan (LTCCP). Using the two winning models for the park, the winning participants wrote a submission to Porirua City Council on the LTCCP and then presented their submission to the Council's full hearing of the LTCCP committee. The submission was accepted and included in the LTCCP. Council and Housing New Zealand are now in the process of reconstructing the park which will involve the closure of Waihora playground, a land-swap and a new smaller children's playground.

Incidentally, while the project was going, Council reported that the maintenance spend on the playground dropped significantly.

Case Study 4 – Working With Young People Clendon

Community Renewal has worked with the Clendon Residents' Group and with the Clendon Community Support Group whose sole focus is about youth in Clendon. Community Renewal began by building up a picture of the issues facing young people and what they wanted from the community participatory appraisal done by Community Renewal in Oct 2002. Waina Emery, Community Development Coordinator, summarised their approach as *"rather than starting from square one, we found out what others were doing and how we could add value"*. Two activities undertaken by Community Renewal and the Clendon Residents' Group are set out below.

Kim Dennis, chairperson of the Clendon Residents' Group, works with young offenders in her role as a social worker for the Police. Kim and the Community Renewal Team set up the Duke of Edinburgh Awards in Clendon with Clendon Community Support Group. This was set up as a pro active initiative for young offenders. It was seen as an ideal activity because it gets young people involved in their community, through the community service aspects of the awards, and it sets goals for them to work towards.

The programme began with 20 young people and has grown to 80 young people completing some parts of it each year. Some of them last year completed their gold award. It has provided the young people with a great sense of achievement and pride as they work through the different stages of bronze, silver and gold. The awards are given to them from the Mayor of Manukau, Sir Barry Curtis which is a celebrated event for them and their families. Kim noted that *"they are progressing into bright young men who respect their community now. They've learnt that they and their community need nurturing"*.

The opportunity for two youth to go on the Spirit of Adventure yacht through the Community Renewal Youth Sponsorship programme has been undertaken twice by youth who showed leadership abilities in the Clendon Community.

A sub group of the residents' group developed a selection process to find youth who were interested in the community and who showed leadership. Through the residents' group and community networks, youth were approached and asked if they were interested in taking up this opportunity. They filled out a form which asked for information about them and were interviewed.

Two young men and two young women have completed this adventure. A comment from Charlene Hepi who won the 'Jewellers Award' (a sterling silver replica of the S.T.S. Spirit of Adventure) given for outstanding behaviour and personal growth throughout the voyage was *"I came off the ship knowing heaps more about myself. I learned that the effort you put into things determines what you get out of them. It's all about commitment and attitude"*.

4.2.4 Increasing employment opportunities

Community renewal areas are often characterised by long term unemployment, and low self esteem, skills and education. Getting people into work is fundamental for improving wellbeing in these areas. However, residents face a number of barriers to employment, which were identified by the Cluster Group (refer to Appendix E).

Community Renewal projects can contribute to the enhancement of resident employment and growth, directly and indirectly. The direct approach involves recruiting local people to work for Housing New Zealand as employees or contractors. Indirectly, Housing New Zealand can support training or job-search initiatives and influence partner organisations and service providers to generate employment opportunities for local people.

The Community Renewal Programme Outcomes Evaluation found that projects were directly creating employment for tenants through maintenance and redevelopment activities. However, every Community Renewal project area can also be expected to benefit from improved access to specialised job-search and employment training services. While some projects had achieved much in this area, it was noted that others could improve their outcomes by placing more emphasis on these types of activities (Buchan and Austin, 2006 p 55).

A training guide is available for Community Renewal's staff, which indicates activities that could be undertaken to increase employment and training opportunities for tenants (Vercoe, 2003). Those that have not been widely adopted to date include:

- direct involvement in the provision of training opportunities
- running or sponsoring a Careers Expo (recognising that residents may not have the skills or confidence to investigate employment opportunities)
- provision of information on 'gateway organisations' (recognising that even if a number of employment-support and training providers are established in the area, the community may not be aware that they exist or of the services they provide)
- keeping a register of people in the community that could be called on for odd jobs
- focus on removing the transport barrier for many residents by working with local employers and training providers so residents can get to them easily or advocating for a community van with a volunteer driving residents to work and training providers
- undertaking research on job aspirations and barriers.

The Cluster Group also emphasised the need for Community Renewal to provide small steps into employment, starting with voluntary or part-time work to build confidence, skills and the routine of working. Examples of this approach in Clendon and Talbot Park are illustrated in Case Studies 5 and 6. Other ideas identified by the Cluster Group are provided in Appendix E.

Case Study 5 – Getting People Into Work Clendon

Reverend Mark Beale is a partner in Community Renewal. One of his schemes in Clendon aims to get long-term unemployed people into work by applying a staged approach to build confidence and skills. One of the lessons that Reverend Beale notes is that *“you need to take time - it’s a long-term process but worth it.”*

The scheme begins with residents working on small scale maintenance jobs for Housing New Zealand within the project area. The jobs are ones that do not require a lot of skill and aren’t critical if they aren’t done perfectly (e.g. painting fences). Once the workers have mastered that job they are moved onto bigger jobs that require more skills, such as beautification projects. The workers are sent on courses to operate machinery, obtain licences etc. At the end of the scheme their achievements are acknowledged with a certificate presented by the Manukau Beautification Charitable Trust. This acknowledgement itself builds pride and dignity in the workers.

Once they have completed the scheme, the residents are helped to find employment. So far seven out of ten residents have gained fulltime employment.

Case Study 6 – Getting People Into Work Talbot Park

The Community Renewal team in Talbot Park wanted Housing New Zealand’s contractor to give a local resident the opportunity to maintain the community garden. The team spoke with tenants to get their thoughts on how this could work. One tenant was interested but didn’t feel that she could do the job at the time. Community Renewal worked with her to make it happen, including helping her to prepare for the interview and accompanying her to it.

The tenant got the job and since then the position has been extended. As her skills grew the scope of the job was able to grow, so what started as four hours a week has become four hours a day. The job is likely to be extended again soon. With so many gardens in Talbot Park now, another person will need to help her with it. This means that she’ll be able to add leadership and management skills to the job too.

Jess Denholm, the Tenancy Manager, noted that *“support from Community Renewal is the key to getting people employed”*. By identifying an opportunity, starting small, and providing some support, not only has the tenant benefited, but her child watches her go to work each day and is proud to tell people that her mum has a job. She is the only one in the class that has a mum in paid employment.

Two issues of particular note were raised by respondents to the 2006 future directions fieldwork. Firstly, as identified in the Community Renewal Programme Outcomes Evaluation, most projects have focussed on achieving employment outcomes through a partnership with Work and Income. However, respondents in a number of the project areas noted that the effectiveness of the contribution by Work and Income was limited. Reasons for this included:

- the position was not based in the project area full-time (or had ceased to be full-time during the course of the project)
- staff were not properly resourced so they could not fulfil all their responsibilities from the project office
- their position was uncertain as they were on secondment rather than a permanent contract
- there was no opportunity for Work and Income staff operating in Community Renewal to learn from each other
- the position does not fit well with the organisation's regional targets so the achievements in Community Renewal areas were not recognised regionally
- their presence in the project office is not well known as illustrated by the following quote.

"Fliers advertising services are not enough. People just throw them away. In these sort of communities you need to go door to door and tell people. Work and Income just sent out fliers and then sat and waited for people to come. Nobody knew they were at the Community Renewal office". (project partner)

Difficulties experienced by Work and Income could be overcome by a partnership agreement between Work and Income and Housing New Zealand. An agreement would need to be reached with staff of sufficient seniority to ensure that the workers are appropriately resourced and this work acknowledged by Work and Income management.

The Fordlands project team are changing their focus to encourage people to start their own businesses. Employment in Rotorua is based around seasonal work, such as the tourist industry, which is not reliable or full-time and tends to be low paid. To address this, the project team is encouraging residents to create their own jobs by building on the skills and experience they already have, such as mowing lawns for others.

4.2.5 Strong partnerships to increase service delivery and coordination

Community Renewal Programme documents note the importance of improving the services available to Community Renewal areas and the need to work with other service providers to improve delivery, avoid duplication and maximise the use of resources. The issues facing residents in Community Renewal areas cannot be addressed by Housing New Zealand alone. It is essential for the effectiveness of each project and for the sustainability of improvements, that the projects work with existing resources to add value, rather than initiate new activities or services. In recognition of this point, one Regional Manager commented:

"Councils all have community development staff and we're not tapping into that enough. The community development aspects of Community Renewal could be led by the Council. We should be working alongside them" (regional manager).

The Community Renewal Programme Outcomes Evaluation assessed progress for achieving the 'Joined Up Responses and Solutions' outcome. The evaluation assessed whether projects were working collaboratively with other agencies and service providers and assessed the quality of those partnerships, identifying common problems encountered. Findings from the 2006 future directions fieldwork indicated that the sustainability of the projects relied on providing more focus on strong partnerships that will deliver additional services in project areas. The fieldwork also identified the need for improved coordination of those services.

Creating successful partnerships

Common difficulties for partnerships were raised at the Cluster Group. Partnerships often operate while there is distrust amongst the community, local groups and organisations as to the intentions and effectiveness of government organisations, such as Housing New

Zealand. Another common difficulty was the lack of detail in partnership arrangements, including Memorandum of Understandings, that do not stipulate what each partner will do, or fund, and the timeframes for undertaking activities.

The elements required for a successful partnership were identified by the Cluster Group and are summarised below:

- patience and time to listen, discuss, compromise and agree
- common priorities and focus
- clear outcomes/goals
- clear boundaries for the partnership
- clear expectations and the reasons for action
- understanding the impact of activities on each other's resources
- understanding each other's capabilities
- a champion with sufficient seniority in each organisation, who is likely to be around in the long term
- a formal agreement between the partners
- action to deliver on agreed activities, and monitoring to ensure that activities are delivered
- good record-keeping and more than one person who is able to do each job so that continuity is retained.

The following quotes illustrate the importance of the above elements. Appendix F outlines a process to guide Community Renewal and its partners, so that each of the elements are identified and discussed when establishing partnerships.

"You need written agreement. It's not so much what is written, but the process of discussing and recording what is agreed. Formalising a partnership doesn't mean that it can't change. If it is written down, when the heat goes out by some in the organisation, the staff can refer to the written commitment. The commitment should state how problems will be solved, how funding is to be used, who handles the funds and who contributes to the funds, and what the expectations are of each partner. Remember that it's about relationships, not physical things" (project partner).

"Our partnership started with a hiss and a roar. A council champion was appointed, we agreed to fortnightly meetings and we had a 'no surprises' policy, but in practice the partnership only went one way. We didn't have a detailed project agreement with the Council, the Council didn't confirm staff or budget, and there was no dispute resolution process to get things moving. We learnt that a partnership requires a long-term commitment with all the details worked out" (project manager).

Coordination of service providers

The Outcomes Evaluation noted that the coordination and linking of social services is central to the success of Community Renewal projects. Respondents in three of the project areas noted a need for greater coordination of service provision. It was considered that Community Renewal could facilitate this by actively linking agencies in the following ways (some of which have been undertaken in some project areas):

- initiate or advocate network meetings to create a more efficient means of sharing information about resident's issues and needs, ensure that service provision is not duplicated and to identify gaps in service provision. It was also identified as a way for different providers to understand each other and to make all agencies accountable to each other
- initiate street makeovers with a range of service providers
- initiate a one-stop shop for agencies to operate from
- invite service providers to become part of the Housing Action Plan to which tenants sign up. Social service providers would do an initial visit with the Tenancy Manager at the tenant's home to assess the household's health and other issues

- train Community Renewal's administrator and/or Community Development Coordinator to provide advice on services available.

4.2.6 Housing needs assessment

Housing New Zealand staff in all the project areas emphasised the need for Tenancy Managers operating in the project areas to be able to undertake a needs assessment of tenants and influence the allocations process. Undertaking needs assessment was viewed as fundamental for getting to know tenants and understanding tenant's needs, and therefore achieving community renewal outcomes. An ability to influence the allocations process was considered necessary to change the dynamics of Community Renewal areas by accepting a larger proportion of C and D category tenants, particularly in the short term.

It was noted that Housing Services operates differently in each region, with regions either providing Tenancy Managers, Housing Managers, or in one case a Senior Housing Manager, in the Community Renewal project office. In addition, the Tenancy Manager in Fordlands has a unique role as both a Tenancy Manager and Community Development Coordinator. Recommendation 4.3.6 recognises these differences.

4.3 Recommendations

- 4.3.1 As part of its Community Development Plan, each project should establish a community capacity building strategy. This strategy should explicitly address the following elements of community participation:
- building capacity among tenants and other residents in the skills needed to be involved in the Community Renewal project
 - providing opportunities for involvement
 - recognising and rewarding community leadership.
- 4.3.2 Establish strategies / activities to explicitly address the needs of young people, including supporting other agencies and groups to provide services to youth.
- 4.3.3 Assist established community groups to locate funding support for operations and events. This could include business sponsorship, grants from partner agencies, and providing information on funding sources.
- 4.3.4 Adopt creative approaches to supporting employment opportunities in conjunction with partners. These approaches could include opportunities for employment-related training, job-search activities and work experience.
- 4.3.5 Increase efforts to establish strong, innovative partnerships to increase services, improve the coordination of service delivery, and to combine resources to deliver and maintain physical improvements in Community Renewal areas.
- 4.3.6 The capacity for undertaking needs assessment and allocations should be integrated into the project office. This could be achieved by one of the following:
- A Housing Manager appointed to the project office
 - Tenancy Manager's role to include needs assessment which is set out in their job description and KPIs
 - Tenancy Manager's working in the Community Renewal team have a strong working relationship with a Housing Manager in their Neighbourhood Unit.

5. Structures and Processes – Communications

The main mechanisms used by Community Renewal to convey information to residents is through newsletters, community meetings and direct liaison between residents and Community Renewal staff.

5.1 Issue

The Community Renewal Programme Outcomes Evaluation noted the importance of communication between the project and the community concerned. The quality and timeliness of that communication can affect outcomes related to increasing community participation, building social networks and improving perceptions of Community Renewal projects. The evaluation identified the need to provide a greater focus within each project on communications with tenants and with the media.

Frequent communication with tenants is essential for building knowledge of, and support for, Community Renewal. Projects need to let tenants know what the project is doing and achieving, and most importantly, how they can become involved. Some projects experienced difficulties in producing timely and community-friendly newsletters. These difficulties were at least partly a result of internal systems and protocols that influence interactions between projects and the National Office Communications team (HNZC 2006, p.51).

In addition, the evaluation noted that very little translation of written communication about Community Renewal has been prepared. Some projects have provided a translator (usually another resident) at meetings with non-English speaking groups. For written material they have relied on non-English speaking tenants having access to someone in the community who can translate for them. It is likely that a high proportion of non-English speaking tenants (especially new residents who have not yet established relationships with other residents) will be deterred from becoming more involved in community renewal activities by the time and effort required to find someone to translate newsletters and fliers for them. Without having at least some material translated, Community Renewal projects could be missing a good community development opportunity. Receiving reading material in their own language would give a clear message to non-English speaking tenants that their culture is recognised and that they are valued members of the community. It may not be necessary to have material translated, but it is important to have a mechanism to check that the message is getting across.

The evaluation noted that communication with the media is important for improving the perception of Community Renewal projects and for acknowledging the changes that tenants, Housing New Zealand and its partners are achieving. To change perceptions among the wider population, people need to know what the projects are doing and achieving. This requires establishing mutually beneficial relationships with local media reporters and a greater emphasis on media releases - especially the good news stories.

5.2 Findings

Although the Community Renewal Programme has a communications strategy, the details as they apply to each project are not sufficiently explicit to ensure that communication practices add value to the project. Given the importance of keeping residents informed, the Outcomes Evaluation noted the need to promote the Programme to potential and existing partners and raising the profile of Community Renewal areas among the wider community. It was noted that the Programme would benefit from a coordinated approach to communication, utilising the skills of the Communications and Community Renewal team.

There are two areas where improvements need to be made to communication systems to improve outcomes for Community Renewal:

- getting community-friendly (short and simple) and timely information to tenants and other residents in Community Renewal projects
- getting information to the wider community about Community Renewal project events and achievements.

The need for improvements to these two areas was supported by respondents during the 2006 future directions fieldwork, as illustrated by the following comments:

“Positive media is very important for Community Renewal projects. Eastern Porirua only hits the Dominion when something negative happens, which fuels the fear of crime in the area. Community Renewal needs to have an active communication strategy to catch good news stories and to chip away at the ignorance about the area. It’s also a useful way to sell the outcomes of Community Renewal to mainstream organisations.” (project partner)

“You need regular news releases, affirming local peoples’ decisions to live in the area and to keep Community Renewal in front of people” (project partner).

“The process of getting information out to our tenants needs to be improved. A year ago Community Renewal’s Voluntary Youth Coordinator wrote an article for the Community Renewal newsletter. The Communications team changed it without consulting the Community Renewal team. The Youth Coordinator was very upset as the rewrite didn’t say what he had wanted it to say and the quotes he used were unrecognisable” (Community Renewal project staff).

During the fieldwork for the Future Directions Study, a training programme for Project Managers and Community Development Coordinators, especially tailored to their requirements, was initiated by the Communications team.

5.2.1 Information to tenants and other residents

To get information out in an efficient manner to tenants and other residents requires the use of a range of media appropriate to the characteristics of each project community (including cultures, ages and size of the project area). Different types of media can be used to inform tenants about future events and opportunities for involvement. Some projects have found that written material does not suit all residents, whereas others have had great success with their newsletters. Radio is likely to prove more effective (using local commercial stations and the different language programmes on Access Radio) but care would need to be taken to reduce the risk of unguarded comments which could cause difficulties for Housing New Zealand.

Among the Housing New Zealand managers interviewed for the Future Directions Study, there was a diversity of opinion about the need for Community Renewal to have its own publication. The benefits of websites over newsletters was also discussed. One Regional Manager thought there was a risk of being “too precious” about Community Renewal and that the Housing New Zealand publication *Close to Home* was an excellent publication to which Community Renewal could contribute.

Whichever media, or range of media is appropriate, it is important that it can provide timely and frequent information to keep the momentum of the project and the community’s interest going. Therefore, Housing New Zealand’s procedures for communication need to be adapted to provide for quick and efficient processing and delivery of information.

Another form of media not used by the projects is a webpage which may attract a broader range of people, particularly younger people, in the community. This was raised as an

action for Clendon at the second Cluster Group meeting as a means of promoting community identity and information sharing, and to foster a sense of common purpose between the many different groups (Buchan and Austin, 2006 p 104). This matter is discussed further below.

The large number of different cultures present in some of the Community Renewal projects means that translations need to be dealt with pragmatically. Translating written information into one or more languages could add much value in gaining tenant participation in Community Renewal. The decision to translate information needs to consider numbers, cost effectiveness and efficiency. This could be achieved by providing:

- a summary of the purpose of the written material (e.g. leaflet, poster, newsletter) in a number of different languages with contact details for obtaining a full translation
- a full or summary translation of key Community Renewal documents
- assistance to local residents, members of community groups or university students prepared to act as translators for written material or to interpret at Community Renewal's events
- establishing a joint cost-sharing initiative with local councils to provide a translation service.

Project web-pages, radio interviews, timely notices and translated documents may pose a challenge to Housing New Zealand's accepted procedures for processing and approving community communications. Some of Community Renewal's staff interviewed during the 2006 evaluation fieldwork believed that the process for producing written media would improve if there was a designated person within the Communications team to work with Community Renewal. One Project Manager also noted that it was the responsibility of the Community Renewal team to:

- be aware of the Communication's team requirements and standards of wording
- plan for the time required to prepare documents
- establish a rapport with the Communications team.

As part of preparing the Future Directions study it was intended that the evaluation team would meet with the Communications team to discuss ways of responding to the communications requirements of the Community Renewal projects and the implications of each. However, the Programme staff and Research and Evaluation staff agreed that this was a matter that needed to be worked on, taking into account the evaluation findings.

5.2.2 Information to the wider community

Portraying Community Renewal to the wider area is likely to require stronger relationships between Community Renewal and the local media – newspapers as well as radio. This is more likely to be successful if it is handled at the project level, through direct liaison between Project Managers (or Regional Managers) and the local press, rather than from the National Office.⁸ To minimise the risks involved in projects having direct contact with the media, guidance from the Communications team on how and when to approach the media and to provide peer review of material if necessary, will be invaluable. Alternatively, the need to strengthen the relationship between Community Renewal and the local media, and to provide timely press releases and other material, could be met by having a designated Community Renewal media person in the Communications team.

It is noted that there is little evidence of the good work undertaken by Community Renewal on Housing New Zealand's website. During the final stage of the evaluation, Housing New Zealand's webpage was substantially restyled and Community Renewal is now located under 'property improvements'. The webpage provides a very basic overview

⁸ It was noted that some Housing New Zealand staff in Auckland believed that they were adequately supported as the Auckland Region has their own Communications team.

about the Programme and each project but does not capture many of the activities or achievements.

The lack of a dynamic webpage could be a missed opportunity to promote ongoing involvement and awareness of the Programme, and the sharing of experiences across the six projects. A webpage could also provide an opportunity to celebrate and inform people about their area and opportunities in their area, as identified by Clendon (mentioned above). There are a number of websites related to overseas community renewal programmes, which include information on the programme concerned, specific activities, how to get involved, newsletters, tools for community renewal and other programme documents, and a webcam. Two quite different examples are the Queensland Community Renewal (www.housing.qld.gov.au) programme and South Kilburn New Deal for Communities (www.skndc.net).

There was a lot of support from respondents interviewed during the 2006 evaluation fieldwork for the use of a Community Renewal webpage. Reasons cited included that:

- it would be a good way to let residents know what was going on in their area
- it would be a good way for residents to see what was happening in other areas
- local schools could refer to it in their computer classes
- most residents could access the webpage at work or school if they don't have their own computer
- it would be helpful for Housing New Zealand call centre staff to be able to access up-to-date information when queries are received about Community Renewal.

The current Community Renewal webpage could be modified or a link provided to an independent webpage that is administered by community groups, councils or individual projects. The development of these webpages could be combined with activities provided in some projects around computer skills. It could be accessed by residents visiting the project office as some projects are considering providing a computer for residents' use.

Some of Community Renewal's staff indicated a preference for the project partners to jointly set up the website, with the local council or community group having responsibility for its long-term administration. The benefit of having council or community groups responsible for the day to day administration was to ensure that the webpage would be sustainable over the long term, more easily updated, and would allow for the inclusion of content that Housing New Zealand may not necessarily endorse.

5.3 Recommendations

- 5.3.1 Communications and Community Renewal should investigate ways to deliver timely and appropriate community-friendly information to tenants and other residents.
- 5.3.2 Each project should investigate the need for efficient and cost-effective ways to get project material translated, at least for the largest ESOL groups (English as a second language) in their area. Each project should have a mechanism in place to monitor that project communication is reaching all language groups represented among the resident community.
- 5.3.3 Community Renewal and the Communications team should consider developing a community webpage that is sustainable.
- 5.3.4 The Programme should develop a strategy for Project Managers and Community Development Coordinators to ensure that their media skills are updated on an on-going basis.

6. Structures and Processes – Community Development

Community Renewal recognises that community capacity and confidence building are essential if individual residents and community groups are to take greater responsibility for the wellbeing of their communities at the end of the project. The Programme places a strong emphasis on taking a community development approach. This is reflected in outcomes such as community-led solutions, community ownership, joined-up responses and building social networks.

Experiences of similar programmes in Australia and the United Kingdom have demonstrated that for community renewal improvements to be sustainable, the organisational and social structures as well as the skills and confidence of the communities concerned need to be strengthened (Macdonald and Peel, Appendix IV, 2005). This is especially important given the characteristics of the communities selected for Community Renewal projects. Community development approaches are used to work with communities in ways that empower them, increase their cohesiveness and build their capacity for problem solving.

However other outcomes, such as improvements to physical environment and services, reflect the importance of delivering specific, concrete outcomes within a relatively short space of time (e.g. five years).

6.1 Issue

The Cluster Group meeting in December 2005 identified a number of operational and environmental constraints that were likely to influence programme outcomes. One of these was the requirement to work within a framework of community development principles, empowering and encouraging local communities to influence project activities. While this was recognised as being an essential ingredient in achieving sustainability of results, it was seen as an impediment to achieving visible changes in the short-term.

Interviews with project staff, community agencies and Housing New Zealand managers indicated a tension between the demands of a community development approach and the need to deliver outcomes to justify further expenditure. It was acknowledged that while the projects are expected to work in a way which builds capacity and confidence in the community to make their own decisions, less emphasis had been given to this aspect of Community Renewal, especially in the early stages of a project. More emphasis had typically been given to making improvements to the physical environment (new houses, renovations and improving recreational areas etc.). The difficulty of balancing these competing outcomes is noted in the overseas literature.

A number of specific challenges for community development approaches in Community Renewal projects were identified during the outcomes evaluation. These included:

- difficulties in building a strong consultation and participation process that meaningfully involves people, and retains their involvement, especially in communities that don't have the skills or structures to engage readily
- a perceived reluctance on behalf of Housing New Zealand to consult on proposed developments prior to gaining funding agreements by which stage the developments are more or less committed
- difficulties in engaging all the community - especially the quiet voices
- the disempowering effect that professional "outside" partner agencies (such as the local council or government agencies) can have on residents at community meetings
- the difficulties and delays that consultation and participation can create in reaching agreement on what developments are right or best for a project area

- the difficulty of attracting project staff who have community development skills and can commit to working in the project for the duration. The evaluation concluded that while staff turnovers cannot be prevented, measures to reduce the likelihood of this happening need to be considered, particularly for Community Development Coordinators and Project Managers, both of whom are the community's main link with the project.

Community leadership and community participation are likely to be significant weaknesses in the areas selected for Community Renewal projects. These weaknesses need to be addressed for the Community Renewal improvements to be sustainable. For a Community Renewal project to be effective in this, time, perseverance and the active involvement of residents in project activities will be required. This should be the primary focus of the Community Development Coordinator's role.

6.2 Findings

6.2.1 Community development practice within Community Renewal

According to Community Renewal policy, project plans are to be developed in consultation with the community. One of the original objectives of the programme is to "implement community led solutions". The selection criteria for Community Renewal areas mean that these communities have very limited capacity to engage. Therefore, the extent to which community-led solutions have been achieved has been severely limited. These communities do not have the capacity at the outset to engage in identifying needs and strategies to address those needs. Inevitably, given the need to develop the project plans at an early stage, Housing New Zealand, government agencies, local councils and established non-government organisations dominate. Such processes can serve to further undermine the confidence of the tenants and other residents to influence their environment and take responsibility for the wellbeing of themselves and their community.

The Outcomes Evaluation identified some measures that could be taken to balance the tension between results-based project management and community development approaches. The Community Renewal team took this recommendation seriously and have moved to address this by:

- increasing support at the national level for a community development approach
- increasing their recognition of the importance Community Development Coordinator's role within each project
- additional training and mentoring to ensure that all members of the project understand the importance of working together in accordance with community development principles
- monitoring the balance between physical improvements and community development.

Since the completion of the Outcomes Evaluation, a Community Development Adviser has been appointed within the Community Renewal Programme team in the National Office. Her job description includes providing leadership, mentoring and support to project staff concerning community development. She is also responsible for leading the development of frameworks and processes to support the community development approach within the Programme as a whole.

Since the Outcomes Evaluation, the Community Development Coordinator positions have been made permanent in recognition that these skills will still be required in the regions after Community Renewal projects have transitioned.

Findings from the 2006 future directions fieldwork generally supported the recommendations (section 6.3) to strengthen community development practice within the structures and processes of Community Renewal.

6.2.2 Community development practice within Housing New Zealand

For community development to be successfully implemented in Community Renewal areas over the long term, there will need to be recognition at the regional and national level within the organisation that community development:

- is a long term process
- is based on genuine community partnerships
- results are not always measurable
- involves risk and that failure is only failure if no learning and development results from the event.

The Programme Manager has acknowledged that there is a need to improve understanding of community development within Housing New Zealand as a whole and that there is a role for Community Renewal to advocate for this. Consequently, this task has been identified as a workstream in the Programme's 'Next Steps' work plan.

6.2.3 Tasks and Qualities of a Community Development Coordinator

A number of tasks appropriate for the role of a Community Development Coordinator were identified by respondents interviewed for the Future Directions Study. These included:

- assisting residents to be involved in decision-making
- facilitating planning processes
- monitoring the Community Renewal process to ensure that the project is delivering what the community wants
- bringing in necessary resources to assist the community (e.g. by helping with submissions to other organisations or helping locate potential sources of funding)
- planning for transition with residents and community groups to make sure the timing and process accommodates their requirements for a smooth transition process.

Community Development Coordinators are currently doing some or most of these tasks.

Qualities identified by respondents as being important for an effective Community Development Coordinator were:

- hands-on experience in working within communities
- excellent community engagement and communication skills
- project management skills
- access to local networks
- strategic thinking
- relationship management.

6.3 Recommendations

In addition to the changes already initiated by the Community Development Advisor, the following actions are recommended to increase the sustainability of improvements achieved by each Community Renewal project. These recommendations, including Table 3, were tested with a range of people during the 2006 future directions fieldwork and have been amended as appropriate.

6.3.1 Take a more targeted approach to building community leadership and the community's capacity to initiate and contribute to initiatives aimed at increasing community-wellbeing over the longer term (refer to section 4.2.1)

6.3.2 Initiate and encourage more focussed activities to increase the wellbeing of youth and young people in project areas (refer to section 4.2.3)

6.3.3 Encourage the establishment of a community newsletter, or, if one already exists, contribute and support the newsletter as appropriate. The newsletter should be a vehicle for celebrating residents' achievements, and informing and involving residents and groups in initiatives to improve community wellbeing.

6.3.4 Consider the benefits of establishing community web-pages to provide an opportunity to celebrate and inform residents about their area and future activities in their area, to promote ongoing involvement and awareness of the Programme, and to share experiences across the six projects (refer to section 5.2.2).

6.3.5 Consider the benefits to be gained from having a regular Community Renewal newsletter to which all the projects contribute. This could, among other things, act as a catalyst for sharing ideas and learnings, providing encouragement (by celebrating project achievements) and raising enthusiasm for the Programme in the various communities.

Table 3 sets out the outcomes for adopting a more effective community development approach, and indicators that could be used for measuring progress towards the achievement of these outcomes. These outcomes and indicators are aimed at achieving a stronger alignment between the Programme's aims and the work undertaken by the Community Development Coordinators. They also aim to clarify the responsibilities of the Community Development Coordinators as opposed to the Project Managers who are responsible for achieving the Programme outcomes set out in Table 2.

Table 3: Recommended outcomes and indicators of effective community development input

Outcomes	Indicators
1. Community Development Coordinators are seen to be strengthening communities and adding value at community meetings	The Community Development Coordinator attends community meetings and is seen to contribute in ways which build and empower community groups Community Development Coordinators are invited to resident group meetings
2. Community Development Coordinators are actively involved in building community leadership	A programme for leadership training has been established in the community as part of the Community Renewal project initiatives The Community Development Coordinator initiates meetings to build leadership and strengthen decision making and organisational capacity Emergent leaders are invited to participate in planning meetings with partner organisations Community representatives feel supported by Community Renewal at meetings and report increased confidence and skills The project has a formal agreement with a community representative organisation which establishes a partnership arrangement.
3. The community, and particularly residents (including Housing New	The project is pro-active in looking for ways to involve the community, including private property

Outcomes	Indicators
Zealand tenants) play an active role in community renewal events	owners, and individual residents in its activities.
4. Community Development Coordinators help to foster a sense of community and common interest among residents	<p>Neighbourhood meetings and events are initiated or supported by the Community Development Coordinator</p> <p>There is a community newsletter and/or website which is used to keep people informed, and promote ideas, achievements and leadership</p> <p>Different ethnic and migrant groups are actively encouraged to participate in community renewal activities and steps are taken to make them feel welcome</p> <p>Isolated residents (e.g. elderly, disabled, single mothers) are actively encouraged to participate in community renewal activities.</p>
5. The Community Renewal project includes initiatives to build confidence and leadership among youth	<p>Comments from young people about how the project has helped them</p> <p>Young people participate in youth-related project planning meetings and voluntary activities</p> <p>Young people are involved in the development of public spaces and have a sense of ownership as a result</p> <p>There is a reduction in truancy and violent incidents involving youth</p> <p>A youth needs-assessment has been undertaken</p> <p>Partnerships with organisations focused on young people are created based on the findings of the youth needs-assessment</p>

7. Structures and Processes – The Place of Local Government in Community Renewal Projects

The Outcomes Evaluation found that all projects had some form of partnership arrangement with their local council, and these had all been formalised in a Memorandum of Understanding. However, the success of these partnerships in delivering good outcomes for Community Renewal differed widely.

7.1 Issue

The Community Renewal Programme Outcomes Evaluation (Buchan and Austin 2006) noted that effective partnerships with local authorities are important because of council's legislative requirements to address community wellbeing under the Local Government Act 2002, and the extent to which councils can add value to Community Renewal's outcomes. This is recognised by Housing New Zealand's selection criteria for a new project, which requires the local authority to be a willing partner in the project.

Local authorities are of particular importance to Community Renewal for the following reasons:

- they can influence the quality of the physical environment through the control of land uses (via their District Plan and building permits) and the maintenance of public areas (such as streets, street lighting, community facilities and parks)
- they approve building and resource consents
- they provide facilities and services, such as parks and play equipment, community halls, public transport and rubbish collections
- they have community development workers and can provide information and access to community networks (as participants of network meetings, and they often have databases of community groups)
- they engage in long-term (10 year) planning with community groups and government departments through their Long Term Council Community Plan (LTCCP) process
- they can be a source of funding for capital expenditure, maintenance and community grants
- they are long term entities in the community with a sound funding base.

7.2 Findings

The Community Renewal Programme Outcomes Evaluation found that four of the six Community Renewal projects were experiencing ongoing problems in their relationship with their local authority, despite having a Memorandum of Understanding in place. Factors contributing to the problems included incompatible timeframes, different visions, insufficient resources and ineffective partnership agreements. The Outcomes Evaluation recommended that factors contributing to the problems between Community Renewal and local authorities, and ways to improve this relationship, needed to be explored further.

There are a number of areas that Community Renewal projects could focus on in their dealings with local authorities to maximise Community Renewal's outcomes as outlined below.

7.2.1 Formal partnership

From the outset there should be a formal partnership agreement that sets out the resources, commitments and timeframes of each of the partners, with an agreed vision for the project. This agreement will minimise misunderstandings about each other's expectations and role in the Community Renewal project, and will establish a sense of partnership responsibility for the project within the local authority. One mechanism that can be used for achieving this (an MOU) is discussed in section 8 of this report.

The need for a formal partnership agreement was endorsed by a number of respondents during the 2006 future directions fieldwork, as illustrated by the following comments:

“There needs to be a clear understanding on both sides about what Community Renewal expects and needs from the local council in the short and long term (after transition). We need plenty of lead in time if we’re expected to contribute so we can get our input prioritised in the three year planning budgets of the LTCCP” (local authority).

“An MOU is vital to getting action and ensuring that action continues. It is especially important when there is a changeover of staff, otherwise the new staff have no reason to continue the work. It is essential that the MOU is a whole-of-council commitment and it should be a practical demonstration and evidence of that commitment.” (local authority).

However, respondents differed in their views as to whether the establishment of Community Renewal projects should be conditional upon a Memorandum of Understanding, with some agreeing and others believing that it would be an ideal situation but should not stop a project from commencing. If a council was unwilling to enter a partnership arrangement it was considered that project staff should give priority to developing a sound relationship early in the project. One respondent noted that a Memorandum of Understanding was no guarantee of a successful partnership - difficulties can be experienced despite having a formal agreement:

“When the MOU between Community Renewal and the council was negotiated at top management level, the discussions were superficial and there was no real understanding on the council’s part of what the MOU meant (eg what we were expected to do). Nobody was given responsibility to act as the liaison person with the project, and no extra resources were allocated to enable the Council to respond to requests from the project or add value to it” (local authority).

Local authority respondents involved in three of the six projects noted that both parties have a responsibility to understand and take into account the differences between the organisations before agreeing a Memorandum of Understanding. In particular, both parties should:

- understand the other partners’ responsibilities, capabilities and resources (staff and funding). Respondents noted that Community Renewal should do some initial scoping of the capacity of the particular local authority and the issues it is dealing with before approaching it. This means that any discussions about roles and responsibilities take place with a clear understanding of what and how the local authority can contribute. A local authority’s capabilities, particularly in terms of housing and community development experience and resources, will directly impact on the type of role it can play.
- understand the partners’ planning and budget timeframes. Respondents noted that local authorities need time to incorporate projects into their budgets, and Memoranda of Understandings should recognise that the timeframe for implementing these projects may be longer than Housing New Zealand is used to because LTCCPs have a 10-year horizon and are up-dated every three years.

Project Managers and local authority partners for two of the projects noted the importance of Memoranda of Understandings being signed by people with access to resources and influence in both organisations.

Given the importance of the relationship between local authorities and Housing New Zealand in achieving Community Renewal’s outcomes, it is considered appropriate that some form of understanding and commitment from the local council is established at the outset of a project. The Memoranda of Understandings can evolve as trust builds

between the two parties and the needs of the project become more clear in terms of the local authority's and Housing New Zealand's responsibilities. What begins as a general statement of understanding, setting out the aspirations of the partnership and ground rules for liaison and cooperation, should develop over time into a more detailed Memorandum of Understanding that sets out specific responsibilities. The Memorandum of Understanding should be revisited on a regular basis as the project progresses, particularly as a Community Renewal project enters the transition phase.

7.2.2 Council staff

Finding the right local authority staff to be engaged in the Community Renewal project is important. While one person may be the primary contact for the project, many other divisions of the council will need to be involved from time-to-time depending on the activities being undertaken. This will require a commitment from operational and policy staff across a range of services, including parks/reserves, transport, utilities, community development and planning. Whoever is selected as the liaison person for the council needs to be able to obtain cooperation from all these divisions of council if and when required.

Having the support of a Councillor can also be useful, although during the future directions field work strong reservations were expressed by some project and council staff about the desirability of political involvement. However, the literature review provided evidence that as elected representatives of the community with political accountability and influence, councillors provide a unique role which can be used to activate resources and raise the profile of the project in the wider community.

Responses from the future directions fieldwork agreed that a dedicated officer responsible for leading and coordinating the local authority's response was essential to the success of the relationship with Community Renewal. Respondents generally believed that this person should be a senior member of staff rather than a councillor. A councillor was sometimes seen to be an optional extra to help gain support and raise the profile of the project where necessary.

7.2.3 Policy and operational support

Local authorities have a number of strategic documents that influence the development of their district over the long term. The LTCCP and District Plan are of particular relevance to Community Renewal. An LTCCP sets out the community's vision and desired outcomes for a district and neighbourhoods within the district, and the tasks that the local authority (vis-à-vis other organisations and government departments) has agreed to undertake to implement those outcomes. Recognition of the issues and/or vision for a Community Renewal project's area in the LTCCP and the resources council has agreed to contribute towards these is therefore an important contributor to the achievement of Community Renewal's outcomes. A District Plan controls the way that land can be used and is therefore important for facilitating any major physical changes in a Community Renewal project's area.

Local authorities can also provide operational support for a Community Renewal project in a number of ways. For example they can prioritise physical works and facilitate them through their reporting processes to the relevant committees and council meetings. This could apply to land swaps, roading and reserve improvements, undertaking CEPTED studies, extra rubbish collections, and the provision of a dedicated officer to deal with Housing New Zealand's building consents for large redevelopments.

7.3 Recommendations

- 7.3.1 That approval of an area for a Community Renewal project should be conditional upon:
- a) a written commitment from the council that operational and policy staff across a range of services (reserves, transport, utilities, community development, planning) will be made available to work with the project
 - b) a senior council officer being nominated to lead and coordinate the council response
- 7.3.2 Any agreement should be regularly revised to reflect changing dynamics and needs. In the later stages it should cover the transition period. The proposed contents of a Memorandum of Understanding are set out in section 8.3.
- 7.3.3 In assessing the success of the collaboration between the Community Renewal project and the local council the following factors should be taken into account:
- a) the council's recognition of community renewal-related initiatives through the allocation of appropriate resources in documents such as the LTCCP, its Annual Plan, and if necessary, land use provisions in the District Plan
 - b) the level of participation of council officers in community renewal-related meetings and other activities
 - c) the extent to which the council officers adopt a community development approach in the project area and work with the Community Development Coordinator (e.g. by involving residents in decision making, and acknowledging and respecting local leaders and resident groups).

8. Criteria for Selecting Community Renewal Project Areas

As of 2006, six areas have been selected for Community Renewal projects. The criteria for eligible communities and the process for selection have been refined in light of experience. The current criteria and selection process are set out in the Housing New Zealand's document *Selection Criteria and Process for Community Renewal and Neighbourhood Improvement Projects: Version 1* (HNZC May 2003).

The selection process begins with the identification of areas experiencing relatively high socio-economic deprivation using the Statistics New Zealand's Deprivation Index. When an area has more than one site that meets these criteria, further ranking is done based on Housing New Zealand's operational experience. Factors taken into account include the rate of tenant turnover, amount of rent in arrears, incidents of damage, and extent of overcrowding. A third sifting stage takes into account the opportunities for working in partnership with other agencies, the likely financial implications for Housing New Zealand and the potential benefits to the community concerned.

The specific criteria used in the selection of Community Renewal project areas are:

- census area units with a NZ Deprivation Index ranking of 9 or 10. The use of the Deprivation Index was added after the first selection round as a proxy for determining need. It includes lack of access to telephones, high benefit dependency, high rates of unemployment, low income levels, poor access to transport, high rates of single parent families, low educational achievement levels, low levels of home ownership and high house occupancy rates.
- Housing New Zealand own more than 10 percent of housing in the area
- Housing New Zealand owns more than 30 percent of the rental sector
- Housing New Zealand properties number more than 150. This was added after the first selection round to distinguish Neighbourhood Improvement sites from Community Renewal sites.

Further refinement is carried out using indicators based on Housing New Zealand tenancy and property management information. The indicators include:

- vacancy rates
- turnover
- rent in arrears
- damage
- offer refusals
- age of housing
- deferred maintenance
- waiting lists
- overcrowding.

Projects selected from this process are then subject to further sifting based on the following factors:

- the number and type of interventions in the area being undertaken by other government departments (including Housing New Zealand) and local councils. This was added after the first selection round in recognition that greater gains could be achieved using a "whole of government" approach
- the willingness of the local council to be involved in a partnership. This factor was added after the first selection round.

Final selection of a Community Renewal project site is based on:

- the possible direct financial impacts on Housing New Zealand
- the possible indirect social and environmental benefits to the wider community.

8.1 Issue

New Community Renewal sites may be selected to replace those projects being “transitioned⁹” or to expand the Programme into other areas. This provides an opportunity to reassess the criteria used to select the first round of projects, to decide if any adjustments should be made to the criteria, based on experience gained over the first five years of the Programme.

8.2 Findings

Community Renewal is targeted at improving the wellbeing of residents in the most deprived areas of New Zealand. Vercoe (January 2003, p6) notes that as a result of the initial selection criteria, communities undergoing renewal are characterised by a lack of social integration, limited or no access to social services, lack of infrastructure, high levels of crime and unemployment, low educational attainment and poor health outcomes. In these areas community infrastructure and social capital is not strong enough for the community to be able to improve its standard of wellbeing without receiving a higher level of assistance than that available through standard systems and processes.

For Housing New Zealand, interventions in these communities pose a significant level of risk that programme objectives will not be achieved, because of the lack of basic building blocks such as information, social networks and organisational capacity and leadership. Significant and sustainable improvements in wellbeing within a limited timeframe may not be achievable. The achievements in Aranui may well prove to be sustainable but this is not necessarily an indication that five years is a realistic timeframe for all projects. The Aranui community was able to access a level of community leadership and financial resources not necessarily available to other projects. Achieving and sustaining the same level of improvement may not be replicable in all other project areas.

With this in mind, Housing New Zealand has two broad options to choose from.

1. To increase the chances of success within a limited timeframe, Housing New Zealand could soften its criteria to focus on communities with better prospects for success. Deprivation ranking could be lower than 9 and evidence of community spirit and leadership could be made a pre-requisite. Less emphasis on the lack of access to phones and transport would mean that residents would be less isolated and therefore easier to engage with.
2. Alternatively, Housing New Zealand could retain the same criteria and accept that to improve wellbeing significantly and sustainably in such communities will require a longer term commitment and a greater emphasis on community capacity building.

As noted above, in the light of early experience of the Programme, the willingness of the local council to be involved in a partnership was made a requirement for selection. The Outcomes Evaluation illustrated the importance of local council support in achieving change and for that change to be sustainable. Local councils have a mandate for fostering social, economic and environmental well-being in their communities and have a secured funding base to undertake this work. Given the importance of their role to the success of Community Renewal projects we conclude that more emphasis needs to be given to the establishment of strong partnerships with the local councils. The Outcomes Evaluation found that the support Community Renewal projects received from local councils tends to be dependent on the skills and commitment of particular individuals, and while support may be strong during the enthusiasm of the establishment phase this can fall away over time. We conclude that more specific criteria need to be defined to ensure long-term commitment rather than relying on verbal undertakings between individuals.

⁹ Rather than winding up community renewal activities, Housing New Zealand proposes to continue (mainstream) the project activities within Housing Services, with some specific activities devolved to community organisations, agencies and local authorities.

8.3 Recommendations

The Programme was set up to address social exclusion and foster strong, sustainable communities. It therefore seems most appropriate that the Programme focus on areas which are among the most socially and economically deprived.

8.3.1 It is recommended that the criteria for selection remain the same with explicit recognition that eligible communities will be particularly difficult to engage with, motivate, mobilise, up-skill, and to raise the overall standard of socio-economic wellbeing.

8.3.2 It is recommended that more specific criteria be defined to encourage the development of a long-term commitment from the local council over time. In the development of action plans, Community Renewal projects should give specific emphasis to activities which fall within the mandate of local councils and that are of particular concern to the relevant council (e.g. reducing graffiti and damage to community facilities). This will make it easier for council staff to justify their active involvement in the project.

8.3.3 Evidence of long-term council commitment should include:

- a) A formal agreement (e.g. Memorandum of Understanding) which sets out:
 - the relationship between the two parties (and any others) and the nature of their commitments
 - an agreed timeframe that fits the planning timeframes of both parties
 - an undertaking on the part of the local council to include initiatives that support Community Renewal in their LTCCPs and, if necessary, District Plan documents. Such initiatives could include provision of essential services (e.g. sewage, water, electricity) and provision for enhancement of reserves, maintenance of streetscapes and upgrading of facilities
 - the methods by which the local council will collaborate with Housing New Zealand and other agencies to ensure social services and facilities are maintained
 - an undertaking by both parties to meet on a regular basis to coordinate activities.
- b) A senior council officer to lead and coordinate the council response (see section 7.2.)
- c) Evidence that the local council has effective mechanisms to ensure appropriate personnel can be made available to work with the project. This will require an inter-departmental approach within the council.

9. Indicators for Transition

Initially it was intended that the Community Renewal projects would run for three years. Experience showed that this was unrealistic given the nature of the communities concerned and the time required to achieve any significant change. The timeframe was subsequently extended to 'at least five years'. Experience of similar programmes in the United Kingdom indicates that at least seven years is required and in some cases a 20 year timeframe is more appropriate.

9.1 Issue

Housing New Zealand has recognised the need for each project to plan for its 'exit' or 'transition' to ensure that the outcomes achieved through Community Renewal are maintained when specific funding for a particular project has ended.

The National Office has produced a Transition Plan (HNZC 2005b) which outlines:

- the principles of Community Renewal that Housing New Zealand wants to retain in a 'business as usual' approach
- how Housing New Zealand will know when a transition has been successful
- suggestions on governance, management, funding, delivery and stakeholder arrangements post transition
- an action plan outline to be adapted to the characteristics of specific projects.

Because there is now no set timeframe for each project, a set of indicators is required to provide Community Renewal Project and Programme Managers with evidence that a project is ready to begin the transition phase. When a project has reached that stage, the outcomes will have been achieved and the improvements made will be sufficiently imbedded in the community's systems and structures to provide some degree of certainty that the improvements will be maintained and built on, independent of the project. So what indicators can be taken as signals that a project has reached that stage?

To date Aranui, which has been operating for five years, is the only project in the process of transitioning. Clendon and Fordlands are currently planning for their transition in their sixth year of operation. The sustainability of the improvements made in Aranui, and subsequent projects, particularly the achievements in community development and leadership, will be useful in refining the indicators over time.

9.2 Findings

The majority of respondents to the Outcomes Evaluation, including Regional Managers, Project Managers, key individuals, partner organisations and the police, thought that for Community Renewal's outcomes to be sustainable, Housing New Zealand would need to commit to long-term involvement at the community level. This was seen to require the mainstreaming of community development approaches into Housing New Zealand, a commitment to maintaining an intensive tenancy management approach and community involvement in planning the transition and deciding the future direction of Housing New Zealand operations in the area. The maintenance of strong community participation, community-based leadership and a sense of community ownership in the project area were common factors mentioned by all respondent groups for improvements to be sustainable.

From the literature search, eleven factors that contribute to sustainability and which are relevant to the New Zealand context have been identified. The factors are:

- levels of resident participation are sufficient to ensure communities can continue the work at the end of the programme
- innovative and collaborative partnerships exist with stakeholders (including residents) that are likely to be in the community longer-term

- partnerships exist between organisations that operate in a joined-up way and which are driven by long-term strategies
- short-term initiatives have been integrated with a long-term vision of the city and an investment framework which supports that vision
- physical developments have been completed that are linked to economic and social policy initiatives
- recognition that social housing and other services (particularly education) can create and cement social inclusion
- governance structures that devolve decision making and promote leadership at both the city and neighbourhood level (linking 'top-down' and 'bottom-up' approaches), have been developed to provide joined-up service delivery
- the relevant local authority is supportive
- there is investment in the development of social capital and community development by agencies other than Housing New Zealand
- there are realistic project time frames (10 to 20 year timeframes were considered more realistic in assessments of United Kingdom and Australian projects)
- there are clear and realistic exit strategies where partner agencies do not feel pressured to take over the project before they are ready.

The indicators of readiness for transitioning (section 9.3) were tested with a range of respondent groups during the 2006 future directions fieldwork. The key issues raised by respondents related to the integration of community development into Housing New Zealand and the transition planning process. The main discussion points are outlined below.

9.2.1 Integration of a community development approach into Housing New Zealand

The importance of Housing Services staff continuing to undertake a community development approach in project areas after transition, was highlighted by a number of respondents. Community Renewal will be providing some resources to support Housing Services through the transition period.

Respondents generally agreed that Housing Services staff working in Community Renewal project's (before and after transition) should have KPIs that recognise the importance of engaging with partner agencies and of building community relationships. This would indicate support for a community development approach within Housing New Zealand as a whole, and would help to ensure that Housing New Zealand continues to work with the community in the long term. One local authority staff member noted that Tenancy Managers who have a strong relationship with their tenants can be of benefit to the local authority as the information these staff are able to provide is fundamental for the council knowing which families they should work with.

Housing Services staff in at least two regions already have these KPIs, but they were not seen as a guarantee that Tenancy Managers would be rewarded for taking a community development approach. The staff concerned had the impression that these KPIs tended to be given less priority than other indicators such as debt collection and record keeping.

Community Renewal and Housing Services staff in two regions noted the need for a corresponding job description that reflects a community development approach for the long term (transition and after). This would mean giving due weight to relevant KPIs in personal assessment processes.

There was much discussion about whether maintenance should be seen as an indicator of readiness for transitioning because it is not a direct responsibility of Housing Services or Community Renewal. However, a number of Community Renewal and Housing Services

staff felt that not only should the Maintenance team undertake a good job, it was also Community Renewal and Housing Service's responsibility to make sure that tenants understand the maintenance process. The majority of respondents felt that Housing Services should be involved in the maintenance process because:

- maintenance is the area where Tenancy Managers have the most contact with tenants
- maintenance is an opportunity to give a good impression, as it directly affects the perception of Housing New Zealand
- many tenants have language problems so it is difficult for them to explain what is wrong, to understand when maintenance staff will be coming and why they have to wait, and to know how to follow up if the job is not done properly. To avoid misunderstandings in these situations, the active intervention of Tenancy Managers is often required.

Visits at least biannually to each tenancy was considered a good indication that an Intensive Tenancy Management approach was being adopted, and it was raised as something that should continue in the long term. We understand that this has now been incorporated as a KPI for Tenancy Managers.

As discussed in section 3, the ability of Housing Services staff in the project areas to be involved in needs assessment and to influence the allocations process was considered important for achieving Community Renewal's outcomes. For this reason it was requested as a measure for transition.

Constraints on the time and capabilities of Housing Services staff were raised as a concern in relation to the continuance of an Intensive Tenancy Management approach post transition. Since the fieldwork was undertaken, Housing New Zealand has decided that the Community Development Coordinator's position will remain after the transition. This should help to alleviate any concerns relating to Tenancy Managers having to pick up this function post transition.

9.2.2 A realistic, viable transition plan

There was strong support from a range of respondents for a measure of readiness for transition to be "the participation of partners and other active individuals in the drafting of the transition strategy and determining the timing and approach of the transition". A comment illustrating this point is as follows:

"It's vital to have a [transition] plan in place, especially for these types of programmes that are based on involving the community at the early stages, and seem to do this well. Ironically some of them, like SCAF, exit autocratically with no consultation. Our experience with SCAF showed that we needed to have a transition plan. You can't just pull out without involving the community at the end of the project" (project partner).

There was also strong support for a strategy to monitor project areas after transition. It was indicated that another Needs Assessment and Youth Forum may be undertaken in Aranui for this purpose. The following requirements for a sound monitoring plan were noted by respondents:

- an understanding by all partners of what should be monitored and who should fund it
- an agreement by all partners to allocate resources to enable further interventions if the outcome of the monitoring is not good.

9.2.3 Project timeframes

The 2006 future directions fieldwork did not specifically seek comments on appropriate timeframes for Community Renewal projects. However, a number of comments were made in relation to the transition process which indicated that transition processes should

not be based on set timeframes. Initially it was intended that each project would have a five-year life. In light of experience, the current Programme Manager considers that fixed timeframes for transition are inappropriate and that instead, the timeframe for each project will depend on its readiness for transition. The need for flexible timeframes is highlighted in the following quotes.

“Communities like ours can’t become independent in five years. Here we have had people with the right hearts, great direction, passion and pride, support from an MP and heads of government departments, but even with all these things we don’t think we are anywhere near sustainable” (project partner).

“To pull out of the community now would be just ripping them off” (project partner).

“Five years isn’t long enough for our community. If Community Renewal leaves now it will all fall to bits” (Community Renewal project team).

Variations in readiness for transition was tested with the Cluster Group. Members were asked to place themselves along a five-year spectrum in accordance with the stage they thought their project was at within the Community Renewal timeframe. The spectrum started at the establishment of a project and finished at its transition. It was clear from the exercise that projects that had been going for four years or more were not necessarily feeling comfortable about their ability to maintain the improvements. In comparison, one member felt that the project was further along the spectrum than the age of the project would suggest. In some cases there was a discrepancy between the view of the Community Renewal project staff and the project’s community representatives and there were also differences in views between staff of particular projects. Project Managers tended to have the most optimistic view of the progress their project was making towards transition.

Comments illustrating some of these views are set out below.

“I’ve moved from the bottom [start of the project] to the top [transition]. I’m onto it because I now have the links and the mandate to move forward.”

“Although we’ve officially transitioned, we’ve done the physical things but there are still a lot of social issues that we haven’t made that much progress on.”

“In Fordlands I know that the physical stuff will be done but it’s the social stuff that’s the hardest. Participation and youth offending needs to be improved”.

“I’m a bit confused and not as confident as others in the residents’ group that we will be okay and that the community is ready for Community Renewal to move on. I’m not convinced from my neighbours that they are ready to look after it”.

“We’re still on a long road, hitting a brick wall on some things. Just look at the community, the majority haven’t turned around. They still have their backs to us”.

“We’ve just finished the construction phase. We are starting to build these communities, trying to teach them basics. We’ve put the plaster over, but the infection is still underneath”.

On the basis of the above findings, it is considered that indicators of readiness for transition are more appropriate than timeframes.

9.3 Recommended indicators and measures

Combining the experience documented in the literature with the responses gathered from Housing New Zealand staff, project partners and other agencies during the Outcomes Evaluation and 2006 future directions fieldwork, the following indicators of readiness for transition have been developed together with suggestions of how each indicator might be measured (Table 4).

Table 4: Indicators and measures to determine readiness for transition

Indicator	Measures
1. Community commitment to, and ownership of, community renewal objectives	<p>Community groups are involved in community renewal-related activities.</p> <p>There is a significant reduction in intentional property damage (public and private property).</p> <p>There is a significant increase in maintenance of house sections, both public and private.</p>
2. Community leadership and community ownership of issues and initiatives	<p>There is a representative community group to liaise with decision makers, including the local council.</p> <p>There is some form of programme or activity in place to nurture the development of community leadership.</p> <p>Community groups initiate community improvement activities with a reduced reliance on input from Housing New Zealand.</p> <p>Local groups operate in partnership with other groups, local councils and/or government agencies.</p> <p>Local groups and individuals make submissions to decision making bodies in response to community needs.</p> <p>Housing New Zealand tenants are involved and actively seek to address issues in their community.</p>
3. Integration of community development approach into Housing New Zealand operations	<p>Housing Services staff have an understanding of community development principles and approach, and feel supported in working according to those principles.</p> <p>Tenancy Managers visit all tenancies at least biannually.</p> <p>Tenants regard Tenancy Managers as visible, accessible and approachable.</p> <p>KPIs for Tenancy Managers give credit for engagement with partner agencies and community relationships.</p> <p>Maintenance staff are regarded by tenants as responsive and competent, and tenants understand the maintenance prioritising process.</p>

Indicator	Measures
	<p>Written communications to households are resident-friendly (i.e. clear and simple).</p> <p>Housing Services staff support and attend local events.</p> <p>Housing New Zealand staff outside of the project office regularly attend and actively participate in meetings with residents and groups.</p> <p>There is a Housing Services representative on a local residents' group.</p> <p>The local Housing New Zealand office has on-going collaborative working relationships with local stakeholders.</p> <p>Some key community renewal outcomes and indicators are integrated into the regional management team's monitoring and reporting procedures.</p> <p>Community groups continue to use the Housing New Zealand office for meetings or have established an alternative community meeting space.</p> <p>The capacity for undertaking needs assessment and involvement in allocations is integrated into the local office.</p>
<p>4. Local council is committed to maintaining and enhancing improvements in the area</p>	<p>The local council actively seeks the views of the community representative group(s) when making decisions affecting the area.</p> <p>Community renewal-related initiatives have been integrated into the LTCCP and/or annual plan, and funding has been allocated.</p> <p>Physical improvements linked to long-term social and economic development in the area have been undertaken or are being planned by the local council.</p> <p>Council staff are actively involved in community-based planning exercises and community events.</p>
<p>5. Local institutions and service providers actively seek to address social exclusion.</p>	<p>Local institutions and service providers, particularly education and health providers and the police, have programmes and procedures in place which aim to build social capital and reduce social exclusion in the Community Renewal area.</p> <p>Other government agencies commit to ongoing involvement and the provision of resources in the Community Renewal area.</p>

Indicator	Measures
<p>6. A realistic, viable transition plan that addresses community renewal principles has been drawn up in consultation with partners and other key individuals and groups</p>	<p>Partners, and other individuals and groups actively involved in the project, have participated in drafting the transition strategy and agree with the timing and approach.</p> <p>Partners feel confident of their ability to undertake the responsibilities assigned to them in the plan.</p> <p>Community groups are confident that they will continue to be included in problem solving and the planning and operation of new initiatives.</p> <p>Community groups are confident of their sustainability including their leadership and administration capacity and have a succession process in place¹⁰ to strengthen capacity and continuity.</p> <p>A strategy and framework has been developed and agreed by partner agencies and Housing New Zealand for ongoing monitoring of key community renewal outcomes, to provide an early warning of any reduction in the standard of community wellbeing. The strategy includes a commitment to joint responses if monitoring indicates that further community renewal involvement is required.</p>

¹⁰ This could include having deputies for key positions as well as a system of sub-committees to spread responsibilities and leadership.

10. Relocation Process for Large Scale Redevelopment

Community Renewal projects may involve the relocation of a significant number of tenants if the project incorporates large-scale housing redevelopment. This has occurred in Talbot Park and may be part of future projects.

Moving house inevitably creates disruption and uncertainty. The ability of people to cope with the process of moving and setting up a new home within a new community is likely to be particularly difficult for people in Community Renewal projects. As one project partner described the situation, these are among New Zealand's most fragile families. Relocation can create a huge disruption to these families and, if not carefully managed, can be very destructive to communities.

When relocation is part of a programme that has community development outcomes it is expected that tenants are well informed and supported throughout the process (prior to, during, and after the physical move). To achieve this, it is important that Community Renewal works with service providers who have a role in assisting tenants to adjust to their new environment or whose service may be affected. If this does not occur, tenants may face costs for items such as bonds, new school uniforms, and transport to their doctors and other services which were located near the project area, and service providers may experience knock-on affects.

For the above reasons, it is recommended that future Community Renewal projects involving large-scale redevelopment pursue the following:

- establish an interdepartmental planning team to coordinate roles and responsibilities for tenant relocation within Housing New Zealand (particularly between Housing Services and Community Renewal)
- appoint a tenant relocation coordinator to keep tenants informed of the purpose and timeframes of the relocation, options for relocation, and to support them as they adjust to their new home and neighbourhood
- work with social service providers to explore ways to minimise disruption (such as the change of schools, access to services) and to identify support that may be required during the relocation period
- maximise vacancies in or adjacent to the project area prior to the redevelopment, so tenants can be relocated within the project area (i.e. do not fill vacancies immediately as they arise)
- stage development, where possible, to limit the number of tenants who need to be temporarily accommodated outside the project area.

11. Insights into Community Renewal

As a conclusion to the last Cluster Group, the members were asked to reflect on their experiences of Community Renewal and the evaluation process, to provide the evaluators and Housing New Zealand with an insight into the Programme from those who are most closely involved in it.

Key lessons that the Cluster Group identified as valuable for future projects to take into account were:

- The most important element is the process of building communities
- The process should not be time-driven
- Set clear guidelines for the project
- Involve the community from the start
- Break down the 'them and us' feelings at the start
- Know your community, speak to them and get key people actively involved early
- Get active early
- Establish trusting relationships
- Take little steps
- Ensure that there is commitment from Housing Services (particularly from the Regional Manager) and the local authority before beginning
- Try to ensure continuity of staff
- Make sure there are the same goals (e.g. KPIs) within and across organisations (e.g. Housing New Zealand, local authorities, Work and Income).

The lessons that the Cluster Group noted specifically for Housing New Zealand were:

- Community Renewal works and makes Housing New Zealand and its tenants better
- wide, diverse and transparent consultation is important
- have more robust guidelines that are clear about what can be delivered and what the community can and cannot be involved in
- consider what can be done to ensure the continuity of staff over the lifetime of the project
- more resources and smaller portfolios are required to implement Intensive Tenancy Management
- there is value in those that have been involved in Community Renewal sharing their knowledge with new projects
- retain Tenancy Managers in Community Renewal projects after they have ceased
- be less risk averse – there will be times when things go wrong, but it is not a reason not to try
- Housing Services should embrace the Community Renewal approach.

12. Conclusions

The Community Renewal Programme aims to promote change in the economic, social and physical environment in areas with a high deprivation index ranking, and where Housing New Zealand has a high concentration of properties. Housing New Zealand commissioned a three-phase evaluation to identify the achievements of the Programme and ways to increase the effectiveness of the Programme outcomes.

The Future Directions Study is the final phase in this process. It makes recommendations for the future development of Community Renewal. The recommendations are based on the views of Housing New Zealand staff, information gathered over an extensive two year consultation process, the knowledge and observations of the evaluators and an extensive literature search of documents related to similar programmes, mainly in Australia and the United Kingdom. The 35-member Cluster Group established for this evaluation process to represent the Programme as a whole, met to review the recommendations in February 2007.

While there are commonalities in the types of issues all community renewal type programmes seek to address, and in the methods and activities they undertake to achieve their objectives, many elements of the New Zealand context are unique and the New Zealand programme needs to be developed in ways that accommodate this uniqueness. Each of the project areas themselves are unique in terms of residents' characteristics, the type and capacity of the local institutions and organisations and the issues that need to be addressed. Recommendations for the future direction of the Programme need to be informed by the grass-roots project experience to ensure they are appropriate and achievable.

Recommendations are provided on the six areas for improvement, as agreed in discussion with Programme staff in light of the Outcomes Evaluation. These areas are:

- refinement of the objectives and indicators for future monitoring
- where to focus resources to increase effectiveness in developing community sustainability
- changes that could be made to the structures and processes of the Programme to enable it to deliver more efficiently and effectively in the areas of communication and community development
- improving partnerships with local authorities
- appropriate criteria for selecting future project areas
- indicators of readiness for transition.

A summary of the findings is provided below.

12.1 Refinement of outcomes and indicators

Seven objectives, eleven outcomes and numerous indicators were developed for Community Renewal. Having so many objectives, outcomes and indicators means that it is difficult to formulate a clear vision or specific outcomes that the Programme is aimed at achieving. Some of the objectives and outcomes are also unnecessarily specific, which risks projects focusing on the detail too much, while losing sight of the goals of Community Renewal. It also makes monitoring and evaluation cumbersome and complex. To address these issues, an amended set of outcomes with relevant indicators are recommended. The outcomes are:

- increased community pride, ownership and participation
- effective delivery of needs-based tenancy and property management services
- increased safety and reduced crime
- increased local leadership and stronger community networks

- increased opportunities for local employment
- strong local services to respond to changing community needs
- improved physical environment and amenities.

12.2 Focus of resources to increase sustainability

Overseas experience and the findings of the Outcomes Evaluation indicate that for communities to be able to maintain and build on the improvements achieved under Community Renewal, a greater emphasis is required on initiatives that build community leadership and capacity. Six recommendations are identified to achieve this:

- each project should develop a strategy for building community leadership, decision-making and participation capacity
- assist established community groups to locate funding support for operations and events
- establish strategies/activities to explicitly address the needs of young people
- adopt creative approaches to supporting employment opportunities in conjunction with partners
- increase efforts to establish strong, innovative partnerships
- integrate the capacity for undertaking needs assessment and allocations into the project office.

12.3 Structures and processes – communication

Community Renewal has operated until recently without specific guidance on communication. Given the importance of keeping residents informed, promoting the Programme to potential and existing partners and raising the profile of project areas among the wider community, the Programme would benefit from a coordinated approach to communication, utilising the skills of the Communications and Community Renewal teams. To achieve this, the following recommendations should be pursued:

- Communications and Community Renewal should investigate ways to deliver timely and appropriate community-friendly information to tenants and other residents
- each project should investigate the need for efficient and cost-effective ways to get project material translated, at least for the largest ESOL groups (English-as-a-second-language) in their area. Each project should have a mechanism in place to monitor that project communication is reaching all language groups represented among the resident community
- Community Renewal and the Communications team should consider developing a community webpage that is sustainable
- the Programme should develop a strategy for Project Managers and Community Development Coordinators to ensure that their media skills are updated on an on-going basis.

12.4 Structures and processes – community development

Community Renewal places a strong emphasis on taking a community development approach. This is reflected in outcomes such as community-led solutions, community ownership, joined-up responses and building social networks.

Interviews with project staff, community agencies and Housing New Zealand managers indicated a tension between the demand for a community development approach and the need to deliver outcomes to justify expenditure. While projects are expected to work in ways that build capacity and confidence in the community to make their own decisions, less emphasis has been given to this aspect, than making improvements to the physical environment. Both elements are important - the aim is to get an appropriate balance between these two drivers. The report recommends the adoption of a set of specific

outcomes and indicators of effective community development which are aimed at achieving a stronger alignment between the Programme's aims and the work undertaken by the Community Development Coordinators.

12.5 The place of local government in Community Renewal

The Outcomes Evaluation noted that effective partnerships with local authorities are important because of council's legislative requirements to address community wellbeing under the Local Government Act 2002, and the extent to which councils can add value to Community Renewal outcomes. This is recognised by Housing New Zealand's selection criteria for a new project, which requires that the local authority be a willing partner in the project. However, the Outcomes Evaluation found that four of the six projects were experiencing ongoing problems in their relationship with their local authority.

Three main actions are recommended to address this matter:

- approval of an area for Community Renewal should be conditional upon a written commitment from the council that operational and policy staff across a range of services will be made available to work with the project, and a senior council officer is nominated to lead and coordinate the council response
- the written agreement should be regularly revised to reflect changing dynamics and needs of the partners
- the success of the collaboration should be evaluated.

12.6 Criteria for selecting project areas

New Community Renewal sites may be selected to replace projects being 'transitioned' or to expand the Programme into other areas. This provides an opportunity to reassess the criteria used to select the first round of projects, to decide if any adjustments should be made to the criteria, based on experience gained over the first five years of the Programme.

The Programme was set up to address social exclusion and foster strong, sustainable communities. Therefore it is appropriate that the Programme focuses on areas that are among the most socially and economically deprived.

Two recommendations were identified:

- more specific selection criteria to be defined to ensure the long-term commitment from the local council
- each project should be required to provide evidence of the council's long-term commitment.

12.7 Indicators of readiness for transition

Housing New Zealand has recognised the need for each project to plan for its 'transition' to ensure that the outcomes achieved through Community Renewal are maintained when specific funding for a particular project has ended. Given that five years is the *minimum* life of all projects, a set of indicators is required to provide Community Renewal Project and Programme Managers with evidence that a project is ready to begin the transition phase. When a project has reached that stage, the outcomes will have been achieved and the improvements made will be sufficiently imbedded in the community's systems and structures to provide some degree of certainty that the improvements will be maintained and built on, independent of the project. A set of indicators and measures were tested during the 2006 future directions fieldwork and it is recommended that these are implemented. The indicators are:

- community commitment, and ownership of community renewal objectives
- community leadership and community ownership of issues and initiatives

- integration of community development approach into Housing New Zealand operations
- local council is committed to maintaining and enhancing improvements in the area
- local institutions and service providers actively seek to address social exclusion
- a realistic, viable transition plan that addresses community renewal principles has been drawn up in consultation with partners and other key individuals and groups.

As part of producing a transition plan, it is important that a strategy be developed and agreed by partner agencies and Housing New Zealand for ongoing monitoring of key community renewal outcomes, to provide an early warning of any reduction in the standard of community wellbeing. This strategy should include a commitment to joint responses if monitoring indicates that further Community Renewal involvement is required.

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Appendix A - Future Directions Methodology

Introduction

In 2004 Corydon Consultants Ltd and Connell Wagner were contracted to undertake an evaluation of Housing New Zealand's Community Renewal Programme. The evaluation was to comprise three elements:

1. A Feasibility and Design Study to assess the measurability of the Programme outcomes, to identify indicators and measures to assess the effectiveness of the Programme, and to pilot these as a precursor to undertaking a full evaluation. This study also identified risks inherent in an evaluation of a programme of this nature and ways these risks could be minimised. This stage was completed in September 2005.
2. An Outcomes Evaluation aimed at providing an assessment of the extent to which each of the outcomes established for the Programme were being achieved. The evaluation drew on a literature search, field interviews and input from a Cluster Group evaluation process to identify the effectiveness of project activities in delivering programme outcomes, identifying barriers to achieving outcomes, and elements which support the achievement of outcomes.
3. A Future Directions Study which would draw on the findings of the evaluation to inform the future direction of the Programme and the elements that would be crucial in achieving quality and sustainable outcomes.

Stages one and two were completed with reports finalised in 2005 and 2006. This methodology relates to the third stage of the evaluation process.

Cluster evaluation was selected as the evaluation method for Community Renewal, as it contributes to capacity building in the programme as a whole, in the individual participants and in the evaluation. This evaluation method encourages the sharing of ideas and learning between projects, Cluster Group members and the evaluators. The Cluster Group comprises members from each of the six projects; those with operational knowledge, those with policy knowledge and those whom the programme is designed to benefit (in this case Housing New Zealand tenants and the local community).

Objectives

The objectives of the stage three work of the Community Renewal Programme evaluation are:

- to focus on changes required to the structure, approach and focus of the programme, in order to improve its effectiveness
- to recommend ways to increase the effectiveness of the programme.

Key Stakeholders

For this final stage of the evaluation, the range and number of stakeholders consulted were more limited, focusing on those that are involved in the various projects on a regular basis. They included:

- Housing New Zealand staff and management
- Housing New Zealand tenants and other residents who have been strongly involved in their Community Renewal project
- partner agencies (local councils, government departments, community groups, iwi and police, etc)
- the Cluster Group.

Method

The method was similar to that used for the stage one evaluation and was designed to build on the networking and information sharing processes developed during that phase, as well as building on the lessons learned from that evaluation process.

Literature Review

The early literature review was supplemented by further research focussed on aspects of the programme that were identified as areas for improvement in the Outcomes Evaluation. One issue that had been identified for potential research as part of the Future Directions Study were the particular issues around tenure mix and concentration. However, in discussion with the Programme Manager and Research and Evaluation Manager it was agreed that this matter was not an issue solely related to Community Renewal and should be researched separately.

Develop Draft Future Directions Study

In discussions with the Evaluation Manager and Community Renewal Programme staff, it was agreed that the Future Directions Study should focus on some key areas for improvement. These areas were identified by assessing the findings of the Outcomes Evaluation. A draft Future Directions Study was developed that summarised the findings from the Outcomes Evaluation and the experiences of similar projects in other countries. From this, draft recommendations were developed and these covered:

- the most effective areas for Community Renewal Projects to focus resources on to foster sustainable community wellbeing
- changes that could be made to the structures and processes of the Programme to enable it to deliver more efficiently and effectively. In particular, we looked at ways to improve communication between projects and their communities and synergies between community development and other staff in the project teams
- appropriate criteria for selecting project areas and the evidence needed to check that these criteria are in place prior to proceeding
- indicators of readiness for transition.

Field Work

The researchers spent a total of three weeks in the field covering each of the six project areas. Interviews and site visits undertaken during this field work informed the conclusions and draft recommendations.

Meetings were held with Community Renewal project and programme staff, other Housing New Zealand staff associated with the Programme, project partners and other key stakeholders. The purpose of these meetings was to discuss their views on the key ingredients for successful projects, their response to the draft recommendations and, based on their experience, any other actions they consider would improve the Programme. Community Renewal project staff were interviewed as a group. Other organisations were interviewed individually.

Cluster Group Workshop

The Cluster Group has already been established as part of the Feasibility and Design phase. Membership of this Group was reviewed (in consultation with Project Managers, Community Development Workers and the Community Development Advisor) to ensure that it took account of changes in Housing New Zealand staffing, partnership arrangements and community involvement.

The stage one evaluation demonstrated the value of a two-day Cluster Group process. For this final phase a similar process to that used in the stage one evaluation was followed. A summary of findings from the field work and the literature review was presented and discussed with the Group. The revised draft recommendations were also discussed along with the reasoning behind those recommendations. Wherever appropriate, the Cluster Group was broken into small task groups consisting of

representatives from a range of projects to discuss specific issues. This helped to ensure that the feedback from the groups reflect a consensus relevant to the Programme as a whole, rather than individual projects.

Revised Future Directions Study

The report was revised and expanded to take into account the feedback from the Cluster Group. The report was circulated to the Evaluation and Programme Managers for comment, prior to being circulated to Project Managers and other senior staff.

Housing New Zealand Workshop

A workshop was held with Housing New Zealand Community Renewal Programme Manager, Regional Managers and the Evaluation Advisory Group to discuss the recommendations prior to finalising the report.

Appendix B – Cluster Group Membership

Talbot Park:

Stuart Bracey	Project Manager
Wayne Brown	Community Development Co-ordinator
Jess Denholm	Tenancy Manager
Theresa (Tess) Lieu	Ka Mau Te Wero, Project Manager
Georgie Thompson	Ruapotaka Marae and former Tenant

Clendon:

Greg Freeman	Project Manager
Waina Emery	Community Development Coordinator
Rev. Mark Beale	Clendon Residents Group
Warren Jack	Habitat for Humanity (Manukau CEO), HFH NZ (Board member)
Kim Dennis	Chairperson, Clendon Residents Group, Chairperson Primary Schools Board
Mary-Ann Harris	Tenant

Northcote:

Charles MacCulloch	Project Manager
Dude Tuisamoa	Community Development Co-ordinator
Wallace Ngapo	Tenant, Community House Awhina Onepoto
Rebecca Mahoney	Tenancy Manager
Hong Lin	Tenant
Ross Moffitt	North Shore City Council
Maria Whetu	Resident
Frank Rawiri	Resident

Fordlands:

Huia Lyons	Project Manager
Michelle Tiriana	Community Housing Co-ordinator
Linda Hunt	Resident
Roy Paul	Chair Resident's group Te Tuara o Totara o Fordlands & voluntary youth worker
Rosina Tamiau	Treasurer, Te Tuara o Te Totara

Aranui:

Bill King	Project Manager
Darryl Freeman	Tenancy Manager
Rachael Fonotia	ACTIS Community Trust Manager
Ian McKenzie	Section Leader, Property and Projects
Marion Gillanders	Community Development Advisor

Eastern Porirua:

Bill King	Project Manager
Rosie Gallen	Community Development Manager
Maira Lawler	Manager Social and Economic Policy
Jenny Lester	Co-ordinator, Porirua Safer City Trust
Lynne Renouf JP	Housing Action Porirua
Lyn Hollands	Tenancy Manager
Dallas Crampton	Community Safety Project Manager

Others attending:

Alan Bernacchi	Community Renewal Programme Manager
Patricia Laing	Acting Manager Research and Evaluation
Jan Maddock	National Community Development Advisor
Nicki Aerakis	Senior Project Advisor, Community Renewal
Tracey Moore	Project Manager, Healthy Housing
Annette Baker	Intermediate Research and Evaluation Analyst
Adrienne Percy	National Advisor, Funding for Outcomes Project, Ministry of Social Development

Appendix C – Building Tenants’ Leadership Capacity

Cluster Group questions:

1. If tenants’ groups were to be established, what should be the role and responsibilities of a tenants’ group?
 2. What are the risks and obstacles in setting up a tenants’ group?
 3. What other mechanisms can be used to build tenant capacity?
-

The Role and Responsibility of a Tenants’ Group:

- Represent tenants’ issues on matters including the management of properties and tenants, and how maintenance money should be spent
- Be a conduit of information between tenants and Housing New Zealand and other agencies (eg government departments)
- Be a conduit between Housing New Zealand’s Housing Services and tenants
- Act as a buffer or facilitator between Housing New Zealand, other agencies and tenants
- To provide one link between the community and Housing New Zealand
- To receive information on how Housing New Zealand operates and distribute that to tenants
- Welcome and settle in new tenants
- Have input and influence on decisions affecting the area and tenants
- Keep other tenants informed of changes that might affect them
- Fight the hard issues on behalf of tenants
- Problem resolution on housing issues
- Seek and secure funding for tenant activities
- To ensure all ethnic groups are involved in housing issues
- Just forming is empowering – a champion for change
- Driver of Community Renewal
- Lobby local government for change
- Be a keeper of the local history of the tenants in the area
- Responsibility to feedback to community
- Be a ‘barometer’ of issues ‘out there’, eg fear of crime issues from women
- To take over from Housing New Zealand in the long-term
- To provide good links into community leadership, eg cultural
- Work with agencies effectively
- Support neighbours
- Independent from government/council

The risks and obstacles in setting up a tenants’ group:

- Finding tenants with the time, skills and motivation
- Engaging tenants long term
- Don’t have anyone with leadership skills
- Managing the sustainability of leadership (succession of leaders)
- People not comfortable in a formal structure
- Being hijacked by people with their own agenda or strong personalities – others not strong enough to bring into line.
- Learning to communicate and participate as a group
- Other tenants don’t accept group has a mandate
- Duplicate work of other wider community groups.
- Being seen as tokenistic – lack of influence with no power, resources or buy-in from Housing New Zealand

- Commitment from Housing New Zealand, Government and short-term tenants to the group
- Access to resources for volunteers (expenses, meeting spaces, childcare, travel, provide food, training, conference expenses)
- Learning to communicate as a group to understand problems and look at the wider picture/vision
- People don't participate because of bullying
- Culture, religion and language barriers
- Becoming gatekeepers between tenants and Housing New Zealand
- Members not representative because of personality clashes
- Expectation and pressure on tenants are too high
- Just talk, not doing
- Tenants have too much expectation of the group
- Time constraints and fumbling with issues
- Being realistic about constraints and motivations
- Sharing power and sharing in general
- Facilitation of groups
- Group development
- Unclear focus/purpose
- Having a lot of youth with different priorities
- It won't happen if there are poor leaders/facilitators
- Sustainability over time if issues are no longer relevant to them

What other mechanisms could be used to build tenant capacity?

- Commitment and communication on both sides (Housing New Zealand and tenants)
- Activities that build confidence and relationships
- Ask what people want, focus on those things and keep it simple
- It's all about context. Ask is a new group needed? Can we support or leverage off existing groups?
- Recognise what is there already – collaborate with existing community workers, events etc
- Encourage tenants to join existing structures
- Provide roles for tenants when doing any activity: if they are helped into these roles their capacity grows (eg local tenant championing computers in homes)
- Employ tenants directly
- Training, mentoring, networking
- Sponsorship, scholarships
- Build on the skills that the community already has
- Provide a register of local services available to tenants
- Education/training with Community Renewal staff
- Building trust, breaking the 'them and us' or 'we know best' attitude
- Keep accessible information on how to lobby, access funding, make submissions so doesn't leave with the people who have been up-skilled
- Street makeovers – they can involve every resident in the street
- Hold a community fun day to meet each other – BBQs, games, etc
- Provide a free skill workshops (eg governance, funding applications)
- Training tenants to do surveys – many pluses!
- Ask other agencies/NGO's to contribute
- Welcoming Housing New Zealand office with staff interacting with tenants and getting to know them
- Public acknowledgement of community people contributing (eg prizes)
- Events that the community want
- Technical upskilling
- Networking

- Workshops
- Expos
- Newsletters
- Practical things that they are interested in/need
- Tool and toy libraries, community gardens, street makeovers, BBQs, the fun factor

Appendix D – Involving Young People

Cluster Group questions:

1. How do we engage young people:
 - At the start-up?
 - Throughout Community Renewal?
 - Through transition?
 2. What organisations do we need to work with to make this happen?
-

How do we engage young people at the start-up of Community Renewal?

- Word of mouth with right people
- Ask youth what they want
- Build on young people's skills and interests
- Talk with them about their interests
- Approach them in their comfort zone (parks, skate parks)
- Use people who know what they're doing to set up activities
- Have a project for them to work on that engages them in the whole process (including evaluation and review)
- Build foundation – have apprentices – plan succession
- Youth needs assessment
- Host a forum where young people can have a say
- Include recognition in all activities (awards)
- Tap into/facilitate access to existing youth assets (eg RYLAS, Project K, RATA)
- Mentor young people
- After school programmes – help kids realise homework is normal
- Focus on them belonging in the community – provide an alternative to youth gangs
- Get the parents involved
- Provide free food
- Restorative justice so youth offenders realise impact on others hand have to give back to community

How do we engage young throughout the Community Renewal process?

- Involve young people in the planning and management of Community Renewal activities (eg upgrading or providing facilities for young people)
- Provide parent support
- Celebrate the good times and good kids
- Keep a scrap book of youth activities (photos) with the youth choosing what to put in it
- Get parents involved
- Recognise and build on skills among youth
- Youth to take ownership of programmes – it's 'their programme' not 'ours'.
- Learn from any mistakes. If it fails, make improvements, document lessons and try again
- Repeat activities, don't just do one-offs
- Help them set goals to work towards
- Do what you say you will, don't break promises
- Also target 14 - 18 year olds at the community level, not just the schools, as many of young people are not at school
- Wider involvement of young people in decision making processes
- Take opportunities as they arise – work on strengths not deficits
- Use the mentoring potential of youth leaders – create an evolving process
- Be passionate/committed to young people as its contagious
- Work with local youth providers, holiday programmes, youth groups, churches

- Youth forum – get them together
- Provide different types of competitions (sports, music)
- Word of mouth to key people and advertise
- Involve organisations with credibility (who they respect and who is already working with youth)
- Identify and work with leaders in the community
- Only put 6 questions to them
- Use good facilitators
- Lunch at the marae
- Free food
- Skate circuit
- Community planting days – activities to own their area

How do we engage young people through transition?

- Provide opportunities for individual youth to develop
- Provide mentoring opportunities and work skills (eg in Community Renewal project's office)
- Establish relations with on-going organisations responsible for youth
- Locate on-going funding for a community youth worker (eg combine funding being spent in the area already)
- Identify an on-going champion for youth to keep the coordination and support going

What organisations do we need to work with to make this happen?

- Housing New Zealand
- Existing sport clubs, scouts, etc
- Ministry of Youth Affairs
- Local schools
- Existing youth workers
- Other youth programme providers
- Child Youth and Family
- Churches
- Department of Internal Affairs
- Service clubs
- Councils and community boards
- Parents
- Youth development for the police
- Local community as a whole
- Marae

Appendix E – Getting People Into Work

Cluster Group questions:

1. What are the barriers to Community Renewal community residents getting work?
 2. What can Community Renewal do?
 3. What do we need to engage with to make this happen?
-

What are the barriers for residents getting work?

- Motivation
- Confidence
- No skills or qualifications
- Literacy
- Language
- Age
- Life-style isn't compatible to work (stay up late, dependency pattern)
- Fear of failure or rejection
- Mates and family not working
- Inter-generational benefit dependency
- Prejudice against people from Community Renewal area and other races
- How to do it – CV/interviews, etc
- Relevant or recent experience
- Low self-esteem, isolation
- Fear of the unknown, expectations (generations of unemployment), role models
- Solvent and drug abuse
- No childcare (or not affordable) and no holiday programmes
- The dole
- Low pay/no pay
- Redundancies – may not have the skills to get a different job and it affects confidence
- Reluctance of contractors to employ local people
- Contractor policy - regulations, certificates, insurance, health and safety
- Transport to jobs – cost of petrol and cars, no public transport / cost of public transport
- Losing benefits if the job doesn't work out (being stood down)
- Confidence in what's available – will the trial period become fulltime?
- Ministry of Social Development – too structured, not enough choice, offices not user-friendly
- No employment opportunities that 'fit' working hours
- Having New Zealand experience - many immigrants are highly qualified. The first job is very important but it's hard to take first step. Have to do it 'step by step'
- People's life experience which isn't recognised as a qualification
- Breaking down teams - language-based/culture based teams together during training will be separated when the job becomes fulltime
- Working part time
- Red tape

What can Community Renewal do to get people into jobs?

- Provide work experience (paid and voluntary) to increase self esteem, skills and confidence
- Provide a link to services to help access work (help with CVs, interviews, event training seminars, leadership courses etc)
- Provide opportunities to participate in initiatives to increase social/workplace skills
- Provide role models – involve them in projects

- Provide a link to agencies that assist youth
- Look for jobs in Community Renewal areas to get over transport problems
- Use local people for Housing New Zealand maintenance etc, security on empty houses
- Promote community work - Maori wardens, guardians, task force green
- Need a volunteers policy to ensure expenses are alleviated (petrol etc)
- Support volunteers as a stepping stone into paid work
- Use Housing New Zealand houses for training rooms
- Make connections with employment agencies and training
- Make people aware of benefits they can get when they're employed (eg working for families)
- Ask residents/community groups for names of people who would be willing to do jobs
- Encourage extensive and more creative use of the 'community contribution' clause to include activities to address barriers
- Provide training information and encourage into areas where there are jobs
- Support and encourage residents
- Tenancy Managers act as advocates for shy people
- Constant promotion inviting volunteers, community and schools to come in, put out newsletters etc
- Be aware of different levels within the community (start slow) – a stepped process
- Encourage Ministry of Social Development to work on-site and address the policies that are currently a barrier
- Encourage Ministry of Social Development (Work and Income) to put competent and appropriate people into Community Renewal project offices
- Advocate for joined up government departments so people aren't scared that they will have to wait for benefits if the job is lost
- Community Renewal fun days offering opportunities for training providers – expo
- Help organisations/volunteers in working through red tape
- Community Renewal to facilitate a community service programme for 16-18 year olds – routine and structure
- Teenagers to do practical physical work
- Young mum's programme
- Jobs have to pay more than benefits
- Give clear direction to employers not to take advantage of our people - manage contractors/employers
- Need to review Housing New Zealand's contract to employ residents to make sure that what is supposed to happen isn't too 'optional'
- Ongoing/sustainability – maintenance for Housing Services
- Apprenticeships taken on by Housing New Zealand
- Ongoing commitment for careers expos
- National campaigns "learning week" adults as well as youth
- Provide free first aid certificates

Who do we need to engage with to make this happen?

- Service providers involved in training courses
- The 'outside' agencies - community agencies
- Local colleges/schools
- Women's groups
- Residents
- Government agencies
- Councils
- Community groups
- Educational institutions
- Careers services
- Work and Income

- Housing New Zealand contractors
- Churches and community houses
- Restorative justice programmes
- Training providers eg truck driving, panel beating, drivers' licenses, fencing, painting, carpentry, machinist, labourer
- Big employers in the local area
- New employers to the area
- Ministry of Social Development!!!
- Ministry of Youth
- Whanau
- Task Force Groups
- Employment Trust
- Youth groups
- Maori wardens
- Youth transition services
- Work Bridge
- Learning centres
- Apprenticeship scheme's trust
- Immigration Department

Appendix F – A Process for Improving Partnership Results

1. What is the community or group we want results for?
2. What are the outcomes or results we want to achieve for this community or group?
3. How can we measure these outcomes or results (how will we know this community or group is better off)?
4. Who are the partners who have a role to play in achieving these outcomes or results?
5. What outcomes or results can the partnership achieve?
6. What will each of the partners do?
7. What are the timeframes for these actions?
8. How are we going to measure the most important outcomes for the partnership?
(Focus on measures that tell us “is anyone better off?” rather than “how much did we do?”)
9. Report on achievements (how are we doing on the measures identified in item 8?).
10. Review the partnership every six months or annually.