

Auckland Council's position and role in improving, ending and preventing homelessness

File No.: CP2017/14815

Item 12

Purpose

1. To decide on Auckland Council's position and role in relation to improving, ending and preventing homelessness.

Executive summary

2. This report responds to the Regional Strategy and Policy Committee's request in September 2016 for "further policy work to determine council's role and position in addressing homelessness, including emergency housing" (REG/2016/90). The scope was agreed by the Committee in February 2017. It does not include interventions to address housing supply and demand factors.
3. The Statistics New Zealand definition of homelessness includes people living without shelter (rough sleepers), in temporary accommodation or sharing temporarily, and people living in uninhabitable dwellings.
4. Analysis of 2013 census data by the University of Otago (the University) found that 20,296 people were homeless in Auckland, an increase of 26 per cent since 2006. Based on the average increase between censuses, and excluding all other factors, homelessness could stand at 23,409 in 2017, and 26,522 by 2021.
5. The rapid growth of Auckland's population is outstripping growth in the supply of housing. Housing affordability (for rent and purchase) is declining, and there is significant unmet demand for social, affordable and emergency housing. The problem cannot be solved without addressing supply.
6. There are significant adverse consequences for those at risk of, or experiencing homelessness, and wider impacts on communities, business and the image of the city. Consequently, there is a high level of public, media and political concern and growing demand for Auckland Council to do more.
7. Homelessness has a complex set of determinants, and requires a coordinated cross-sectoral response. Auckland Council contributes significantly, but in the absence of a cross-sectoral plan and clear leadership, there are significant gaps.
8. Four options for Auckland Council's position and role have been considered. They progress from low tolerance (which would be to do less), case by case (the status quo), responsive (strengthening established levers) and progressive (focusing on affordable housing).
9. Options 3 and 4 address the gaps, and are presented for a decision. Option 4 is widely supported, but the role of central government and the potentially prohibitive costs are acknowledged. Option 3 is therefore the preferred option.

Item 12

Recommendation/s

That the Environment and Community Committee:

- a) agree that Auckland Council's preferred position and role on homelessness is: either
- i. Option 3 (preferred): A responsive approach where homelessness is rare, brief and non-recurring¹, and the council's role (in addition to the status quo) is to strengthen established levers, with a focus on:
- Strategic leadership, including a cross-sectoral homelessness plan
 - Inter-sectoral coordination in terms of a shared vision and goals
 - Systematic integration of homelessness into relevant policies and regulation
 - Development of a sustainable funding base
 - Monitoring and evaluation.
- Or
- ii. Option 4: A progressive approach where (in addition to Option 3) the council's role is to increase the supply of social and affordable housing, with partnerships to deliver integrated health and social services. The focus would include:
- Development of an affordable housing strategy
 - Investigation and implementation of opportunities to deliver more social housing
 - Formalising partnerships with central government agencies and non-government organisations (NGOs) for the delivery of integrated health and social services.
- b) request the Chief Executive to report back to the Committee with an implementation plan (for either option), including:
- Establishing mechanisms to engage with cross-sectoral agencies
 - Analysis of relevant housing demand and supply
 - A more detailed stocktake
 - A shared purpose statement and high level, cross-sectoral plan
 - Costings
 - A monitoring framework.

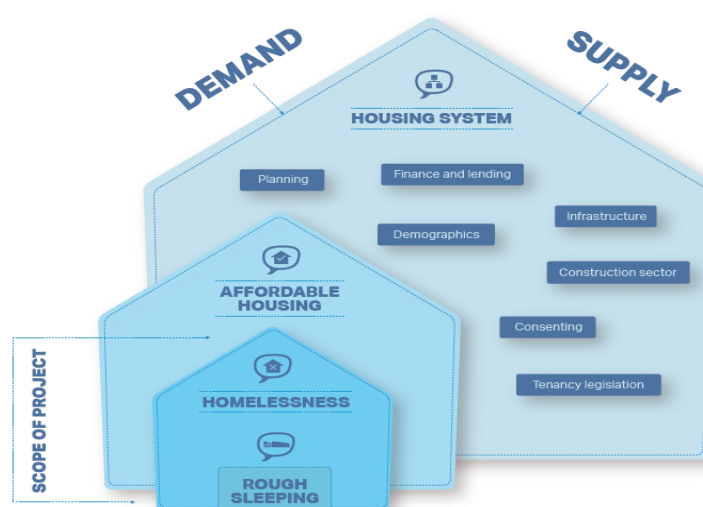
¹ A vision for homelessness increasingly used in the strategies of other jurisdictions such as Vancouver

Comments

Background

10. This report responds to the Regional Strategy and Policy Committee's request in September 2016 for "further policy work to determine council's role and position in addressing homelessness, including emergency housing" (REG/2016/90). In February 2017, the Community Development and Safety Committee approved the scope (ENV/2017/13) which included reporting back on:
 - improving, ending and preventing homelessness
 - the main causes and drivers of homelessness, and its relationship to the broader housing system
 - the scale, severity and nature of homelessness in Auckland
 - the international experience and what has worked
 - engagement with key stakeholders to identify the most effective roles for the council.
11. A full report responding to this resolution can be found in Attachment A.
12. The scope of this project did not include interventions to address housing system supply and demand factors as illustrated in Figure 1.
13. The report applies the Stats NZ 2015 definition of homelessness. This includes living:
 - without shelter, e.g. rough sleeping or in vehicles
 - in temporary accommodation, e.g. emergency, transitional or boarding housing
 - in shared accommodation temporarily with a household, e.g. couch surfing
 - in uninhabitable dwellings, e.g. garages.
14. Prevalence statistics are based on analysis by the University of Otago (the University) using census data, supplemented with data from service providers. There are limitations arising from non-participation, reliance on self-reporting (and reluctance to disclose true living situations) and a five year lag between censuses.

Figure 1: Homelessness, the housing system and the scope of the report

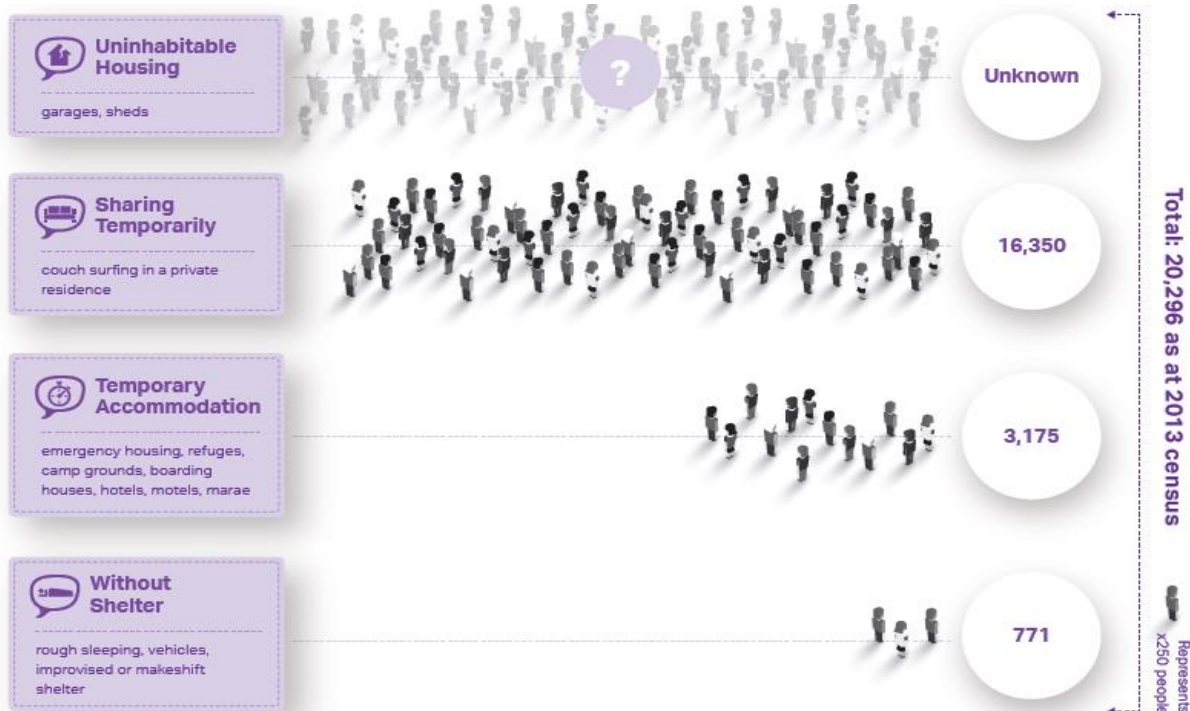


Consideration

Problem definition: Unmet demand for housing is impacting heavily on vulnerable people

15. Figure 2 shows that there were 20,296 homeless people in Auckland in 2013, with a breakdown across the dimensions of homelessness. The group of people living in uninhabitable housing is possibly the largest, and this number is unknown.

Figure 2: The number of homeless people in Auckland across the continuum (2013)



Source: Amore, 2016.

16. Based on the average increase between censuses, and excluding all other factors, homelessness could stand at 23,409 in 2017, and 26,522 by 2021.
17. Auckland City Mission's 2016 annual street count of rough sleepers within three kilometres of the Sky Tower, found 177 and a further 51 in emergency accommodation or hospital who would otherwise have been on the street. This was an annual increase of over 50 per cent.
18. A recent report from Yale University placed New Zealand at the top of homelessness rates in the OECD².
19. Nationally, low income households, children and young people (51 per cent), and sole parent families (43 per cent) were the most affected groups. Pacific people were ten times, and Māori five times more likely than Europeans to be homeless. Other groups who are affected include rainbow youth, people with mental health problems, those who have experienced family violence or been in state care, and inmates on release from prison.
20. In 2013, there were 203,817 Aucklanders (92,000 households) living in overcrowded³ conditions, and accommodation was classified as unaffordable⁴ for 44 per cent of people renting. These groups are not classified as homeless, but are particularly vulnerable.
21. There are many negative health, social, cultural and economic impacts for those who experience homelessness. In particular, children can experience serious health consequences and disruption of their education.

² <http://yaleglobal.yale.edu/content/cities-grow-worldwide-so-do-numbers-homeless> Accessed 23 July 2017.

³ Overcrowding includes those sharing temporarily in a severely crowded household.

⁴ The Auckland Plan and internationally accepted definition of housing affordability is spending more than 30 per cent of gross income on housing.

22. Homelessness also impacts on communities, businesses, and the image of the city. There are costs associated with greater need for health and social support services, justice and financial benefits.
23. There is a high level of public, media and political interest with growing demand for central and local government to do more as part of a collective effort⁵:

We have a wicked problem but we have an opportunity to change it now before it gets more complex. Our numbers are small enough that we can solve this problem today.

Homelessness is a very sad situation ... we should never accept homelessness especially when children, the disabled, sick and elderly are involved.

Te Puea Marea steps up to find cancer teen and family a home.

A teenager battling cancer ended up homeless with the rest of her family after moving to Auckland to receive treatment. The Facebook post said it "all went downhill from there":

I wasn't able to swallow, I got infections, I had two massive seizures. I had to have antibiotics and that led to kidney problems so not only do I have cancer, I have kidney problems.

The family moved to an Aunt's house, but there were 15 people staying there. Her father went to WINZ and told them about his daughter with cancer:

They did nothing. He went to Housing NZ, told them. They couldn't find us a house. Too full, they said, too full. I hope we get a house. So we can all live again. So my Dad can go back to work. He's a hard worker.

In winter 2016, the family stayed temporarily at Te Puea marae before a Housing New Zealand home in West Auckland was found.

Source: http://www.nzherald.co.nz/nz/news/article.cfm?c_id=1&objectid=11659501 Accessed 24 July 2017

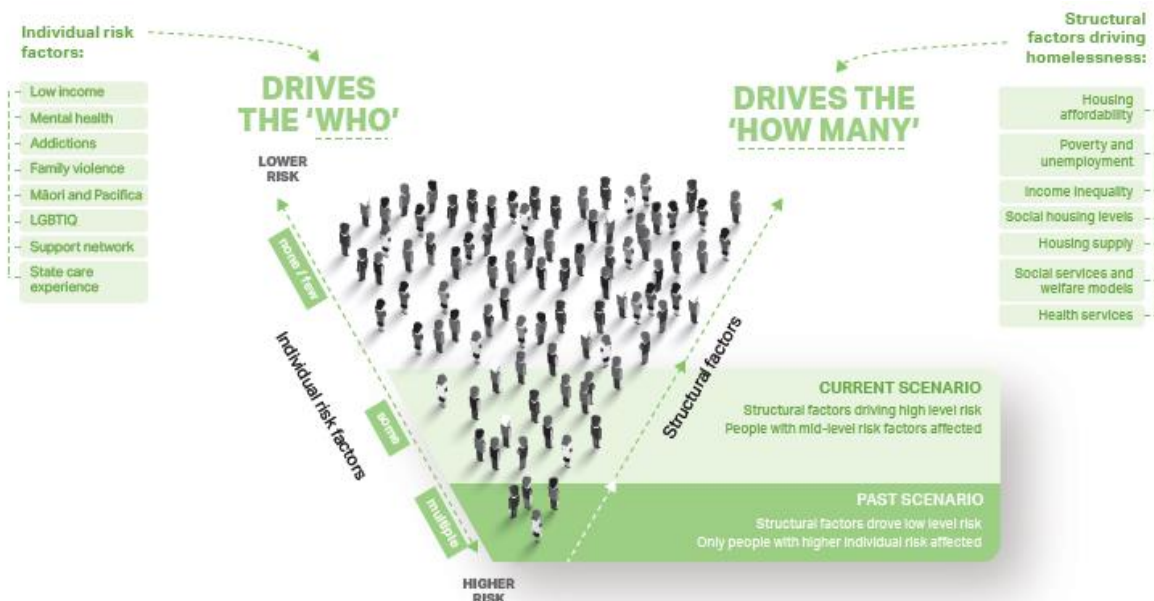
24. Media stories reflect the following themes:
- Increasing numbers of homeless people, particularly people who are employed or studying, and families with children
 - Increasing rental costs, and provision of poor quality (uninhabitable) accommodation
 - The housing supply crisis, including few emergency options
 - Concerns about the impact of behaviours (such as begging) on business and tourism
 - High levels of government expenditure on emergency accommodation such as motels.
25. Homelessness is a complex issue. It results from multi-layered structural and individual factors including national policy settings and economic conditions, immigration, access to health and social services, discrimination, family violence, employment and poor health.
26. A key driver however is the housing market, particularly unmet demand for social and affordable housing. This is highlighted by recent estimates⁶ that the government will spend \$50 million nationally on emergency housing (such as motels) in 12 months.
27. As housing supply pressures increase, people with fewer risk factors face homelessness, as illustrated in Figure 3. One risk factor or one event such as job loss, illness, the end of a relationship or debt, can be the trigger. The housing shortage means that people endure homelessness more often and for longer, and achieving sustainable housing can be difficult.
28. Nationally, 52 per cent of homeless adults were working, studying or both.

⁵ Quotes from the engagement walk-throughs

⁶ <http://www.newshub.co.nz/home/politics/2017/07/govt-admits-it-had-no-idea-of-emergency-housing-costs.html> Accessed: 23 July 2017.

29. If housing supply met demand, homelessness would be “rare, brief and non-recurring”, but currently homelessness is increasing faster than the growth of housing supply.

Figure 3: Structural and individual determinants of homelessness



Current state: Auckland Council supports multi-agency response to homelessness

30. The roles of central government, local government, NGOs and the private sector are described in Section 7 of Attachment A. Central government has primary responsibility for the provision of social housing and financial support for accommodation.
31. Auckland Council contributes positively to addressing homelessness. Activities include:
- Monitoring:** Wider housing research conducted by RIMU, and funding for evaluation.
 - Coordination:** Participation in cross-sectoral groups such as the Rough Sleeping Steering Group, and provides some coordination at an operational level.
 - Policy and regulation:** Regulations which impact on the housing supply (e.g. building compliance) and more directly on homelessness, e.g. the Public Safety and Nuisance bylaw. The findings of the current review of this bylaw will be presented to the Regulatory Committee on 14 September 2017, with recommendations on whether the bylaw should be confirmed, amended or revoked. Similarly, on 10 August 2017, this committee will receive a report seeking a decision on whether to further investigate a freedom camping bylaw. The council response to the Mayoral Taskforce Report is also likely to include policy work to investigate tenure and ownership mechanisms that improve housing affordability. The *Māori Housing Action Plan* is currently being finalised.
 - Provision of assets and amenities:** Housing for older people, parks and amenities for public use, and design of urban spaces which can reflect varying degrees of tolerance.
 - Funding and service delivery:** Table 1 includes a summary of funding contributions. Beyond 2017/18, the annual funding commitment falls to \$565,287.
32. The Housing First Auckland pilot is the city's flagship initiative. Based on an established collective impact model, it is a partnership between central and local government and NGOs. It runs for 18 months from March 2017 in central, south and west Auckland. It aims to support 472 people - approximately half of the current projected population (971) living without shelter in the region. The evaluation will provide evidence on the challenges of delivering the programme in a constrained housing market. Ongoing funding support will need to be determined when the pilot ends in 2018.

Table 1: Summary of funding for delivery of services from 2015/16 to 2019/20

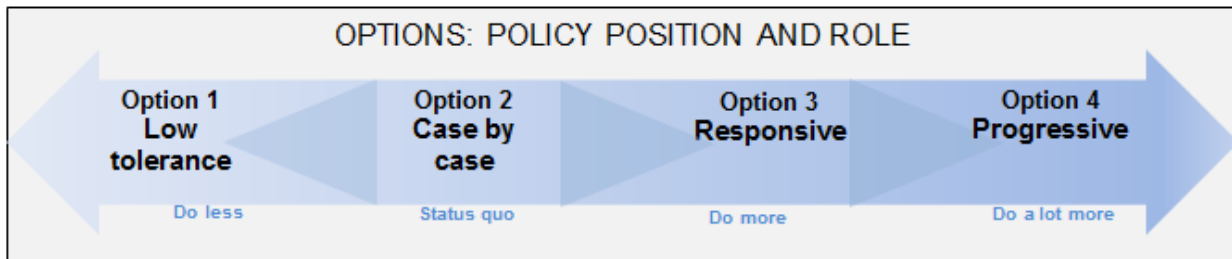
Activities	Timeframe (FY) and budget allocation				
	2015/16	2016/17	2017/18	2018/19	2019/20
Housing First (one-off contribution)		\$1million			
James Liston Hostel upgrade, increase in beds		\$2million			
Mayor's budget: cross-sectoral collaboration including Housing First data collection			\$500,000	\$500,000	\$500,000
LTP 2015/25: emergency housing coordination, inner city amenities, outreach, Awhina website, evaluation activities	\$360,000	\$360,000	\$110,000		
LTP operational delivery by Community Empowerment	\$53,624	\$53,624	\$66,937	\$65,287	\$65,287

What could be improved? The key gap is a cross-sectoral strategic plan

33. Homelessness is a very difficult issue to turn around. It requires collective efforts to address the housing supply, and to provide support services for at-risk and vulnerable individuals (or households). The impact of any solution is unlikely to be significant in the short-term.
34. The current response is positive but it is not at a scale that matches the problem. In the absence of an integrated cross-sectoral approach, there are gaps and opportunities to increase the efficiency and effectiveness of available resources.
35. Based on analysis of selected case studies to identify "best practice", and a systems gaps analysis, a comprehensive response to homelessness in Auckland would include:
 - Strategic direction and leadership across the sector based on collective impact principles, including a regional and/or national homelessness strategy
 - Clear, shared vision and goals, e.g. the position that "homelessness should be rare, brief and non-recurring"
 - Sustainable funding for implementation
 - Improved coordination, particularly at a strategic level
 - Systematic monitoring to inform investment
 - Increased supply of emergency, social and affordable housing
 - Consideration and inclusion of homelessness in relevant policies, e.g. housing strategies, rental security, bylaws and design guidelines
 - Targeted interventions including employment support and provision of amenities.
36. In addition, stakeholders wanted to see Auckland Council take a stronger leadership role, and more collaboration with central government. They wanted to maintain the focus on rough sleeping, and increase the focus on other forms of homelessness across the region. They also sought a balance across improving, ending and preventing homelessness, with emphasis on prevention and early intervention.

Options: Auckland Council's position and role in improving, ending and preventing homelessness

37. Four options are presented on a continuum requiring increasing commitment from the council. They represent an increasing response to the identified gaps. The position sets the direction for the council and shapes the response to homelessness. The role describes the council's responsibility, and functions that would be needed to achieve each position.



Option 1: Low tolerance

Position	Actively discourages homelessness and associated behaviours through exclusion, enforcement and deterrents such as the design of public spaces.
Role	The council would 'do less' than it currently does. It would involve a mix of policy, regulation and design to manage the symptoms of homelessness, with responsibility for the key determinants of homelessness left to central government.
Strengths	Formalises the position of council for future decision-making. It may address some localised community concerns in the short term.
Risks	The approach shifts rather than addresses homelessness, and may cause perpetual displacement of homeless people. Internationally, this approach has been described as expensive, inappropriate, and futile. It would address some community concerns, but would receive little support from stakeholders. The council has limited ability to establish or enforce the necessary regulations (bylaws, issuance of fines), and would have to rely on police intervention (for infringement powers) or rely on the courts to prosecute. The costs of increased compliance and enforcement are unknown.

Option 2: Case by case

Position	The range of responses is determined on a case by case basis, responding to issues and requests as they emerge. There is no formalised policy position.
Role	The council continues to contribute through its traditional role with ongoing implementation of the status quo activities. Includes allocation of \$5.6million (over five years) to FY2019/2020. Future funding would be sought on an ad hoc basis.
Strengths	Continues Auckland Council's positive contribution within the council's traditional role. It addresses some needs of homeless people, and some community concerns. The Housing First pilot is promising, and the evaluation will inform future efforts. Minimises responsibility and associated costs for council, and increases expectations of a response from central government and other agencies.

Risks	<p>The response is ad hoc and not well aligned with evidence and best practice, resulting in limited impact and value for money.</p> <p>Uncertainty for council governance and staff, the sector, community and homeless people.</p> <p>There is no long-term funding commitment, including funding for Housing First beyond completion of the pilot.</p> <p>The status quo is not supported by stakeholders.</p>
--------------	---

Option 3: Responsive (preferred option)

Position	Council will strengthen its available levers to help make any occurrence of homelessness in Auckland rare, brief and non-recurring ⁷
Role	<p>In addition to the 'status quo' (Option 2), the council would be more responsive to the needs of homeless people, including providing or supporting:</p> <ul style="list-style-type: none"> • Strategic leadership and coordination • A cross-sectoral homelessness strategy, with shared vision and goals • Monitoring and evaluation • Systematic integration of homelessness into relevant policies and regulation • Development of a sustainable funding base.
Strengths	<p>It is supported by the evidence and best practice, and aligns with the council's current funded homelessness interventions, such as Housing First.</p> <p>Is within the council's mandate and acknowledges central government's role.</p> <p>Development and implementation of the first phase could be absorbed within existing policy and operational team capacity.</p> <p>It meets the needs of homeless people (without the use of "hard enforcement"), and community concerns.</p>
Risks	<p>The council's role would be constrained by existing, limited resources.</p> <p>Costs of additional initiatives in the proposed implementation plan are unknown.</p>

Option 4: Progressive

Position	Council will expand its mandate to play a lead role in increasing the supply of social and affordable housing, and will form partnerships to deliver integrated health and social services to vulnerable people.
Role	<p>In addition to the 'responsive' position (Option 3), the council would also:</p> <ul style="list-style-type: none"> • Develop and implement an affordable housing strategy, which could include regulatory levers, incentives, and direct provision • Investigate and implement opportunities and incentives to deliver a greater proportion of social housing which could include new developments, including on council-owned land • Formalise partnerships with central government agencies and NGOs for the delivery of integrated health and social services.

⁷ A vision for homelessness increasingly used in the strategies of other jurisdictions such as Vancouver

Strengths	Focuses on the key determinants of homelessness, particularly housing supply. Is likely to achieve the best outcomes in relation to reducing homelessness. It aligns with an international trend in relation to affordable housing where public bodies are revising their role in the delivery of social and affordable housing e.g. Wellington City Council, Finland, Vancouver and Victoria.
Risks	A significant step outside the council's mandate to intervene in areas where central government has primary responsibility. Would need higher and longer-term financial contribution, so would likely incur significant, potentially prohibitive costs for council. Would require significant policy development, with consideration of a wide range of issues, including social impact assessment.

38. Option 1 is the least responsive to the identified gaps, and does not adequately address the objective to improve, end and prevent homelessness. There was minimal stakeholder support for this option.
39. Similarly Option 2 does not respond adequately to the identified gaps. The status quo has limited focus on ending and preventing homelessness, and on forms of homelessness other than people living without shelter. Further, stakeholders expressed a strong desire for the council to do more.
40. Accordingly, no further assessment has been undertaken on Options 1 or 2.
41. Options 3 and 4 have been assessed against the following criteria:
- Addresses the identified gaps
 - Effectiveness and impact on improving, ending and preventing homelessness
 - Addresses the continuum of homelessness and priority groups, including Māori
 - Supports cross-sectoral collaboration
 - Provides a strong voice for Aucklanders.

Table 2: Summary of assessment of Options 3 and 4 against the criteria

	Option 3 Responsive "do more"	Option 4 Progressive "do a lot more"
	In addition to Option 2:	In addition to Option 3:
Addresses the identified gaps	Addresses the key gaps as far as possible within the council's current mandate.	Addresses the gaps comprehensively, with a clear focus on the primary determinants – housing supply and services for vulnerable people.
Effectiveness and impact on: Improving, ending and preventing homelessness	Increases the focus on ending and preventing homelessness. Effectiveness will improve. However, the impact will be limited and delayed without a strong focus on the housing supply.	Increases the focus on prevention. Increasing the supply of affordable housing will have the biggest impact on homelessness outcomes.
Addresses the continuum of homelessness and priority groups, including Māori	A strategic plan would span the continuum of homelessness, with targeted interventions for priority populations, including Maori.	There would be a stronger focus on at-risk groups.

	Option 3 Responsive “do more”	Option 4 Progressive “do a lot more”
Supports cross-sectoral collaboration	A cross-sectoral strategic plan provides a shared vision and goals to galvanise a more cohesive, integrated approach. Provides a foundation to increase collective impact.	Represents a greater role for the council in the delivery and management of affordable housing. Would cross into central government responsibilities.
Provides a strong voice for Aucklanders	Provides clarity at a regional and national level on the position of Auckland Council. Provides a platform for a strong voice for Aucklanders.	Would solidify Auckland Council’s role as a lead agency in addressing affordable housing, and a stronger mandate to be a strong voice for Aucklanders.

42. Option 3 is the preferred option. It addresses the key gaps and fits with council’s mandate and current resourcing. It strengthens the impact of council’s activities by playing our role more effectively, while still relying on central government to address the housing supply. A shared vision and goals with coordination would galvanise a more cohesive and integrated cross-sectoral response. It is affordable in the short term, but more sustainable funding would be needed as current funding comes to an end. It signals an incremental approach, and would create a foundation to consider Option 4 in the future.
43. Option 4 would see the council expand its mandate, service delivery role, and financial commitment significantly by intervening in an area of central government responsibility. The impact would be delayed, but this approach would be the most effective and sustainable. It would require the council to commit much greater financial investment.
44. If Option 3 is supported, there may be a slower response to addressing the housing supply, which would limit the overall impact of homelessness interventions. If Option 4 is supported, significant council investment would be required. This would impact on resources available for other priorities.

Risk analysis

45. There are reputational and financial risks associated with the preferred option (Option 3).

Risk	Mitigation
Unrealistic expectations about how quickly the recommendations will impact on the nature and scale of homelessness. Progress towards ending and preventing is not likely to be realised in the short term.	<ul style="list-style-type: none"> Continue status quo activities, including the Housing First pilot and evaluation. Identify short, medium and long term approaches and outcomes in the homelessness strategy. Communicate key messages to manage expectations.
The costs for council to implement additional initiatives as part of the proposed cross-sectoral strategy are unknown.	<ul style="list-style-type: none"> Recommendations include the development of a sustainable funding base, which will require detailed costing analysis, identifying baseline and new funding initiatives. Potential savings, and opportunities for leveraging external funding will be also explored. Investment decisions will be informed by robust monitoring.

Local board views and implications

46. This phase of the project has not involved formal engagement with local boards. Local board members (and key informant interviewees) were invited to participate in engagement “walk-throughs”, where they had the opportunity to see the key findings of the research report, to respond to relevant questions, and to indicate their preference for the options. A summary of the feedback is included in Attachment B.
47. Local board members who attended the “walk-throughs” indicated a high level of concern and a strong desire to see an end to homelessness. They wanted to see:
 - More health and social support for homeless people
 - A regional and/or national strategy, with a coordinated response
 - Council taking a stronger leadership role
 - Innovative responses to address housing supply and to improve security of tenure
 - Increased partnering with central government and the private sector.
48. They generally preferred Option 4, but acknowledged that funding may be prohibitive, in which case, Option 3 would be more feasible.
49. The key research report findings were also presented to the Waitemata Local Board and Auckland City Centre Advisory Board, who expressed similar views.
50. It is envisaged that the next phase will involve formal engagement with local boards.

Māori impact statement

51. Māori are disproportionately affected and have the second highest rate of homelessness, after Pacific peoples. In 2013, 32 per cent of the homeless population were Māori. Over 40 per cent of people on the social housing register are Māori⁸. Over 80 per cent of the Housing First participants in the central city are Māori⁹.
52. The report identified a range of additional complexities experienced by Māori including:
 - Structural and historical disadvantage
 - Multiple, cumulative risk factors across income, education, employment and health
 - Lack of culturally appropriate services and support
 - Discrimination, particularly in relation to securing rental accommodation
 - Fewer housing options for larger families.
53. The report identifies Māori as a priority population with specific needs to be addressed. While the current homelessness initiatives often reach Māori, targeting is limited. The evaluation of the Housing First pilot will include analysis of the impact on Māori, and could inform future approaches. Options 3 and 4 provide greater scope to collaborate more closely with Māori organisations, and to deliver more culturally appropriate services.

Implementation



54. For either Option 3 or 4, staff will report back to the Committee with an implementation plan. This would include:
 - Establishing mechanisms to engage with cross-sectoral agencies
 - Analysis of relevant housing demand and supply
 - Conducting a more detailed stocktake of current service provision and gaps
 - A shared purpose statement and high level, cross-sectoral plan
 - Detailed costings, including what could be done within current resourcing and interventions that could be prioritised subject to resourcing
 - A monitoring framework.

⁸ Ministry of Social Development (2016), Social Housing Purchasing Strategy.

⁹ <https://www.lifewise.org.nz/wp-content/uploads/2017/07/Infographic-Housing-First-July-2017.jpg>

55. The first phase (development of the implementation plan) would require 1.5 FTEs for six to eight months. The same resource would be required for coordination, monitoring and reporting to implement the plan. This could be absorbed within the baseline of the Affordable Housing Policy team. Funding for delivery of projects by the council would need to be sought through Annual Plan and Long-term Plan projects.
56. Staff will also continue to work together to consider the potential impact of the Public Safety and Nuisance and (potentially) freedom camping bylaws on homeless people, and agreed actions resulting from the Mayoral Taskforce report on affordable housing.

Attachments

No.	Title	Page
A 	Addressing homeless in Auckland	143
B 	Summary of walkthrough feedback	283

Signatories

Author	Kimberley Howell - Policy Analyst
Authorisers	Debbie Edwards – Manager Affordable Housing Policy Team Kataraina Maki - GM - Community & Social Policy Dean Kimpton - Chief Operating Officer

Attachment A

Item 12

Addressing homelessness in Auckland:
Identifying Auckland Council's position and role

Attachment A

July 2017
Prepared by the Affordable Housing Policy Team,
Community and Social Policy



Contents

1	Introduction	10
2	Methodology	12
2.1	Approach to research	12
2.2	Definitions of homelessness	13
2.3	Monitoring homelessness	17
2.4	Data gaps and limitations	17
3	Homelessness in Auckland	19
3.1	Prevalence	19
3.2	Trends	21
3.3	How many people are at risk of homelessness?	22
3.4	Vulnerable populations	24
3.5	Experience of homelessness among Māori	26
4	Determinants of homelessness	30
4.1	Frameworks	30
4.2	Structural conditions	32
4.3	Individual and household risk factors	40
4.4	Key policy settings	44
5	Experience and impact of homelessness	47
5.1	Safety and privacy	47
5.2	Lack of amenities	48
5.3	General health and wellbeing	49
5.4	Access to health and social services	50
5.5	Social exclusion	50
5.6	Stigma	51
5.7	Perceptions of homelessness	52
5.8	Transitioning out of homelessness	58
6	What do we know about what works?	60
6.1	Literature review findings	60
6.2	Key informant interviews	69
6.3	New Zealand case studies	72
6.4	International studies	73
6.5	Key themes from national and international case studies	85
		2

7	Current State	91
7.1	A viable system for addressing homelessness.....	91
7.2	Applying the viable system model to Auckland	91
7.3	What needs to change?	102
8	Auckland Council's position and role	104
8.1	Problem definition	104
8.2	Options for Auckland Council's position on homelessness	106
8.3	Continuum of responses	106
8.4	Criteria assessment of Options 3 and 4	114
9	Recommendations	117
10	Conclusion.....	118
10.1	Next Steps	119
11	Appendices	120
	Appendix 1: Glossary	120
	Appendix 2: Informant interview questions	123
	Appendix 3: Synopsis of recent media reports.....	124
	Appendix 4: Bibliography	131

List of figures:

Figure 1: Homelessness and the housing system - project scope	11
Figure 2: Components of minimally adequate housing (Amore, 2016).....	16
Figure 3: Estimated 2013 homelessness figure in Auckland	19
Figure 4: Homelessness and market conditions.....	22
Figure 5: Complexities and risk factors for Maori	27
Figure 6: Socio-ecological model of homelessness	31
Figure 7: Drivers of homelessness.....	32
Figure 8: Unmet demand across the housing continuum in 2013	34
Figure 9: Potential impact of additional IRRS places	38
Figure 10: Examples of media reporting on homelessness.....	55
Figure 11: Perception of people begging on the street as a problem in local area – by local board (%) (Extracted from RIMU Quality of Life report, 2016.....	58
Figure 12: A selection of international media headlines appearing in 2017.....	63
Figure 13: Viable system model: Auckland gap analysis.....	92
Figure 14: Current operational activities to improve, end and prevent homelessness	100

List of tables:

Table 1: Dimensions of homelessness and associated living situations	14
Table 2: Priority populations	24
Table 3: Summary of funding for delivery of services from 2015/16 to 2019/20	99
Table 4: Option 1 - low tolerance response to Auckland's homeless people	106
Table 5: Option 2 - case by case response to the causes and symptoms of homelessness	108
Table 6: Option 3 - responsive to the needs of Aucklanders at risk of and experiencing homelessness	110
Table 7: Option 4 – progressive approach centred on increasing publicly-led delivery of social and affordable housing to end homelessness in Auckland	112
Table 8: Qualitative analysis of position and role options	114

Executive summary

This report addresses the September 2016 Regional Strategy and Policy Committee request for “further policy work to determine Auckland Council’s role and position in addressing homelessness, including emergency housing” (REG/2016/90). Broader housing system determinants, such as the supply of affordable housing, are acknowledged contributors but are outside the scope of this project.

Homelessness has been defined using the Stats NZ (2015) definition:

A living situation where people with no other options to acquire safe and secure housing are: without shelter, in temporary accommodation, sharing accommodation temporarily with a household, or living in uninhabitable housing.

The absence of a common definition across agencies, government and council’s makes agreement on the scale of the issue and monitoring a challenge.

Homelessness is commonly associated solely with rough sleeping or living in vehicles, overlooking those in temporary accommodation, sharing temporarily or living in uninhabitable dwellings.

Homelessness is expected to remain high, and is likely to increase, as Auckland’s housing crisis continues to intensify. The rapid growth of Auckland’s population is out-stripping growth in the supply of housing. Housing affordability (for rent and purchase) is declining, and there is significant unmet demand for social, affordable and emergency housing.

How many are people are homeless, who are they and who is at risk?

The University of Otago is funded by government to conduct homelessness research. Census data is the primary source, supplemented by data from service providers. There are data limitations arising from reliance on self-reporting, people missed in the process, reluctance to disclose true circumstances, and out-dated data because of the five-yearly cycle.

Over 20,290 Aucklanders were considered homeless at the 2013 census, a 26 per cent increase since 2006. This included:

- 771 people without shelter
- 3175 people in temporary accommodation
- 16,350 sharing temporarily.

The number of people residing in uninhabitable dwellings is unknown.

Based on the average rate of growth between censuses, and excluding other external factors, homelessness could stand at 23,409 in 2017 and reach 26,522 people by 2021.

Auckland's Māori and Pacifica communities continue to be disproportionately affected and the crisis is increasingly affecting working families, women, children and young people, and LGBTIQ youth.

Those living in unaffordable housing and overcrowded conditions are at risk of homelessness. The 2013 census found that:

- renting was unaffordable for 92,000 Auckland households
- 35,594 Auckland households (203,817 people) were living in overcrowded conditions.

Homelessness has a complex set of determinants and results from the interaction between structural and individual risk factors.

As structural challenges (particularly housing supply) increase, fewer individual risk factors are needed to become homeless. Nationally 52 per cent of homeless adults were working, studying or both (Amore, 2016). Of those working, the majority were employed in low income professions and had lower educational attainment. This suggests that the primary drivers of homelessness are structural conditions, i.e. housing affordability, and unmet demand for social housing, rather than multiple or complex individual needs.

All dimensions of homelessness are associated with adverse health, social and economic outcomes.

Research shows children experiencing homelessness and transience experience poorer educational and health outcomes, impacting on their future ability to break the poverty cycle and escape homelessness as adults.

How is homelessness perceived in Auckland?

A number of assumptions and generalisations are made about those experiencing homelessness, particularly rough sleepers.

No direct engagement with Aucklanders has been undertaken on this stage of work. However Aucklanders have provided feedback on homelessness through two recent surveys undertaken by Auckland Council: the annual budget (2017) and the quality of life survey (2016).

Views were typically polarised around those who believed the welfare system was adequate and situations were a result of personal factors and those who believed the current housing crisis was disadvantaging many people.

Auckland Plan submissions included comments about the council's role versus that of central government. Most comments indicated a belief that the council does have a role to play in addressing homelessness, often alongside government as the primary provider of social housing and social services.

The council's quality of life survey (2016) asked respondents if they felt begging in their local area was an issue. Thirty-eight per cent of respondents considered it to be a big problem and a further 25 per cent thought it was a bit of a problem.

Housing First Auckland is a positive, collaborative step towards addressing the problem.

Over 18 months, the pilot initiative seeks to end homelessness for 472 people, approximately half of the current projected population (971) living without shelter in the region. Analysis of the response to homelessness in Auckland found few activities focused on ending homelessness for those in temporary accommodation, sharing temporarily or in uninhabitable dwellings. Additionally, there is little focus on preventing people becoming homeless in the first instance.

What has been learnt internationally?

A common theme among international cities was a highly articulated strategic position and strong leadership in their approaches to addressing homelessness. Many recognised they had an important role in recording and monitoring the nature, extent and location of homelessness in their municipalities.

Coordination and collective action across councils, government and service providers seem to form the most successful approaches to addressing homelessness. This includes prevention activities, which the evidence suggests results in savings.

Enforcement and exclusion approaches (including "move along" or criminalisation) were found to shift or exacerbate the problem and not solve it. This approach has been described as expensive, inappropriate, and futile.

The response to homelessness in Auckland

A viable system model has been used to assess the performance and identify gaps in Auckland's response to homelessness. Housing First Auckland has been successful in bringing together government, the council and service providers around a common goal of ending homelessness for rough sleepers.

Current activities were found to focus on those without shelter and emergency housing, with little focus on the other dimensions, or on prevention. There is a lack of leadership and strong voice for Aucklanders on this issue. In the absence of an agreed strategic direction nationally or regionally, there is no shared understanding of the nature and scale of homelessness and efforts to address the problem are not sufficiently integrated or coordinated.

Thirty-one key stakeholders were asked for their views on homelessness in Auckland, and on what the council can do.

In the absence of a national homelessness strategy, many sought greater leadership and direction from the council. A regional homelessness plan would support collaboration, increase coordination, focused activities and investment. Many expressed a need for a comprehensive monitor of homelessness which would help increase efficiency.

Options available to the council in addressing homelessness

Lessons from other New Zealand cities and international experience, system analysis and insights from informants have been used in the identification of options available to the council. Addressing homelessness is a complex process requiring long term planning and commitment and will begin with the establishment of the council's policy position.

Establishing a policy position sets the overarching direction and vision for the council's response to homelessness. It will shape council's policy, funding and operational responses. It could also provide a focus for greater inter-sectoral collaboration across all dimensions of homelessness and prevention.

This report presents four options for Auckland Council's policy position and associated role:

1. low tolerance (do less)
2. case by case (status quo)
3. responsive (do more)
4. progressive (do a lot more).

Option 3 is preferred. The objective is that where homelessness occurs, it should be rare, brief and non-recurring.

This approach addresses the key gaps and fits with council's mandate and current resourcing¹. It strengthens the impact of council's activities by playing our role more effectively, while still relying on central government to address the housing supply.

¹ Note that less than current capacity would allow for less than two FTEs to undertake this work.

A shared vision and goals with coordination would galvanise a more cohesive and integrated cross-sectoral response. It is affordable in the short term, but more sustainable funding would be needed as current funding comes to an end. It signals an incremental approach, and would create a foundation to consider Option 4 in the future.

The continuum of options also presents a progressive approach which considers the wider housing system determinants of homelessness. Exploration of potential interventions to deliver more social and affordable housing is also recommended with individual recommendations to be considered at subsequent committees.

1 Introduction

This report addresses the September 2016 Regional Strategy and Policy Committee request for: “further policy work to determine Auckland Council’s role and position in addressing homelessness, including emergency housing” (REG/2016/90).

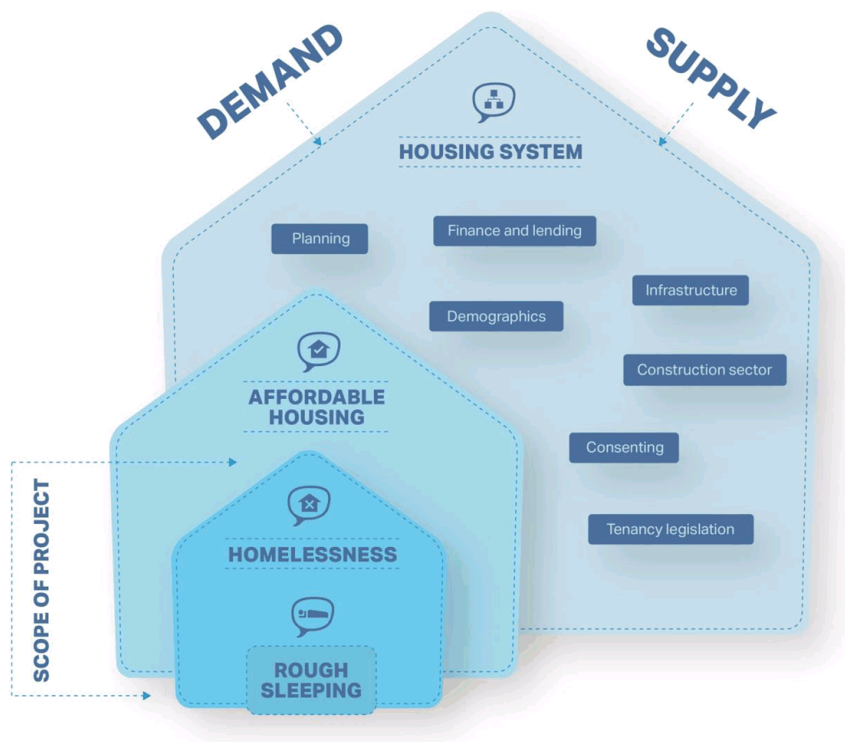
It is based on a review of the international literature including case studies, interviews with key informants in Auckland, and systems analysis of current activities to identify gaps and opportunities.

The report describes the scale and nature of homelessness in Auckland; the system level determinants and individual or household risk factors; the impact and experience of homelessness; and evidence about interventions based on national and international case studies.

The report then describes the activities of central government, Auckland Council, non-government organisations (NGOs) and the private sector which aim to address homelessness, and uses a systems analysis model to identify strengths and gaps.

This analysis is drawn together to inform a set of options for Auckland Council’s position and role in relation to improving, ending and preventing homelessness. These options focus on the levers (or functions) available to the council. The broader housing system determinants are acknowledged, but they are outside the scope of this report as illustrated in Figure 1.

Figure 1: Homelessness and the housing system - project scope



Item 12

Attachment A

2 Methodology

2.1 Approach to research

This work has been undertaken in four parts: review of the evidence including national and international case studies, interviews with key informants, description of current interventions and system analysis, and development and assessment of options.

2.1.1 Review of the evidence

The desk-top literature review of published reports² was undertaken to:

- assess the scale and nature of homelessness in Auckland
- understand the complex determinants of homelessness
- identify the potential position and roles available to the council in addressing homelessness, based on international approaches and best practice.

Over 100 reports were reviewed including academic research and material published by city governments, research agencies and NGOs in comparable international cities.

2.1.2 Key informant interviews

Thirty one key individuals involved in homelessness work in Auckland were interviewed including:

- academics
- government officials from the Ministry of Social Development (MSD), Housing New Zealand Corporation (HNZC) and Te Puni Kokiri
- Māori organisation representatives
- a business association
- community and social service providers and advocates
- elected representatives.

The interviews were designed to obtain personal perspectives and experiences, with a particular focus on where the council could be most effective. The reported results are confidential and anonymous. Their insights have been used to supplement research and data findings to provide a richer understanding of homelessness. They do not reflect organisational views and were not intended as formal engagement.

² Note that no primary research was undertaken.

It is anticipated that more formal engagement with the sector, including local boards, will be undertaken following the council's agreement on its role and positions during development work.

2.1.3 System analysis

Organisations working in the homelessness sector include central and local government, NGOs and philanthropic organisations including community housing providers.

System analysis, using the viable system model³, considered sector activities across five categories:

- purpose and guidance
- scanning and planning
- tasking and resourcing
- coordination
- operational.

The analysis identified strengths and weaknesses in each area, and highlighted opportunities for the council to play an effective role.

2.1.4 Options development and analysis

Drawing on this analysis, options and recommendations have been developed in relation to Auckland Council's position and role in relation to homelessness. Each option is described with an analysis of associated strengths and risks. The options for Auckland Council's potential role are then assessed against six criteria, including how they would fit with a cross-sectoral approach, and how they would support improving, ending and preventing homelessness.

2.2 Definitions of homelessness

2.2.1 Stats NZ definition

This report applies the Stats NZ (2015) definition of homelessness:

Homelessness is defined as a living situation where people with no other options to acquire safe and secure housing are: without shelter, in temporary accommodation, sharing accommodation temporarily with a household, or living in uninhabitable housing.

Examples of living conditions associated with each dimension are illustrated in Table 1.

³ Conceptual tool used to understand the working of an organisation or system to identify strengths and weakness

Table 1: Dimensions of homelessness and associated living situations⁴

Dimension of homelessness	Living situation
Without shelter	Rough sleeping. Improvised or makeshift shelter. Vehicle.
Temporary accommodation	Accommodation targeted for homeless people, including emergency and transitional housing, such as women's refuges. Commercial accommodation including camp grounds, boarding houses, hotels or motels and marae. This is described in more detail in Section 2.2.2.
Temporary resident in a private dwelling	A short term arrangement where the 'extra' people live in a severely crowded, permanent private dwelling (statistics exclude the hosts). Examples include couch surfing.
Uninhabitable dwellings	Residing in dilapidated dwellings or structures that lack one or more basic amenities.

Living in overcrowded conditions, when the situation is ongoing and not temporary, or more formal agreements are in place, is not regarded as homelessness (for example, households renting out rooms). These households would be captured within wider overcrowding figures⁵.

Stats NZ⁶ (2014) defines overcrowding from a structural perspective where the following conditions are not met:

- children under five years old of either sex may share a bedroom, but children aged five to 18 should only share a bedroom if they are of the same sex
- couples and people 18 and over are also allocated a bedroom.

Functional overcrowding also occurs when multiple members of the household crowd into one room, often for heat. People in these circumstances are only included in overcrowding statistics when they also meet the structural definition.

2.2.2 Temporary accommodation

Stats NZ regards those living in temporary accommodation, such as boarding houses and camp grounds, as homeless, as they are, "not intended for long term accommodation" (Stats NZ, 2015).

⁴ Assumption: The living situation is due to a lack of access to minimally adequate housing

⁵ The numbers of those living in as a temporary resident in a private dwelling are a subset of overcrowded statistics. The reliance on self-reported data means there may be inaccuracy between the two classifications.

⁶ Statistics New Zealand use the Canadian National Occupancy Standard for analysis on crowding

Those who reside in temporary accommodation, but have the financial means⁷ (or another address) to access safe and secure accommodation, are excluded from homelessness statistics.

Boarding houses are defined as:

Dwellings that are mainly intended for boarders, have lockable bedrooms that are rented by the room, have communal facilities, and can accommodate six or more boarders (Stats NZ, 2015).

Boarding house residents are identified as homeless when the living situation is not a personal choice, but rather the result of a lack of, or inability to, access safe and secure housing options⁸ (Stats NZ, 2015).

While boarding houses have protection under the Residential Tenancies Act, they have less security of tenure compared to standard tenancies in that:

- no fixed terms are allowed
- the landlord has the power to:
 - establish and enforce house rules
 - end the tenancy immediately if the tenant causes serious damage, threatens or endangers the landlord or other tenants
 - end the tenancy with 48 hours written notice if the tenant fails to pay overdue rent, uses the dwelling for an illegal purpose or the room is considered abandoned
 - end the tenancy with 28 days written notice in all other cases and no reason is required
- tenancies are between the landlord and the individual and residents have no control over who they share accommodation with.

Camping grounds (including motor or caravan parks) provide temporary rather than long-term accommodation. Those residing in camping grounds have no protection under the Residential Tenancies Act.

People living in camping grounds who have no other options for safe, secure and private accommodation, are classified as homeless by Stats NZ.

Emergency housing is temporary accommodation for individuals and families who have an urgent need for accommodation because they have nowhere else to stay, or are unable to remain in the usual place of residence. Stays are short term (up to

⁷ UoO use a minimum income proxy to determine, in 2013 this was \$25,001

⁸ Student accommodation (dorms / halls etc.) are excluded

approximately 12 weeks) and may include support to obtain permanent housing (Community Housing Aotearoa, 2016).









Night shelters are a form of emergency housing but differ in that they provide a bed on a night-by-night basis, do not operate during day time hours, and no obligation is placed on individuals to accept support to address their personal circumstances or move into long term accommodation. Maximum lengths of stay are usually imposed (between five and 14 nights). Some may provide a meal and offer facilities for washing. Maximum lengths of stay are usually imposed (between five and 14 nights) with typical per night fees of \$10 or \$15 per night.

2.2.3 Minimally adequate housing

Severe housing deprivation is a term used by the University of Otago (UoO) to describe homelessness. UoO is funded by government to conduct homelessness research. This term aligns closely with the official Stats NZ definition.

To be defined as homeless within UoO analysis, the living situation must arise from lack of access to minimally adequate housing⁹ and they must have no other address. Minimally adequate housing has three components (see Figure 2), of which two must be lacking to be defined as homeless (Amore et al, 2013).

Figure 2: Components of minimally adequate housing (Amore, 2016)

Dimension	Basic requirements
Habitability (structural features)	1 Enclosure  &  &  &
	2 Basic amenities  &  &  &  & 
Privacy and control	1 The dwelling is enclosed (as per habitability criterion 1); <i>and</i> 2 The dwelling has all basic amenities (as per habitability criterion 2); <i>and</i> 3 The dwelling is managed by the resident/s on a day-to-day basis (not by an external party) – ie it is a private dwelling; <i>and</i> 4 The person is a permanent resident (ie not staying in the dwelling on a temporary basis).
Security of tenure	Legal termination of tenancy rights are equal to the minimum provided to people living in private housing (in New Zealand, a periodic tenancy).

⁹ Lack of access means they are in the living situation because they can't afford (determined through income proxy: in 2013, a minimum threshold of \$25,001 applied) to access more suitable accommodation and have no other address. For example, tourists who are freedom camping lack minimally adequate housing but are not regarded as homeless.

They include:

- *Habitability*: It is enclosed with a roof, floor and walls and has basic amenities of drinkable water, a toilet, bath or shower, cooking facilities and an energy source.
- *Privacy and control*: The dwelling is enclosed, has all the basic amenities, is managed by the residents on a day to day basis (it is a private dwelling), and the person is a permanent resident of the dwelling.
- *Security of tenure*: Legal tenancy rights are equivalent to the minimum rights provided to people living in private housing.

While cold, damp and mouldy houses are of serious concern, they meet minimum housing adequacy and occupants would not be regarded as homeless. Similarly, those with the financial means to access minimally adequate accommodation, but who choose not to, are excluded from homelessness statistics (for example, people freedom camping).

2.3 Monitoring homelessness

There is no comprehensive monitoring of all dimensions of homelessness in New Zealand.

The University of Otago (UoO) is funded by Stats NZ and HNZN to conduct research into homelessness through the Official Statistics Research Programme. They use census data supplemented from service providers' measures of homelessness (Amore et al, 2013). This is a primary data source, and is referenced throughout this report.

The Auckland City Mission undertakes an annual street count of rough sleepers in Auckland's CBD within 3km of the Sky Tower.

2.4 Data gaps and limitations

While census data provides a useful snapshot, it is acknowledged that this probably under-counts the scale of the problem. Issues which impact on data quality include:

- individuals (particularly rough sleepers) may be missed by the census
- reliance on self-reporting, including reluctance to disclose true living circumstances particularly those who are in uninhabitable dwellings; and where people living in crowded conditions do not record this as a temporary arrangement; and
- lack of up to date information, due to five yearly census interval.

Key messages

Homelessness includes those living without shelter, in temporary accommodation, as a temporary resident in a private dwelling, or in uninhabitable dwellings.

There is no comprehensive monitoring of homelessness across all dimensions in New Zealand. The University of Otago (UoO) is funded by government to conduct homelessness research using census data supplemented with data from service providers.

The UoO classify a living situation as homelessness when the following conditions are met:

- residing in one of the four dimensions of homelessness
- they must have no other address
- the living situation must arise from lack of access to minimally adequate housing. There are three components of minimally adequate housing of which at least two must be lacking to be defined as homeless:
 - habitability
 - privacy and control
 - security of tenure.

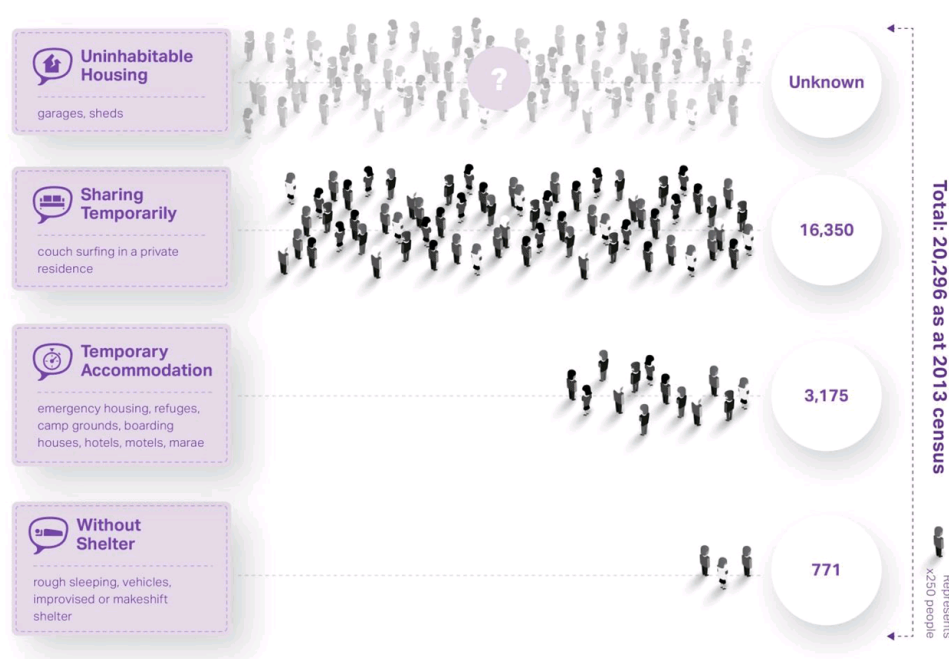
3 Homelessness in Auckland

This section describes who is currently experiencing, or is at risk of homelessness in Auckland, future projections, and associated risk factors.

3.1 Prevalence

Census data and analysis by the UoO are the primary sources of data. As illustrated in Figure 3, the 2013 census estimated that 20,296 Aucklanders were homeless (Amore, 2016). This includes three dimensions of homelessness: those without shelter, in temporary accommodation and sharing temporarily. The statistics for each of these dimensions are described below. The number of people living in uninhabitable housing is unknown.

Figure 3: Estimated 2013 homelessness figure in Auckland



3.1.1 Approximately 771 people are living without shelter

The UoO estimates that the number of people living without shelter in Auckland was 771 people at the time of the 2013 census. There is no Auckland wide count of those sleeping rough, or living in similar circumstances, such as in vehicles.

Auckland City Mission holds an annual street count of rough sleepers within a 3km radius of the Sky Tower. The 2016 street count revealed 177 people sleeping rough with a further 51 people residing in James Liston Hostel or listed as patients at Auckland, Te Whetu Tawera or Starship hospitals who would otherwise be homeless (Auckland City Mission, 2016).

3.1.2 Approximately 3175 people living in temporary accommodation

The figure of 3175 people includes those living in boarding houses and grounds (no breakdown available). It is derived from UoO analysis of data from the census and emergency housing providers.

Census data provides some detail on those living in boarding houses.

- In 2013, an estimated 1362 people resided in 66 Auckland boarding houses.
- Mangere-Otahuhu, Albert-Eden and Waitemāta had the highest numbers of people living in boarding houses (Stats NZ, 2014).
- Half had lived there less than a year, a third had lived there between one and four years, and one in ten people had lived there for five to nine years.
- About half were employed.
- 60 per cent of residents had a personal income of \$20,000 or less (those aged over 15).
- Māori were over-represented, comprising around 22 per cent of the residents, but only 10.7 per cent of the Auckland population.
- Pacific people were also over-represented, comprising over 29 per cent of residents, but 14.6 per cent of the Auckland population.

The true number residing in boarding houses is likely to be significantly under-counted. There is no requirement for boarding houses to be registered. Typically boarding houses only become known when complaints or other compliance activity occur.

3.1.3 Approximately 16,350 people sharing temporarily

Based on UoO analysis of the 2013 census, an estimated 16,350 Aucklanders were sharing temporarily in severely crowded household. The transience of this group, and reliance on self-reporting means this number may be under-counted, or that there is some duplication with rates of overcrowding.

3.1.4 Unknown number of people living in uninhabitable dwellings

The numbers of those living in uninhabitable dwellings is largely unknown. Anecdotal evidence however, suggests this is a particularly significant problem in some parts of South Auckland. The media, particularly during winter 2016, have highlighted the number of people living in uninhabitable dwellings such as garages or sleeping in vehicles, either sleeping rough or renting driveways^{10 11 12}. One key informant noted that families are making hard choices about where to live, for example renting a room or a garage in an already overcrowded household (Informant 5).

While not desirable or fit for purpose, uninhabitable dwellings provide accommodation for people with very limited choice. This option is likely to be keeping a number of people from more severe circumstances, such as sleeping rough or in vehicles.

3.2 Trends

Homelessness increased slightly between 2001 and 2006, and dramatically (by 26 per cent) between 2006 and 2013. In 2006, there were 14,848 homeless people, and by 2013, there were 20,296 – a rate increase from 11/1000 to 14/1000 (Amore, 2016).

Changes in the determinants of homelessness (as described in Section 4), such as increasing barriers to home ownership and private rentals, suggest that both the number and rate are likely to have increased significantly since 2013. Data shows an increasing number of homeless people who are working or are part of families with children.

More accurate data won't be available until the next census, which is scheduled for March 2018.

Projection analysis using census data, excluding any other factors as influences, predicts the number of homeless people in Auckland could stand at 23,409 in 2017 and increase to 26,522 by 2021, as shown in Figure 4.

Figure 4 also shows wider market conditions. The mean rent is taken from the Ministry of Business Innovation and Employment's mean rent data for the Auckland

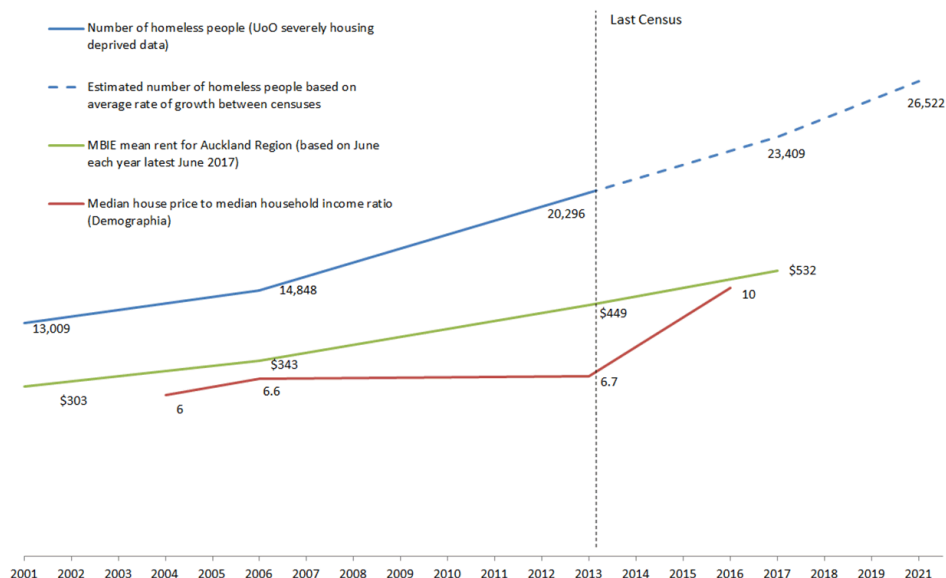
¹⁰ <http://www.newshub.co.nz/home/new-zealand/2016/07/predatory-property-managers-renting-out-auckland-garages.html>

¹¹ <http://www.aljazeera.com/indepth/features/2016/08/zealand-homeless-living-cars-garages-160811062112936.html>

¹² <http://www.radionz.co.nz/news/national/309571/families-housed-in-garages,-cramped-rooms,-face-eviction>

region, taken from June each year (\$532 June 2017). The annual Demographia Report is used for median house price to median household income ratio. The median multiple, the median house price divided by the median household income (Demographia, 2016), reached 10 as of 2016.

Figure 4: Homelessness and market conditions



3.3 How many people are at risk of homelessness?

Many interrelated factors contribute to increased risk of homelessness, and quantifying the number at risk is challenging. Individual / household level risk factors (e.g. low income) are compounded by housing system (e.g. housing supply) and structural socio-economic (e.g. inequality) factors.

A Canadian report (Stephen, et al 2013) found homelessness was associated with:

- not having enough income to meet basic needs
- spending a greater percentage of income on housing
- moderate to severe food insecurity
- tight rental markets, rising rents and lack of affordable rentals
- incomes that are stagnating, declining or not rising enough to cover rising rental costs
- fall in average earnings by the least wealthy, even during times of sustained economic and employment growth.

Overcrowding is a result of housing unaffordability and is a key risk factor for homelessness.

3.3.1 Affordability

Housing affordability is defined as a household paying no more than 30 per cent of gross household income on housing costs¹³.

The Ministry for Business, Innovation and Employment (MBIE) released a housing affordability measure¹⁴ in May 2017. This measure calculates the residual income¹⁵ for two population groups, renters¹⁶ and potential first home buyers¹⁷.

The amount of residual income a household has per week is then classified as being above or below the affordability threshold¹⁸. If this figure is lower than the \$662 threshold, then housing is determined to be unaffordable.

Data is available up to June 2015 and shows housing is unaffordable for (MBIE, 2017):

- 86 per cent of Auckland potential first home buyers
- 63 per cent of Auckland's renting households.

Based on 2013 census data, 92,000 renting Auckland households spent more than 30 per cent of gross household income on housing (Stats NZ, 2013).

- Household income up to \$30,000 = 27,000 households.
- Household income between \$30,000 and \$50,000 = 38,000 households.
- Household income between \$50,000 and \$70,000 = 17,000 households.
- Household income over \$70,000 = 10,000 households.

Most affected are households in the \$30,000 to \$50,000 income brackets. These groups would typically be ineligible for state housing and have difficulties affording private rental accommodation and other expenses, like food and heating.

Lower income groups face additional challenges in meeting unexpected costs, such as a vehicle breakdown. There is anecdotal evidence (Informant 21) of an increasing reliance on short term lending due to an inability to access traditional financing. Such loans attract high interest rates which can become unmanageable, adding to financial pressure and potentially risking a tenancy.

¹³ Auckland Plan definition and used internationally.

¹⁴ Full methodology available at: <http://www.mbie.govt.nz/info-services/housing-property/sector-information-and-statistics/housing-affordability-measure>

¹⁵ Money left over after housing costs

¹⁶ Calculated on actual costs

¹⁷ Money left over if they were to transition to home ownership in a modest one to two bedroom home in the area in which they currently live

¹⁸ The 2013 National affordability benchmark

3.3.2 Overcrowding

In 2013 there were 203,817 Aucklanders (35,594 households) living in overcrowded¹⁹ conditions (Stats NZ, 2014). Pacific people are the most affected group in this category, followed by Māori.

Overcrowding is a common way to reduce housing costs and avoid living without shelter or in an uninhabitable dwelling. There is a well-established association between overcrowding and adverse health and wellbeing outcomes, including avoidable diseases such as rheumatic fever, and respiratory illness.

Living in an overcrowded home can be precarious. Relationships can become strained, family and social support networks are progressively used up as the welcome is outstayed, this can eventually result in homelessness (Groot et al, 2008).

3.4 Vulnerable populations

Table 2 sets out the prevalence of homelessness among priority populations in New Zealand.

Table 2: Priority populations

Low income households

Rates of homelessness have increased at a faster rate among low income households, including families with children. As a proportion of homeless households (Amore, 2016):

- sole parent households with dependent comprised of 43 per cent (14,727 households) of the population, up from 38 per cent (10,792 households) in 2006
- couples with dependent children comprised of 21 per cent (7070 households) of the population, up from 15 per cent in 2006.

Fifty two per cent of homeless adults were working, studying or both (Amore, 2016). It has been found that most of these groups do not have complex needs and homelessness could be virtually eliminated if housing affordability is addressed (Fitzpatrick et al, 2012).

Māori and Pacific peoples

Māori and Pacific populations were over-represented in the homeless population in 2013 (nationally). Compared to European New Zealanders (Amore, 2016):

- Pacific people were ten times more likely to be homeless

¹⁹ Overcrowded conditions are not included in homelessness statistics where the arrangement is ongoing (i.e. no sharing temporarily in a severely crowded household)

- Māori were found to be five times more likely to be homeless.

Māori and Pacific people have the lowest median income levels. They have the lowest rates of home ownership and are more likely to be in rental accommodation.

Overcrowding rates are highest among Pacific people, followed by Māori. At the time of the 2013 census (Stats NZ, 2014):

- 81,642 Pacific people lived in an overcrowded house
- Half of Pacific young people aged zero to 24 lived in a crowded house
- 33,702 people where Māori.

Issues for Māori are discussed in further detail in Section 3.5.

Women

In 2013, 48 per cent of homeless people were women (Amore, 2016).

The number of homeless sole parent households is growing. These households are most likely to be headed by women. Women are at higher risk of domestic violence from partners or family members. One in three women experience physical and or sexual violence from a partner in their lifetime, and 76 per cent of recorded assaults against females are committed by a family member²⁰. Risk of homelessness increases if she chooses to leave her situation (MSD accessed June 2017).

- “A large driver of women (with children) seeking refuge is violence associated with overcrowding, not just from parents, but other household members.” (Informant 20).
- “Eighty per cent of people seeking support at Christmas were women, and lots of grandmothers.” (Informant 13).

Young people

There are concerns about the growing number of young people who are homeless.

- Fifty one per cent of the homeless population was under 24 years of age (Amore, 2016), including 24 per cent (9596 people) under 15, and 27 per cent (11,076 people) aged 15 to 24.
- Over 63,150 children aged below 15 were living in an overcrowded at the time of the 2013 census (Stats NZ, 2014).

LGBTIQ groups

Wellbeing during adolescence is critically important for establishing healthy patterns in adult life. The additional challenges and discrimination that LGBTIQ young people face adversely affect their wellbeing as widely documented (Reid et al, 2017).

²⁰ Statistics from Ministry of Social Development ‘Family Violence: It’s not OK’. Accessed 16.06.17 <http://areyouok.org.nz/family-violence/statistics/>

Associated mental health impacts can increase an individual's risk factors for homelessness. There is no available New Zealand data on LGBTIQ homelessness, but international and anecdotal evidence confirms that LGBTIQ youth are over-represented in the homeless youth population.

Safety is a concern in emergency shelters, meaning people either don't access these services or go to efforts not to disclose their identity (Abramovich, Shelton, 2017). In addition, existing services may not provide the required levels of support.

- "Family rejection, poverty, a lack of specialised social services and discrimination in housing and shelters, employment and education all make it extremely difficult for LGBTQ2S²¹ youth to secure safe and affirming places to live." (Abramovich, Shelton, 2017)

3.5 Experience of homelessness among Māori

Māori are the second most affected ethnic group experiencing homelessness, after Pacific peoples and are over-represented among the homeless population (New Zealand Coalition to End Homelessness, 2009; Lysnar et al, 2016; Groot, et al, 2008). Māori were found to be five times more likely than European groups to be homeless (Amore, 2016)²².

The majority of rough sleepers in Auckland are of Māori descent and more likely to be male (Groot et al, 2008). Auckland City Mission's 2016 street count²³ (refer to Section 3.1) found the number of rough sleepers who identified as Māori increased from 42 per cent in 2014 to 53 per cent in 2016 (Auckland City Mission, 2016). Over 80 per cent of the Housing First participants in the central city are Māori²⁴.

Māori are also over-represented in overcrowding, substandard accommodation and boarding housing statistics (Lysnar et al, 2016).

The additional complexities and unique factors faced by Māori are illustrated in Figure 5 and discussed in more detail within this section.

²¹ LGBTQ2S is an acronym for lesbian, gay, bisexual, transgender or transsexual, queer or questioning, and two-spirited

²² Derived from prevalence figures: out of every 1000 European people, four were likely to be homeless. Out of every 1000 Maori people 21 were likely to be homeless and out of every 1000 Pacific people, 39 were likely to be homeless

²³ Auckland City Mission street count is a 3km radius of the Sky Tower

²⁴ <https://www.lifewise.org.nz/wp-content/uploads/2017/07/Infographic-Housing-First-July-2017.jpg>

Figure 5: Complexities and risk factors for Māori



3.5.1 Structural and historic disadvantage

The experience of homelessness among Māori is similar to many indigenous societies who “have been adversely affected by colonisation and processes of cultural, social and economic domination” (Groot et al, 2011).

Homelessness for Māori has been described as a structural issue, stemming from vulnerability of poverty and socio-economic exclusion (New Zealand Coalition to End Homelessness, 2016). Poverty and homelessness are ‘endemic’ to legacies of colonialism (Groot, Peters, 2016), coerced rural-urban migration and systemic discrimination in employment and housing markets (Alaazi et al, 2015). This history creates and embeds structural disadvantage, on-going marginalisation and outcomes inequalities.

It has been noted that solving homelessness for indigenous communities requires awareness of euro-centric assumptions about housing, and recognition of non-western needs and preferences (Alaazi et al, 2015).

3.5.2 Multiple risk factors

Figure 5 shows the risk of homeless is exacerbated by adverse life events, such as abuse, relationship breakdowns, mental health issues, and personal vulnerability

that come with poverty (Lysnar et al, 2016). Many Māori have multiple risk factors which contribute to the risk of homelessness.

- One-third of Māori have no qualifications and only 22 per cent have a personal income of \$50,001 or more (Lysnar et al, 2016).
- On average, Māori have the poorest health status of any ethnic group in New Zealand (New Zealand Coalition to End Homelessness, 2016).
 - Māori (and Pacific children) living in socio-economically deprived areas are more likely than other groups to be exposed to potential risk factors for childhood hospitalisation (New Zealand Education Institute, 2016) and communicable diseases, such as rheumatic fever.
 - High housing costs combined with low incomes leaves little for nutritious food and a potential reliance on food banks.
- Māori have the second highest rates of crowding in Auckland.
 - Twenty five per cent of Maori live in crowded conditions (Stats NZ, 2014).
 - Crowding can strain relationships and lead to increased rates of violence and abuse in the home.

3.5.3 Discrimination in the private rental market

A 2013 National Landlord Survey identified the most desirable tenants as professional couples and the least desirable as large families, students and sole parents (Auckland Council, 2013). Age, family size, income and ethnicity can be sources of discrimination in the private rental market.

Regardless of income, Māori are more likely to need rental accommodation (because they are less likely to own a home) compared to Europeans (Auckland Council, 2013). In the context of tight competition for affordable, quality and secure housing, Māori also face discrimination which increases the likelihood of being homeless (Salvation Army, 2015). Discrimination is a further barrier to housing access for Māori (Lysnar et al, 2016), and a key determinant of housing outcomes (Auckland Council, 2013).

In addition, there is a limited supply of affordable availability of housing large enough for bigger families (Lysnar et al, 2016).

3.5.4 Lack of culturally appropriate services

The New Zealand Coalition to End Homelessness (2016) found that many government agencies and mainstream service providers were not equipped to offer culturally sensitive services to Māori.

The coalition identified the need for a holistic approach that empowers and re-connects people spiritually, physically and culturally to the land and their whanau,

hapu and iwi (New Zealand Coalition to End Homelessness, 2016). Informant interviewees 18, 19 and 27 also spoke of the importance of culturally appropriate services and aspirations for inter-generational housing²⁵.

Homelessness for anyone impacts negatively on health and wellbeing. It disconnects people from supportive networks leading to no sense of belonging, stress and a lack of self-esteem. There are additional unique complexities for Māori such as a loss of physical connection with their whanau, hapu and iwi which results in cultural and spiritual disconnection to varying degrees (New Zealand Coalition to End Homelessness, 2016).

Key messages

Homelessness increased 26 per cent between the 2006 and 2013 censuses. Rates are expected to remain high, and are likely to increase as Auckland's housing crisis continues to intensify.

The groups affected by homelessness have expanded to include those which may not have been homeless in more a more favourable housing system (e.g. where the supply of affordable rental housing and access to social housing was adequate):

- working low income households
- families with children
- sole parent households
- children and young people.

Pacific peoples were found to be ten times more likely to be homeless in New Zealand than European groups, and Māori five times more likely (Amore, 2016). Additionally, Māori experience additional complexities and risk factors relating to homelessness and are affected by structural disadvantage.

²⁵ Inter-generational or multi-generational housing can describe a living arrangement of different ages or generations living together, often extended family. While this can occur due to financial constraints, this section refers to a cultural preference for inter-generational living.

4 Determinants of homelessness

4.1 Frameworks

Two frameworks for understanding the determinants of homelessness are outlined in this section. This report highlights the intersection of structural conditions, particularly the housing system, and individual risk factors as the key determinant of homelessness. These factors are described below, along with broader policy settings that impact on housing outcomes.

4.1.1 Socio-ecological model of homelessness

This socio-ecological model (Figure 6) illustrates the multi-level factors that influence homelessness outcomes. These inter-related factors range from broad, structural factors such as national policy settings, to organisational, community and individual risk factors.

The broader socio-economic and housing system conditions have universal impacts. For vulnerable individuals and households however, accumulated personal factors combined with housing market conditions can lead to homelessness. For this group, one significant event such as job loss, illness or the end of a relationship, can be the tipping point. This highlights the importance of integrated cross-sectoral efforts to reduce risk factors and strengthen protective personal factors, and to address structural factors such as housing demand and supply.

4.1.2 Structural and individualist perspectives

There are two main views to explain homelessness and shape ideas about solutions: individualist and structural. A pure individualist approach considers homelessness as a result of an individual's life choices and personal failings (Leggatt-Cook et al, 2014) where prevention is the responsibility of the individual (Anderson et al, 2003).

A structural perspective sees homelessness as the result of system failure, and therefore the responsibility of the government to address. This requires broad societal change to correct system failures, structural inequalities and unequal outcomes (Leggatt-Cook et al, 2014). System failures include:

- housing market changes, economic restructuring, labour market changes, poverty and inequality (Leggatt-Cook et al, 2014)
- social and economic policies which result in homelessness 'triggers' such as unemployment, poor housing affordability and welfare changes (Schanes, 2011)

- a reduction in the availability (supply relative to demand) and eligibility of social housing (Anderson et al, 2003).

Figure 6: Socio-ecological model of homelessness



There is an emerging consensus among researchers that homelessness is a result of the interaction between individual risk factors and adverse structural conditions (Wood et al, 2015). This is illustrated in Figure 7. Where market forces dictate the housing system the most vulnerable are most likely to miss out (Salvation Army, 2015). Affordable housing is not the only solution to homelessness, but an adequate supply is required to successfully address it (Stephen et al, 2013).

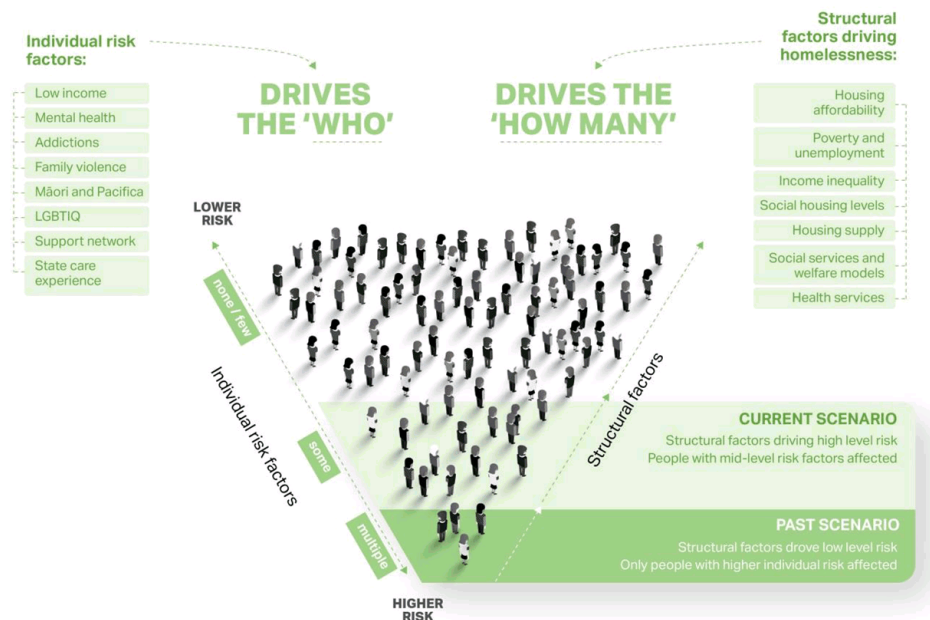
Figure 7 explores this relationship and demonstrates how the number of individual risk factors required to enter homelessness reduces as structural challenges grow. Where structural conditions are favourable in terms of supply of affordable and social housing, fewer individuals are homeless.

A lack of affordable housing was found to be the primary cause of homelessness for families:

Only a minority of statutorily homeless families had complex support needs, with most becoming homeless as a result of the difficulties they faced as low-income households competing in tight housing markets (Fitzpatrick et al, 2012).

As structural conditions become more adverse, the supply of affordable and social housing declines so fewer individual risk factors are required to become homeless. In Auckland, where a number of structural failures are evident, those at risk of, or currently experiencing homelessness, include individuals and households in paid employment.

Figure 7: Drivers of homelessness



4.2 Structural conditions

4.2.1 Housing system

This section demonstrates failures in the housing system by looking at wider housing market conditions and unmet housing need. A shortage of housing

combined with severe housing affordability challenges has placed more Aucklanders at risk of homelessness. Population growth and failure of higher income groups to transition into home ownership, has placed extra demands on the rental market, as well as social and emergency housing.

4.2.1.1 Housing continuum

The housing continuum is a way of considering housing tenures in terms of security, affordability and subsidy. Tenures to the left require high levels of subsidy (from government, council, and/or community housing providers) to make them affordable for lower income groups. Moving along the right of the continuum, household income levels increase, along with security of housing and levels of subsidies and intervention decreases.

Housing system pressures are pushing people towards the left of the continuum, as demonstrated in Figure 8. Those who are unable to afford to purchase a home, look to private rentals. This increases the demand for private rentals and landlords are able to prioritise renters with higher income and those deemed more desirable.

Those who are unable to attain a private rental look to assisted ownership or rental options. Where this option is not possible, social housing and then emergency housing is sought. Homelessness is the outcome when none of these options are available. This pattern also means that people with fewer personal risk factors are experiencing inadequate housing (as illustrated in Figure 7 – Drivers of homelessness).

Figure 8 illustrates relative unmet demand across the housing continuum, highlighting the housing supply-side pressures that can lead to homelessness. It is assumed that homeless people primarily represent unmet demand for social housing and assisted rental, affordable private rental, and short-term emergency housing

Unmet housing demand for each component on the continuum is discussed below.

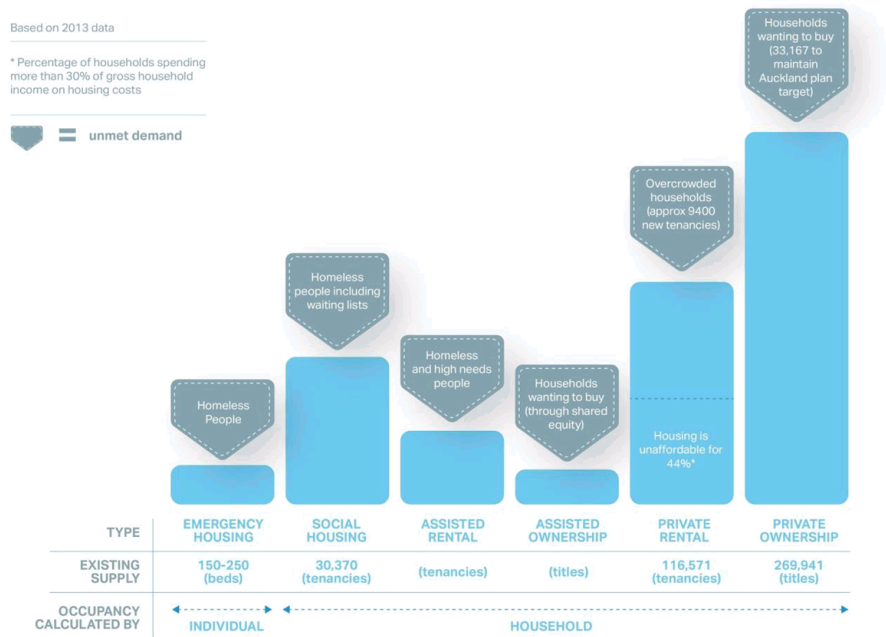
4.2.1.2 Private ownership

Figure 8 considers unmet demand for home ownership against the Auckland Plan target to maintain home ownership at 64 per cent (the 2006 baseline). In 2013, home ownership had declined to 61 per cent. This represents approximately 33,000 households which are most likely to be in the private rental market.

As of the 2013 census, there were 268,941 owner occupied households (Goodyear, Fabian, 2014). Twenty-eight per cent of owner occupiers were paying more than 30 per cent of their income in housing costs (Stats NZ, 2014). Those on higher incomes will be able to meet other household expenses, while those on lower

incomes will often struggle, and even small changes in their financial circumstances (such as interest rate rises) may place them at risk of losing their home.

Figure 8: Unmet demand across the housing continuum in 2013



4.2.1.3 Private rental

At the time of the 2013 census there were 116,571 private renting households (Goodyear, Fabian, 2014) in Auckland. Overcrowding rates²⁶ have been used to estimate unmet demand for private rentals, assisted rental and social housing. The ‘extra’ people in overcrowded accommodation have the potential to create an additional 9400 tenancies (Figure 8). Extra people have only been selected for multiple household dwellings. For example, where a single family is overcrowded (e.g. two adults and three children sharing a two-bedroom house), they have been removed from the calculation as there are no ‘extra’ people to form their own tenancy, they just need a larger house and wouldn’t form an additional household.

“One of the causal factors of homelessness in Auckland relates to exclusion from the rental market either socially or economically.”
(Salvation Army, 2015)

²⁶ Extracting the ‘extra’ persons in a household and making assumptions on how many tenancies they may form

Pressure is increasing across all income brackets, people are residing in rental dwellings for longer. Residing in the private rental market presents a number of risk factors for homelessness.

Housing costs were unaffordable for 44 per cent of Auckland renters at the time of the census (Stats NZ, 2014). Higher income renters may represent unmet demand for home ownership, either independently or through assisted ownership schemes.

4.2.1.4 Policy settings and the rental market

Policy settings still reflect the past where rental housing was a small, residual market and do not reflect the realities of a tenure revolution.

By international standards, New Zealand's security of tenure is low. Landlords can end a tenancy for no reason with 90 days written notice, and in some circumstances only 42 days written notice is required. While fixed term tenancies cannot be terminated early, there is no obligation that leases will be renewed.

A key feature of Auckland rental market is that many landlords are sole investors. They purchase rental properties for capital gain or additional income, rather than providing a socially driven service. This means rents can be commercially driven and may rise frequently, particularly in times of high demand.

4.2.1.5 Economic exclusion

The rental market has typically been relied on as a source of affordable accommodation for lower income groups. As rents and competition for affordable, quality rental stock increases, these groups increasingly lose out to more desirable, higher income groups.

Rents in Auckland have risen faster than inflation over the past five years:

Especially in the Auckland isthmus suburbs ... where lower quartile rents have most often risen by more than 20 per cent in inflation adjusted terms (Salvation Army, 2015).

An additional pressure for eligible renters in Auckland is that the government's accommodation supplement is not linked to the rising levels of rent in Auckland. High rents and frequent moves means limited ability to save for financial shocks, a future house deposit or to cover the costs of future moves.

4.2.1.6 Gentrification

Gentrification has changed the face of many traditionally working class suburbs. Low income groups are increasingly pushed to the fringes of Auckland to find

affordable accommodation. Finding new affordable housing in the same community (e.g. where children go to school, and close to family and social support) at short notice is particularly challenging in tight rental markets, raising the risk of homelessness. Moving to a different location can limit employment options, reduce time with family and create difficulties with child care and schooling.

4.2.1.7 Transience

Transience among renters is high. The 2013 census found that over a third of renting Auckland households moved in the previous year. A survey of tenants found primary reasons for moving were the landlord selling the property and moving to better quality accommodation (Massey University, 2015).

Moving is costly and imposes further costs on people who are often already struggling. Associated costs include:

- the bond (usually four weeks rent) plus letting fees
- hiring vehicles to move furniture
- reconnecting utilities
- time off work both for viewings (many rentals are now viewed by open home with one set time, often during working hours) and moving
- new school uniforms for children if a change of school is required.

4.2.1.8 Tenant selection

High demand and limited supply means landlords can be selective about their tenants. Discrimination creates challenges for those classed as 'non-desirable' tenants. Landlord preferences are towards professional couples, and away from larger families, sole parents and those with lower or unstable income (RIMU, SHORE Landlord Survey, 2013).

4.2.2 Assisted ownership

Assisted ownership includes shared equity and rent-to-buy schemes. Purchase prices are typically set at affordable levels so that no more than 30 per cent of income is spent on housing costs. They are typically managed by a community housing provider and usually have resale mechanisms in place to retain affordability in the long term. Eligible purchasers²⁷ own a proportion of the home and gradually build up their share through rent paid to the community housing provider. Purchasers have security of tenure and right of ownership.

²⁷ Each scheme may have different eligibility criteria, but usually access is restricted to first home buyers earning between 80 and 120 per cent of median income

The Auckland assisted ownership market is small compared to the potential pool of eligible purchasers. This group represents unmet demand for home ownership, either independently or through assisted ownership schemes.

A 2016 survey by Community Housing Aotearoa of their members found two schemes providing assisted ownership, with 242 units being delivered to date. The high price of homes combined with no government funding, are prohibitive factors for community housing providers to expand into this market.

4.2.3 Assisted rental housing

Assisted rental housing is typically operated by Community Housing Providers who deliver long term, secure rental units under market rate so tenants usually pay no more than 30 per cent of their income on housing costs (meeting affordability definitions). Eligibility is typically restricted to lower income groups who can't afford private rental, but who may not be eligible or gain access to social housing.

This type of housing is typically subsidised using the Government's accommodation supplement. A recent government change has allowed community housing providers to access income related rent subsidy, with the hope that more subsidy will allow a supply increase.

There are 12 community housing providers in Auckland. The two schemes providing 242 assisted rental units (Community Housing Aotearoa member survey 2016) are operating at near full capacity. Demand for these units is high and a proportion of homeless people will represent unmet demand for this tenure type.

Auckland Council is also a provider of assisted rental accommodation through the Housing for Older People portfolio. To be eligible, tenants need to be over 65 and have low/no assets. These groups would find renting privately a challenge. In 2013, the portfolio stood at 1412 tenancies.

4.2.4 Social housing

Social housing is provided by the government through HNZC. Eligibility is narrow and demand is outstripping supply. It provides an important safety net for the most vulnerable members of the community. In June 2014, there were 30,730 social housing tenancies managed by HNZC in Auckland. By June 2016, this number declined to 27,541²⁸ (HNZC, 2014).

As the supply of, and access to, affordable rental housing has tightened, demand has increasingly outstripped supply. Between March 2016 and March 2017, the

²⁸ The government has recently announced community housing providers will be eligible to access income related rent subsidy in an effort to help boost social housing.

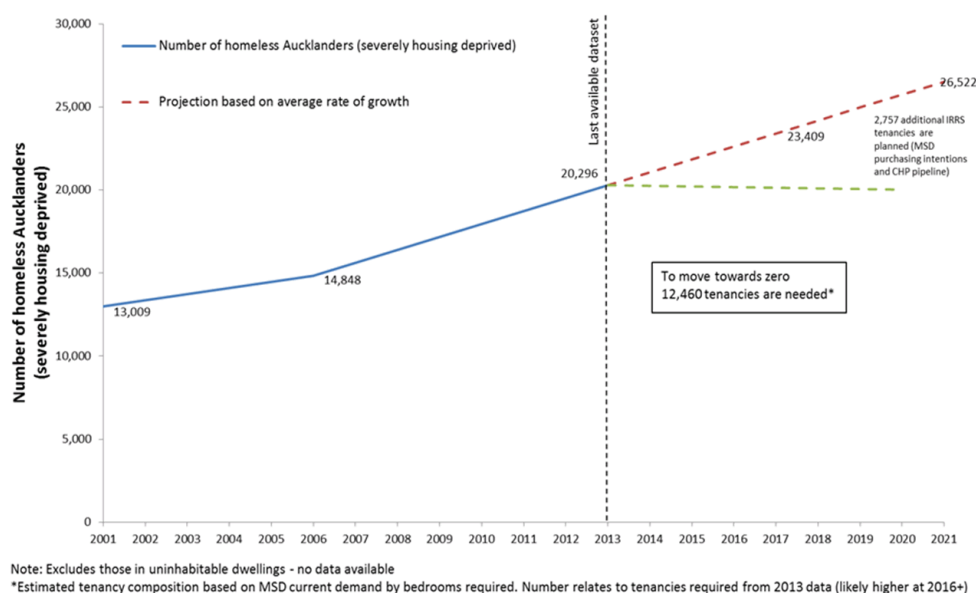
number of Auckland households on the social housing register (or waiting list) increased from 1635 to 2015²⁹. Local board areas with the highest demand were Henderson-Massey (215 applications), Mangere-Otahuhu (193 applications) and Manurewa (182 applications) (MSD, 2017).

Nationally, the mean number of days to house applicants was 107.4 days³⁰ (MSD Housing Register, 2017). Because of housing system pressures, the waiting time in Auckland is probably longer.

The MSD intends to purchase an addition 1900 income related rent subsidy (IRRS) social housing tenancies in Auckland to 2019. These additional places may be expected to house around 5000 people³¹ (MSD, 2016).

Based on 2013 data, Figure 9 shows 12,460 additional tenancies would be required to achieve zero homelessness³², based on 2013 homelessness level.

Figure 9: Potential impact of additional IRRS places



²⁹ This figure excludes those already in social housing seeking a transfer.

³⁰ Relates to number of days from application being confirmed onto the social housing register as an 'a' or 'b' priority until the date of the tenancy is activated.

³¹ MSD does not make assumption the number of people housed. Estimation determined by analysing the current composition of the current social housing waiting and assuming that the additional tenancies will comprise similar numbers of people (tenancies will comprise multiple household types, from single persons to large families).

³² Shortfall in tenancies estimated using the above method in reverse. Household composition is estimated from the MSD waiting list data and used to approximate the number of potential tenancies.

The Salvation Army (2015) has been critical of government management of the social housing stock, citing depleted numbers, poor maintenance, stock in the wrong position and a failure to build new supply to keep pace with demand.

4.2.5 Emergency housing

Emergency housing provides temporary accommodation for those who have nowhere else to stay or are unable to remain in their usual place of residence. Dedicated emergency housing providers typically provide support to residents which may include addressing any issues and helping to find long term accommodation.

Emergency housing is representative of unmet demand across the wider housing continuum, particularly for social housing³³, assisted rental³⁴ and private rental. When the supply of these tenures of housing cannot meet demand, people are increasingly pushed towards homelessness.

The number of dedicated emergency housing beds in Auckland is estimated to be between 150 to 250 beds³⁵. A larger (but unknown, as it is demand based) number are placed in hotels, motels and other temporary accommodation. This type of accommodation used as emergency housing does not provide the same service for people in vulnerable situations who may need additional support and help to resolve their situation.

Night shelters tend to arise where there is insufficient emergency accommodation to meet the urgent needs of homeless individuals. While the opening times of night shelters may reduce potential for homeless individuals to engage with meaningful support, it does present an opportunity to improve referral routes to key services.

Nationwide there is limited reporting on the use of night shelters and how often demand exceeds capacity. Internationally, night shelters have been found to be expensive to operate and are not associated with long-term reductions in numbers of rough sleepers (Wilton, 2016). However, they have provided useful accommodation for those fleeing harmful situations or living in crowded conditions (Corinth, 2015).

³³ Social housing is tenancies funded by income related rent subsidy. In 2013, HZNC were the sole administrators of this fund.

³⁴ Assisted rental is accommodation available below market rates typically through a community housing provider.

³⁵ There is no comprehensive register of the number of emergency housing beds. This estimate is based on the Auckland emergency housing network suggesting they have eight providers in their network with the ability to accommodate around 135 people (45 families) at any one time. One new provider has been provided by the Ministry of Social Development to provide 120 beds a year. Approximately 14 community housing providers operate in this area, but the number of beds is unknown.

Night shelters in New Zealand

Auckland does not have a night shelter. Throughout New Zealand night shelters are typically established for men and few exist solely for women. Cities operating night shelters include: Christchurch, Dunedin, Wellington, Rotorua and Tauranga. Tauranga opened a city-centre night shelter for men in 2014 and in June 2016 Tauranga City Council agreed to investigate the need for a night shelter for women. The Tauranga City Council reported in May this year that any opening of a women's shelter will be postponed indefinitely to make way for a housing first initiative in Tauranga.

4.3 Individual and household risk factors

4.3.1 Poverty, income and employment status

Poverty is the most significant factor in homelessness (Anderson et al, 2003; New Zealand College of Midwives, 2016). Typically, homeless people come from lower socio-economic areas and poorer backgrounds (AHURI, 2015). Low income is a common factor (Toto, 2007) and a major contributor to homelessness (New Zealand Coalition to End Homelessness, 2009; Salvation Army, 2015).

In broad terms, poverty means that household resources are insufficient to meet basic needs. In richer countries such as New Zealand, poverty is associated with exclusion from a minimum acceptable standard of living because of inadequate finances and low income or material resources (Perry, 2016).

As housing affordability declines, income becomes an increasing risk factor. The cost of rent, transport, food and utilities is increasing beyond income levels (Groot et al, 2008). Additionally, as noted, increased competition for housing means landlords may exclude those on low income in favour of more desirable tenants (New Zealand Coalition to End Homelessness, 2009).

A low income in a tight housing market is enough to trigger homelessness, meaning that the majority of homeless people do not have complex needs (Fitzpatrick et al, 2012).

National homelessness data showed that of the homeless population aged over 15 years, 52 per cent were working, studying or both. The working homeless were typically employed in lower income professions of service work (35 per cent), labourers (18 per cent) and trades workers (17 per cent) (Amore, 2016). This group is more likely to be in insecure work, such as contracting, temporary, seasonal or casual work, with no other options for permanent, secure employment. People who

already face multiple disadvantages are more likely to experience insecure work, under-employment and unemployment.

Low income and insecure work make it very difficult to cover housing costs and leave people without savings to cover times of irregular income (VCOSS, 2015).

“As soon as people get ahead a little, for example, get a fulltime minimum wage job, they’ll be kicked out of state housing that they may have waited years for ... The cost of housing is more than just the rent, we need to be able to heat our homes, eat reasonably well, and get to and from work. People on low incomes in New Zealand generally cannot afford all of these, what should be basics.” Otago University Fellow Dr. Kate Amore quoted in The Wellingtonian article ‘More than half of New Zealand’s homeless are working or studying, new research finds’, published 30 August 2016.

4.3.2 Education

Educational achievement is a key determinant of employment opportunities and income levels. Those with lower educational achievement are at a higher risk of unemployment, under-employment and poverty (Aleman, 2016), and therefore are at greater risk of homelessness.

Of the national New Zealand homeless population, 34 per cent were found to have no qualification and 38 per cent held a high school certificate (Amore, 2016). To enter into employment, a homeless person may require significant support in terms of basic education and job readiness training.

A stable education is an important component of breaking the poverty cycle. Homeless children, and those who change schools on a regular basis, experience barriers to a stable education and are at a significant disadvantage:

Homeless or unstably housed children are often absent from school, change schools frequently, have lower test scores, slower grade progression and more likely to drop out of school (Galvez et al, 2014).

4.3.3 Mental health status

Increasingly, homeless people do not have complex needs such as mental health or addiction issues. Research by the New Zealand Parliamentary Library (2014) however, found that homeless people are ‘excessively burdened’ with mental health problems. Mental health issues can be a risk factor leading to homelessness. For others, the stress and hardship of homelessness can exacerbate existing issues and create new problems.

Similarly, substance abuse (alcohol and other drugs) can be both a cause and result of homelessness.

The onset, or exacerbation of addiction, can be associated with low levels of personal resilience or addictive disorders (National Coalition for the Homeless, 2009), or can evolve as a coping mechanism for high levels of stress, including financial strain. In turn, these problems may cause the loss of employment or housing, creating a downward spiral. Addiction increases the complexity of a situation presenting further challenges to ending homelessness (National Coalition for the Homeless, 2009).

The relationship with homelessness and an addiction to gambling is similarly complex. It can be both a cause and result of homelessness. The attraction of quick financial gain can jeopardise financial position and family life. UK research found that changes to technology and online betting means “people can gamble 24 hours a day, seven days a week, and the more people who gamble, the more people there will be who do so problematically” (University of Cambridge, 2016)³⁶. Some people may begin to gamble when they are made homeless, “bookies and arcades offered a warm, safe and dry environment³⁷” (Sharman, 2016).

Problematic addictions can lead to deteriorating health, accidental death and increased chances of risky sexual behaviours. Other harms can include an inability to work or study, fractured relationships with family and social networks and criminal activities³⁸ (Homeless Hub, accessed June 20, 2017).

4.3.4 Family and community circumstances

Violence in the home is a well-documented cause of homelessness, and ‘could help to explain the increases in the numbers of families and children who are homeless’ (Salvation Army, 2015). Women (Beaton et al, 2015), young people (Groot et al, 2011) and LGBTIQ young people are most affected.

³⁶ University of Cambridge: Gambling among homeless population. Accessed 15 June 2017 <http://www.cam.ac.uk/research/news/new-study-reveals-scale-of-problem-gambling-among-homeless-population>

³⁷ Sharman, S cited in Homeless Link: Gambling and homelessness: What don't we know? Accessed 15 June 2017 <http://www.homelesslink.org.uk/connect/blogs/2016/may/25/gambling-and-homelessness-what-don%E2%80%99t-we-know>

³⁸ Homeless Hub: Substance use and addiction. Accessed 15 June 2017 <http://homelesshub.ca/about-homelessness/topics/substance-use-addiction>

“Women’s Refuge have no room for me and my five children, they have room for just me, my older boys can’t go with me, there’s wait lists on the other temporary or emergency accommodation. I’ve been on the Housing NZ list for five months.” Julie, a homeless woman with five children, moved out of her ex-partner’s home because of domestic violence. Extracted from Radio NZ ‘Homeless mum: It’s pretty scary at night’, dated 18 May 2016.

Family violence and the chaos, persistent fear and stress it causes have long term effects on children:

They learn coping mechanisms such as defiance, withdrawal and avoidance. This can in turn impair young children’s ability to regulate emotions and form healthy relationships” (Pisano, Aldemir cited in Council to Homeless Persons, 2015).

The impact of family violence can lead to behavioural issues, anti-social behaviour and difficulties in social interactions and other emotional and mental health problems, all of which can be individual risk factors for homelessness (Pisano, Aldemir cited in Council to Homeless Persons, 2015).

4.3.5 Ability to remain housed

A number of factors impact on the ability to remain housed when adequate housing has been restored.

Keeping up with high and increasing rent payments presents an ongoing challenge for many households. In addition, when landlords sell a property or end a tenancy in a tight rental market, this can lead to more frequent moves and longer periods of time in precarious, or short term situations.

Without adequate support, the ability of those with severe mental health or addiction issues to remain housed can be challenging. For rough sleepers, the transition into housing may not meet physical, psychological or social expectations of home (Leggatt-Cook et al, 2014). Auckland based research ‘Insights into Rough Sleepers’ found that managing housing costs on a severely limited budget was difficult and it was easy to fall behind on rent. It was a constant struggle when compared to the lower costs of street life (Beaton et al, 2015). It is acknowledged that a minority may choose to remain unhoused for these types of reasons.

4.3.6 Criminal activity and incarceration

There are recognised links between homelessness and incarceration. Homeless is “both a risk for incarceration and for re-offending and re-imprisonment following release” (Scott, cited in Council to Homeless Persons, 2013).

Many prisoners have experienced multiple risk factors for homelessness and lived on the margins of society. This poses challenges for reintegration into communities upon release and long term settlement (Scott, cited in Council to Homeless Persons, 2013). Having a criminal record can be a significant barrier to housing and employment and therefore is another risk factor for homelessness³⁹.

The New Beginnings Court (Te Kooti o Timatanga Hou) is aimed at homeless people in Auckland. If offenders are accepted to this court, they can receive help to address wider issues in their lives which contributed to their offending.

4.3.7 Social exclusion

Homelessness can be viewed as an extreme form of social exclusion (New Zealand Coalition to End Homelessness, 2009) which disconnects people from family and social networks as well as with labour markets, housing markets and wider society. Those already on the margins of society are more vulnerable to homelessness. Social exclusion has close links with poverty placing the most vulnerable on the margins of society. Vulnerable groups include those receiving benefits, low income groups and single parents.

These circumstances attract, in addition to the stigma experienced by those on benefits, low income groups or single parents. Societal structures can reinforce vulnerabilities and restrict full societal participation and exacerbate or lead to further negative outcomes. In turn, the ability to break the poverty cycle is reduced.

4.4 Key policy settings

4.4.1 Social welfare

In New Zealand and globally, social welfare policy settings have moved towards a market-led approach, often reducing the state housing supply, and provision of health and social services. Benefit rates have not kept pace with costs and sanctions have increased (DCM, 2016). Those on low incomes or not working may lack the financial means and social service safety nets needed to find and maintain stable housing. O'Connell noted that "The failure of social welfare system to adequately support low-income persons contributes to their homelessness" (2011).

³⁹ Accessed 7 June 2017 http://www.endhomelessness.org/pages/re_entry

“She says she has been told by WINZ that because she has six children, she can only be placed in a four bedroom social house. But it could be months until a house that size becomes available.” Hope and her six children of South Auckland were made homeless when the landlord of their private rental property forced the family out in order to renovate. Extracted from Al Jazeera report ‘New Zealand’s homeless: Living in cars and garages’, dated 24 August 2016.

4.4.2 State care

Those who have experienced state care are at particular risk of homelessness. Before a policy change in 2016, state responsibility for children in care ceased when they turned 17 years. The change was prompted by an independent panel reviewed Child Youth and Families care and protection system. The panel found that among those children born in the 12 months to June 1991 who were in a care placement (Minister Tolley, Beehive, 19 October 2016):

- almost 90 per cent were on a benefit
- around 25 per cent were on a benefit with a child
- almost 80 per cent did not have NCEA Level 2
- more than 30 per cent had a Youth Justice referral by age 18
- almost 20 per cent had had a custodial sentence, and
- almost 40 per cent had had a community sentence.

While there are no statistics available on the number of homeless young people who have been in state care, the findings of the panel indicate a higher rate of risk factors among this group. This group may also lack the support networks to assist with the transition out of state care.

“When you get to that crucial point when you are 17 everything hits you at once. You may not be prepared for it and when it does hit you it is a bit scary if you don’t have any support in place.” – Participant in youth voices modernisation workshop, extracted from Children’s Commissioner, State of Care 2015.

In October 2016, government announced policy changes aimed at providing more support to those in state care. The policy change recognised that:

... the average Kiwi now leaves home when they’re 23 and a half. Evidence shows that transitioning to adulthood is a gradual process, with many young

people continuing to receive financial and emotional support well past 17⁴⁰
(Lifewise, accessed 16 June 2017).

Under the new Ministry for Vulnerable Children, young people will be able to remain in care up to the age of 21 and transitional advice and assistance will be available up to the age of 25 (Beehive, 19 October 2016). Over the longer term, this increased support should help to prevent homelessness in this group.

As social welfare policies in New Zealand and globally move towards a market-led approach, which includes reducing the supply of social housing, those on the lowest incomes and state benefits are most likely to be worst affected.

As these structural conditions become more adverse, less individual vulnerabilities are needed to be at risk of, or become homeless.

Key messages

Homelessness is a complex issue with multiple interrelated factors and determinants influencing outcomes. There is an emerging consensus that homelessness results from the interaction between structural and individual risk factors.

Population growth combined with a housing shortage and lack of affordable housing are intensifying structural problems and mean fewer individual risk factors are needed to become homeless.

Poverty was found to be the most significant factor in homelessness and having a low income in Auckland's current tight housing market was enough to trigger homelessness.

⁴⁰ Lifewise, '5 reasons to raise the leaving age to 21'. Accessed 16 June 2017 <https://www.lifewise.org.nz/2015/09/08/5-reasons-to-raise-the-leaving-age-to-21/>

5 Experience and impact of homelessness

All dimensions of homelessness are associated with adverse health, social and economic outcomes. Homelessness, and the risk of homelessness, can exacerbate existing risk factors and create new ones. These factors can compound, making it harder to achieve positive outcomes like employment, better income and adequate, sustainable housing.

“I walk around at night and sleep in the day when it is safer.” Quote taken from report titled ‘An insight into the experience of rough sleeping in central Auckland’, completed January 2015 by Lifewise, Auckland Council, Auckland City Mission and ThinkPlace.

5.1 Safety and privacy

Homelessness results in loss of autonomy and control of your living environment. The impact on safety and privacy is discussed along the housing continuum.

5.1.1 Without shelter

Living private lives in public spaces attracts scrutiny and vulnerability to physical and verbal abuse (Beaton, et al, 2015). Rough sleepers have expressed fears about personal safety when sleeping in central Auckland. It is a particular concern for women, and at night from intoxicated people. Rough sleepers use a number of strategies to protect themselves, such as sleeping during the day and remaining awake at night (Beaton, et al, 2015).

5.1.2 Temporary accommodation

In the past, New Zealand boarding houses are typically occupied by mostly males, who have no other accommodation options. Many of the residents have substance abuse, mental health or emotional issues (Social Services Committee, 2014).

The profile of people using temporary housing has changed to include not only those with high and complex needs, but families and women fleeing violence. The mix of these groups may create additional complexities and tensions

Women in Auckland boarding houses feel extremely vulnerable in mixed sex premises and express fear in relation to sharing communal areas of the house (Aspinall, 2013).

Young people and families with children may have similar concerns about boarding houses.

Boarding house quality varies with the worst having the lowest physical standards, least safe environments and poorest management practices (Aspinall, 2013). Typically boarding houses only come to the attention of authorities if there are complaints or police visits.

“The boarding house he lives in lacks doors, except for the bathroom door and more windows lack glass. Rangi said he has spoken to the property manager, but ‘talking to her was like talking to a brick wall’”. Extracted from Sunday Star Times article ‘Better if kids live in a car’, dated 4 June 2017.

Emergency housing was generally found to be unsuitable for children, young people and families due to a lack of privacy and safety concerns. The use of emergency housing, particularly the use of motel rooms, can force families to crowd into one room without adequate food storage or cooking facilities (Beyond shelter et al 2010).

5.1.3 Temporary resident in a private dwelling

There is little research looking at the issues or outcomes for those people sharing accommodation on a temporary or informal basis such as ‘couch surfing’.

Temporary sharing can also lead to overcrowding, placing greater stress on the host household as well. This has negative impacts on health and wellbeing and can result in tensions, conflict, violence and abuse.

“It is frustrating waiting for a house. Going from couch to couch was hard because you feel like you’re invading people’s space – you don’t know how long you’ll be there.” Twenty-eight year old mother of two, made homeless in Auckland when her landlord decided to sell her flat only a day after she moved in. This woman couch surfed for four months. Extracted from stuff.co.nz ‘Auckland’s hidden homeless’, dated 24 June 2014

5.2 Lack of amenities

There is no consistent policy applied across Auckland’s available facilities such as toilets, showers, lockers or cooking facilities. There are reports of demands on

shower facilities at pools and leisure centres by families, but access is not always assured and admittance is usually by discretion.

5.2.1 Without shelter

Access to showers and lockers is important to rough sleepers and there is not enough available in Auckland (Informant interview 13). The majority of amenities and services for those without shelter are located in Auckland's central city. One informant interviewee advocated for the establishment of amenities and outreach support in suburban centres experiencing higher levels of rough sleeping and homelessness.

5.2.2 Uninhabitable dwellings

Accessing the house amenities in uninhabitable dwellings (such as toilet, shower and cooking facilities if the household is residing in a garage) may be restricted to certain times or not allowed at all depending on the arrangement. Where it is allowed, amenities are under increased pressure from multiple households.

5.3 General health and wellbeing

Negative health outcomes are associated with all dimensions of homelessness.

5.3.1 Without shelter

Being without shelter represents the most severe impact on health and wellbeing. Homelessness exacerbates illness, and when treatment is required:

[T]here are few medical facilities and services openly targeting the needs of homeless people living rough, and the stigma of homelessness discouraging access to mainstream health care (Parliamentary Library NZ, 2014).

For those without shelter the focus of their immediate living situation and everyday survival can also mean medical attention is not sought until the problem is severe (Parliamentary Library NZ, 2014).

An investigation into mortality rates of rough sleepers in England found the average age of death for a homeless person is 30 years lower than for the general population (47 years and 77 years respectively). The same investigation found that homeless people were nine times more likely to commit suicide, three times more likely to die as a result of traffic accidents and twice as likely to die from serious infection (Crisis, 2011).

5.3.2 Temporary resident in a private dwelling

Temporary resident in a private dwelling as a living situation is full of uncertainty with frequent moves between friends and family. Relationships are pressurised and

support networks can be gradually eroded, increasing the risk of more serious forms of homelessness. Living with a high level of uncertainty and stress can have adverse general health and mental health effects.

5.3.3 Uninhabitable dwelling

Uninhabitable dwellings are often cold, damp and mouldy, and would generally be regarded as not fit for human habitation. A lack of heating, ventilation and poor or no insulation, often results in adverse health outcomes and increases the likelihood of serious and avoidable health outcomes, particularly for children.

5.4 Access to health and social services

Accessing health and social services is challenging for a range of reasons, from practical considerations to more complex issues.

For example, registering for benefits or primary health care can require documents, such as birth certificates, and a fixed address. Those living without shelter often have no safe place to store valuables and documents.

In many cases, support is needed to navigate the social services system. Processing times are lengthy and social housing typically has long waiting lists (Housing works, 2016). The Salvation Army suggests it is common for homeless families to wait up to six months before the situation can be resolved (Housing works, 2016).

An analysis of Citizens Advice Bureau enquiries found that vulnerable families, pregnant women and children were living in cars and garages even after seeking assistance from MSD and HNZC (Housing works, 2016).

5.4.1 Without shelter

People living without shelter require higher levels of resource and support from government agencies, council and NGO's, with additional demands placed on the health and justice sectors, management of public space and provision of amenity.

5.5 Social exclusion

Being homeless disrupts social, family and community connections which are important at times of vulnerability. For working households, homelessness presents difficulties in maintaining employment, particularly if temporary accommodation is some distance away.

For those with children, access to schooling can be challenging and lead to increases in transience, which affects the ability to learn and has been linked to behavioural problems (New Zealand Education Institute, 2016). School principals have expressed concerns that children are appearing with medical issues brought on by homelessness and overcrowding. Exclusion from full, stable participation in education can result in poorer educational outcomes, limiting future employment opportunities and hindering the ability to break the poverty cycle.

5.5.1 Without shelter

Rough sleepers are increasingly excluded from public spaces, with restrictions on their behaviour and activities (begging, car window washing, etc) as a result of perceived threats to public safety (Laurenson et al, 2006).

“Begging and rough sleeping are not the same issue, yet they are linked by the tangled threads of social disparity – and by the fact that both are visible signs of poverty which can be upsetting to see on your walk to work ... The question we need to ask ourselves is, ‘How do we provide those in our community who are struggling with viable alternatives?’” - Chris Farrelly, Auckland City Missioner guest writing for The Spinoff ‘Begging for change: Why an inner-city ban on begging is all kinds of wrong’, dated 23 May 2017

Placing restrictions on those visually and economically marked as ‘other’ can add to social exclusion. It restricts their control over their lives and further disconnects these people from society and the support services they need (Leggatt-Cook et al, 2014).

Outcomes can be particularly poor for young people without shelter. Criminalisation, including acts such as prostitution, drug use and theft can become survival mechanisms (Groot, Hodgetts, Nikora, Leggatt-Cook, 2011) adding further complexities to individual situations.

While street networks and friendships can be a vital form of support, at the same time these networks can reinforce criminalisation (Beaton et al, 2015).

5.6 Stigma

This section considers the impacts of stigma for homeless people. Public perceptions of homelessness are discussed in more detail in Section 5.7. Stigma compounds the negative experiences of homeless people. Hostile responses, based on negative assumptions and stereotypes, can further

marginalise homeless people. This creates more barriers to employment, health and social support services, or housing.

Personal perceptions also determine whether someone chooses or not to donate food or money. Further, these stereotype views can influence public policymaking, for example through submissions or contact with the council and elected members.

“[T]here are two common misconceptions around homelessness. One is ‘I had a hard life, but I pulled myself out of it.’ I agree, you likely did work hard, but in many cases that comes down to an opportunity you were given. Then there’s the misconception that people make decisions and have to bear the consequences. But what if they experienced abuse, violence or mental health issues? All it takes is one thing to go wrong ... Things happen, and there’s often nowhere to turn.” Justin Lester, Mayor of Wellington interviewed for The Generosity Journal ‘Homelessness – busting the myths’, dated 18 July 2017.

5.7 Perceptions of homelessness

Homeless people are typically viewed from either an individualist or a structural perspective. The individualist perspective is typically that homeless people have ‘chosen their lifestyle and have no one but themselves to blame for the situation the face’ (Donley, 2008).

A 2015 Auckland report found that a majority of the general public perceive rough sleeping to be a personal lifestyle choice, and circumstances which led to this point were very different to their own (Beaton et al, 2015). A common assumption is that the people they see have addiction issues, or that they spend their money in very different ways to themselves.

Rough sleepers in particular are more vulnerable to negative perceptions and beliefs that their situation is a choice, or the result of deliberate actions. Judgements are often made. Living in a garage, for example, may be perceived to be a ‘better’ alternative to sleeping in a car, and couch surfing ‘better’ than sleeping rough.

The visibility and ‘otherness’ of rough sleepers on streets can create nervousness among the general public:

Many people are simply afraid of the homeless ... or what they perceive them to be ... many people believe the homeless are easily capable of violence (Donely, 2008).

Rough sleeping is the most visible with impacts on the broader community. The public, media and businesses community have expressed concerns about the adverse effects of rough sleeping on others, including:

- business growth, economic development and retail activity particularly in the Auckland CBD
- public safety and perceived 'nuisance' activities such as begging and car window washing
- the tourism sector and Auckland's wider reputation.

By contrast a structural view typically sees homeless people as victims of wider social dynamics, such as a shortage of affordable housing, increases in inequality and or a lack of social services (Donley, 2008). Sympathy is more freely expressed for families and those perceived as 'more deserving'.

A theme in many informant interviews was a perception that the public is alarmed by homelessness. They felt that this shouldn't happen in a country like New Zealand, particularly for families and those in employment.

Campaigns and events such as "park up for homes" raised awareness of the number of people living in vehicles. Similarly, Te Puea Marae's response to winter homelessness (by providing emergency accommodation) has also raised awareness in a positive way. Informant 27 observed that Te Puea's response had effectively engaged the community, which was a very important step towards finding solutions.

Public opinion and sympathy however, can change. While some events increase sympathetic responses, Informant 1 expressed concern that high levels of begging may harden feelings towards homelessness more widely and affect the public response in the coming winter.

5.7.1 Homelessness in the media

There is a high level of interest in homelessness, with frequent, often headline, media reports. Examples of recent reports are shown in Figure 10. The New Zealand media has played a role in highlighting the scale and nature of the problem. Some of the key themes in these stories include:

- shortage of affordable and emergency housing, often described as "a crisis"
- increasing cost of rental properties

- poor quality of rental housing and exploitation of tenants
- seasonal impacts with higher demand for emergency housing in the winter
- increase in working households and families with children who are homeless
- less visible forms of homelessness, such as people living in cars and other uninhabitable dwellings
- impacts of begging on business.

Media have also reported on positive community responses. In particular, in 2016 Te Puea Marae provided (and will do so again in 2017) emergency accommodation for families, and worked with other agencies to support transition to better housing.

Figure 10: Examples of media reporting on homelessness

“Homeless families: We’ve got nowhere to send them”...Emergency housing providers are warning more homeless families will be sleeping in cars, parks and garages in Auckland this winter because of a desperate shortage of cheap accommodation – New Zealand Herald, 11 April 2017

<http://www.radionz.co.nz/news/national/328571/homeless-families-'we've-got-nowhere-to-send-them'>

“Tenants pay \$200-plus to share ‘slum’ with rates”...Inspectors find rot, mould and vermin in Grey Lynn boarding house catering to homeless – Weekend Herald, 11 March 2017

“Motels given millions to house homeless”...Five Auckland motels have received more than \$1.3million of taxpayer money in just three months to house homeless people – Radio New Zealand

<http://www.radionz.co.nz/news/national/327597/motels-given-millions-to-house-homeless>

“Homelessness to reach a new crisis point this winter” (2017)...Emergency housing providers warn homelessness is on track to reach a new crisis point this winter with record numbers of families predicted to have nowhere to live – New Zealand Herald

http://www.nzherald.co.nz/nz/news/article.cfm?c_id=1&objectid=11849240

“Plea for budget to deliver on Auckland housing”...The Salvation Army and the Mangere Budgeting Service say the government can’t continue to ignore the growing numbers of people forced to live in cars, shipping containers and garages – Radio New Zealand, 16 May 2016

<http://www.radionz.co.nz/news/national/303946/auckland-housing-'we've-lost-the-plot'>

“Beggars ‘deprive’ city of luxury tenants”...Business sector says homelessness on CBD streets is putting off more international retailers from setting up shop – Anne Gibson, New Zealand Herald, 12 November 2016

“Wanted to let: driveway with use of shower”

‘...advertisements are being placed at supermarkets by people wanting to live in cars seeking ‘driveway and shower arrangement’ A 25 year old construction worker: ‘Auckland’s rent is really expensive...with my minimum wage job, I just cannot afford to pau it any longer’, he was seeking a driveway to live in his car. – New Zealand Herald, 18 August 2016
http://www.nzherald.co.nz/business/news/article.cfm?c_id=3&objectid=11695888

“Families with children now 53% of NZ’s homeless”

‘...As the housing market gets tighter, single people have more flexibility and potentially more options open to them, whereas families with children don’t’ – New Zealand Herald, 24 August 2016
http://www.nzherald.co.nz/nz/news/article.cfm?c_id=1&objectid=11700058

“New Zealand was once a pioneer of the social welfare state, but now one in every 100 New Zealanders are homeless” – Al Jazeera, 24 August 2016

<http://www.aljazeera.com/indepth/features/2016/08/zealand-homeless-living-cars-garages-160811062112936.html>

“Predatory property managers renting out Auckland garages”... Ms Greaves, her partner and five children rented a garage conversion that cost \$450 a week and had no bathroom or kitchen. The family shared with multiple residents in the main house – Newshub, 19 July 2016 <http://www.newshub.co.nz/home/new-zealand/2016/07/predatory-property-managers-renting-out-auckland-garages.html>

“Anti-homeless sprinkler systems ‘inhumane’... Business owners in Auckland’s CBD installing overnight sprinkler systems in their doorways to deter rough sleepers are labelled inhumane. The Chamber of Commerce said it was an expression of frustration from business owners that the council was not doing more to deal with homelessness - Radio NZ
<http://www.radionz.co.nz/news/national/330142/anti-homeless-sprinkler-systems-'inhumane'>

“New Zealand’s multiple housing crises”... “firstly, rough sleepers who have complex problems, second crisis arises from high rents and insecure tenure. Low income renters who have to leave their home – for example if it’s sold – are often unable to find an affordable alternative. The third crisis is the loss of social housing units. The present government reduced the social housing stock by more than 2,000 between 2008 and 2016 – a 3 per cent decline – just when we needed more” – Dr Grant Duncan, New Zealand Herald, 10 November 2016
http://www.nzherald.co.nz/business/news/article.cfm?c_id=3&objectid=11743228

5.7.2 The views of Aucklanders on homelessness

No direct engagement with Aucklanders on this policy work has been undertaken. Aucklanders have provided feedback on homelessness through recent surveys undertaken by Auckland Council, as outlined below. Thirty one key informants were interviewed for this project.

5.7.2.1 Annual Budget (2017)

The feedback on the annual budget included approximately 412 comments related to homelessness, with some respondents making multiple points per submission. Many respondents equated homelessness with rough sleeping, indicating low awareness of the less visible forms of homelessness.

Views were typically polarised around those who believed the New Zealand welfare system was adequate, and those who believed the current housing crisis was disadvantaging many people. Empathy levels varied across the dimensions of homelessness, with the lowest level of empathy for rough sleepers.

Annual Plan submissions also included comments about council's role, versus that of central government. The majority of comments (approximately 214) indicated a belief that the council does have some role to play in addressing homelessness, often alongside government as the primary provider of services. A minority felt that council has no role and any action should be left solely to government.

A further 115 comments expressed empathy and a desire to see action, although they did not clarify who should be responsible. They identified a range of causes of the current situation including growing levels of inequality, the current housing crisis (lack of affordable housing), high rents and insecure tenancies, and felt that efforts should be prioritised in these areas.

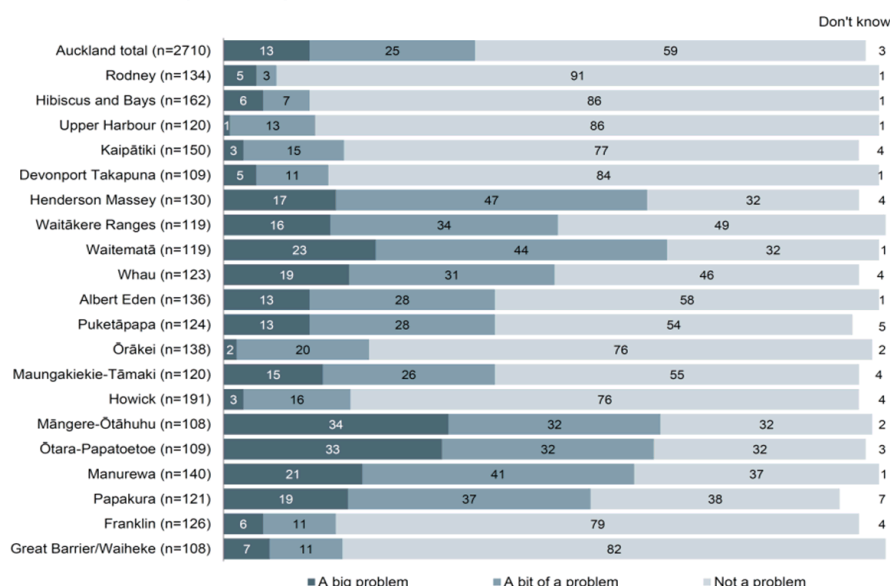
5.7.2.2 Auckland Council Quality of Life Survey (2016)

The Auckland Council Quality of Live Survey 2016 includes a question about the problem of people begging in the street. 38 per cent of the respondents considered begging in their local area to be a big problem, and a further 25 per cent to be a bit of a problem.

Figure 11 compares the responses across local board areas. Over the past 12 months, the perception of begging as a big problem was highest in:

- Māngere-Ōtahuhu: 38 per cent of respondents
- Otara-Papatoetoe: 33 per cent of respondents
- Waitemata: 23 per cent of respondents.

Figure 11: Perception of people begging on the street as a problem in local area – by local board (%)
(Extracted from RIMU Quality of Life report, 2016)



5.8 Transitioning out of homelessness

Transitioning out of homelessness is difficult, particularly in Auckland, with affordability pressures and demand out-stripping supply across all dimensions of the housing continuum. People experiencing homelessness cannot be rapidly rehoused if there is a lack of affordable private rental and social housing (Forsyth, cited in Council to Homeless Persons, 2013). For those in poverty, but not homeless, there are few pathways out of the poverty cycle if rents remain unaffordable. Obtaining quality, stable private sector housing requires higher incomes as market rents rise.

Transitioning out of homelessness to sustainable house relies on employment and sufficient, stable income. Thirty-six per cent of New Zealand's homeless population⁴¹ was working in 2013, mainly in lower income professions (Amore, 2016). Adults not in employment are likely to include solo-parents with childcare responsibilities, those which are 'stay at home parents' and those with an injury or disability which prevents them from working.

Risk factors (discussed in Section 3.3) which represent barriers to employment and sufficient income include (Aleman, 2016):

⁴¹ Percentage of the homeless population over the age of 15. Twenty-two per cent working full time and 14 per cent working part time.

- lower education attainment
- physical disability, mental health or substance abuse issues
- criminal record
- lack of access to transport to get to work (particularly for shift work and early starts where public transport may not be available)
- lack of experience or training.

Homeless people who are not employed also face significant practical barriers to employment (Aleman, 2016). These barriers include not having:

- access to a computer to find work or to write a C.V. or cover letter
- necessary identity paperwork (passport, birth certificate) or bank accounts
- an address or contact details to put on a resume, or fear of being excluded from the position if the address they use is for emergency housing or a shelter
- a safe place to sleep, shower, wash clothes or prepare before the interview
- suitable, clean interview clothing.

Key messages

All dimensions of homelessness are associated with adverse health, social and economic outcomes. These outcomes increase personal risk factors and make it harder to exit homelessness. For those in poverty, there are few opportunities to transition out of homelessness if rent remains unaffordable.

Research showed children experiencing homelessness and transience experience poorer educational and health outcomes, impacting on their future ability to break the poverty cycle and escape homelessness as adults.

There are many stigma, assumptions and perceptions of homeless people with media being a key driver and reflector of public opinion. There is strong resonance that homelessness should not be accepted in New Zealand.

Opinions sits broadly within two areas, those which believe the welfare system is adequate and help would be available if needed and those which believe homeless is the result of broader systemic failures. Rough sleepers are most likely to be viewed negatively and often receive less empathy than other forms of homeless or homeless families for example.

6 What do we know about what works?

This section identifies successful approaches to improving, reducing and preventing homelessness through the examination of findings from:

- a literature review
- informant interviews
- New Zealand cases studies
- international case studies.

The approaches are categorised according to the function or role of the relevant body, typically a public body such as a local authority. The functions and roles are:

- Strategic leadership and advocacy
- Monitoring
- Coordination
- Policy and regulation
- Provision of assets (including facilities and public spaces)
- Funding
- Service Delivery.

6.1 Literature review findings

The desk-top literature review covered over 100 domestically and internationally published reports, including those published by academic researchers, government organisations, research agencies and NGOs. The bibliography is attached in Appendix 4.

The review informs understanding of the drivers and levels of homelessness in Auckland. International and best practice approaches were also considered to help inform the potential position and roles for Auckland Council in addressing homelessness.

Direct comparison of outcomes with other cities and countries was problematic because different methods are used to define and measure homelessness. Instead this report describes the key themes that emerged, and considers how they might be effectively applied in Auckland.

6.1.1 Strategic leadership and advocacy

Many comparable international cities have articulated strategic positions on their approach to homelessness. The importance of strong leadership and a clear strategic position as a critical factor in addressing homelessness was highlighted. Local government policies typically:

- state policy principles
- clarify their council's position, roles and current approaches
- set out their objectives and strategies.

Housing was treated as a human right, this was included as a principle in their strategic positions on homelessness in many localities. This has driven a greater focus on prevention and the statutory obligations of public entities to house people in many places. This is discussed further in Section 6.1.4.2.

Internationally, strategic leadership on homelessness is undertaken by a diverse range of players. It is most effective where resourcing and leadership are held by the same organisation. However, the advocacy role of organisations including local authorities was highlighted as important and a potentially effective mechanism to affect change.

6.1.2 Monitoring

Monitoring the nature and extent of homelessness enables agencies to respond appropriately. Many city and local governments recognise they play an important role in recording and monitoring the nature, extent and location of homelessness within their municipality. The need for an integrated policy framework, including a clear evidence base and data to support and drive investment priorities, is a common theme in the literature.

6.1.3 Coordination

A multi-sector collaborative approach forms the basis of the most successful approaches to address homelessness. Much of the literature emphasises the importance of “a framework for collective action across all levels of government, non-government sectors and the community” (New South Wales Government, 2016/4). In a collaborative approach, it is recognised that each sector holds different and complementary roles and responsibilities. A lack of coordination limits effectiveness.

6.1.4 Policy and regulation

Policy and regulation provide an appropriate framework for clarifying mandate, methods and resources for addressing an identified issue. Target setting for homelessness and three different bases for approaching targets; right-to-housing, prevention, and enforcement are highlighted in this section.

6.1.4.1 Position and targets

A recent report from the Canadian Observatory on Homelessness identifies the need to set a realistic target and measureable outcome for homelessness. They

note that “there is no internationally recognised definition of what an end to homelessness entails” (Turner et al 2017).

The Canadian observatory on Homelessness proposed that homelessness should be “**rare, brief and non-recurring**”. This means that when homeless occurs, the person is quickly supported into long term, sustainable housing. This is largely seen as a more realistic outcome than ending homelessness outright.

This outcome would be supported by a system move towards “functional zero”. This is a situation where homelessness has become a manageable problem:

The availability of services and resources match or exceed the demand for them from the target population ... (and that) services are optimized, performing as intended with maximum efficacy (Turner, et al 2017).

6.1.4.2 Rights-based approach

Some jurisdictions have adopted a rights-based approach to housing and have created a statutory duty to house homeless people.

In 2009 the Australian Government held an inquiry into homelessness legislation. The Australian Human Rights Commission advocated for a commitment to progressively realise the right to adequate housing (Australian Human Rights Commission, 2009). A subsequent report from the Federal Parliament’s Standing Committee on Family, Community, Housing and Youth recommended that “new homelessness legislation include provisions for the right to adequate housing to be progressively realised.” Australia’s new homelessness legislation did not, however, create a right to adequate housing or an enforceable duty to house people in need (Walsh, 2014).

Similarly, since 2012 under the Housing Options scheme, all unintentionally homeless households in Scotland have had the right to settled accommodation. A steady decline in the number of homeless applications and acceptances followed. This was attributed to “the effectiveness of the Housing Options approach” (Shelter Scotland, 2016, p 7).

The New Zealand Human Rights Commission takes the same position:

As New Zealand has ratified the International Covenant on Economic, Social and Cultural Rights, it has a duty to respect, protect and fulfil the right to housing (Human Rights Commission, 2010).

6.1.4.3 Prevention-based approaches

There is growing evidence showing “how service systems can make savings by intervening earlier to divert people from homelessness” (New South Wales

Government, 2016). This has shaped a noticeable shift in the focus of homelessness strategies towards prevention and early intervention.

In some countries (notably Wales) this occurs within a statutory framework, making local authorities more accountable for the prevention work undertaken. “Statistics from the Welsh Government provide some initial indications that the new model is working effectively to prevent homelessness.” (Crisis UK, 2016, p 17)

6.1.4.4 Enforcement-based approaches

Rough sleeping is the most visible form of homelessness. In developed countries the reality of residents sleeping in cars, doorways and garages is unacceptable to large parts of the community. Figure 12 depicts a sample of media headlines from New Zealand and abroad published between January and May 2017. The headlines demonstrate that environments can be hostile for homeless people living without shelter. Some of the headlines represent what is referred to as “sanitisation” or “soft” policies which establish a more elastic form of power such as the use of sprinklers or spikes. Other headlines represent “move along” policies and criminalisation of homeless people in public spaces, often referred to as “hard” policies or enforcement.

Figure 12: A selection of international media headlines appearing in 2017



Enforcement of public or space policies, including private or community-led approaches, can result in homeless people being purposely prevented from performing basic life-sustaining activities such as sitting, sleeping (Amster, 2008) or bathing safely. In some situations, homeless people are criminalised (Atkinson, 2003).

Enforcement based approaches to street homelessness tend to be expensive and ultimately ineffective with severe consequences for homeless people. The US-based National Law Centre on Homelessness and Poverty (NLCHP) report *Housing not handcuffs* published in 2017 concludes that such laws “waste precious and limited community resources by temporarily cycling homeless people through the costly criminal justice system”.

Evidence strongly suggests that this approach is more costly than housing people, inappropriate for highly vulnerable citizens, and futile in the absence of adequate housing, jobs and treatment. In the absence of sufficient social and affordable housing there is a continued need for homeless services and improved coordination of existing services (NLCHP, 2014). Those without shelter have no space where they have private property rights and so public property is the only place where rough sleepers “can live or act autonomously” (Mitchell and Staeheli, 2006).

The literature review considered a number of studies assessing homelessness as a social and a spatial problem. Regulation and surveillance of public open spaces can be restrictive and can exclude homeless people⁴². Negative public perception about homeless people, and systems which ‘design-out’ or deter use by homeless people can reduce equal access to public spaces.

The literature suggests that the over-arching goal of safer public spaces can be achieved through delivery of the types of healthy public places that all sectors of the community require (Atkinson, 2003).

In the United Kingdom, a number of local authorities (particularly the London Boroughs) have identified uninhabitable dwellings (due to breaches of standards and regulations) through the use of utility company data, aerial photography and thermal imaging. They have inspections, enforcement and fines, alongside homelessness support services (London Council's member briefing, 2012; Migrants Rights Network, 2013).

⁴² For the purposes of this report, public open spaces are those defined in the Auckland Unitary Plan where public access is legally secured in perpetuity, alongside the public amenities that may be associated with public open spaces such as seating or lighting.

6.1.5 Provision of assets

Local authority provision of social and affordable housing, and the value of community amenities are each examined in this section. Application of these in the context of national legislation which governs the provision of local authority assets in New Zealand is not discussed.

6.1.5.1 Affordable housing

The literature emphasises that homelessness should be seen in the context of the 'housing continuum' to clearly see the relationships across the whole housing system (explored in Section 4.2.1). An increased supply of affordable housing (social housing, assisted rental or low-cost rental) is identified as essential for alleviating homelessness. A role for local governments is identified: "council also has a role to play in sustaining and endeavouring to expand the provision of affordable housing" (Inner West Council, 2016).

6.1.5.2 Social housing

Similarly, social housing addresses a range of housing needs, including some forms of homelessness. Low availability of suitable social housing relative to general housing need is an issue. Many submissions to the New Zealand 2016 cross-party inquiry into homelessness called for substantial additional commitment to social housing in Auckland. In 2015 the Salvation Army called on the government to put in place a programme to "increase the supply of social housing by 1000 a year in Auckland, over the next 10 years or until waiting list reduce to less than 100." (Salvation Army, 2015)

Homeless people can experience a number of barriers accessing social housing. For example, a number of international allocation systems do not prioritise some forms of homelessness or the policy approaches avoid concentrations of formerly homeless people in social housing. Some housing providers have a view "that homeless people would be 'difficult' tenants that would create high housing management costs" (Pleace, et al 2011).

6.1.5.3 Community amenities

Access to community owned assets and amenities is important for making homeless life bearable and enabling a sense of belonging. A 2008 report identified the significance of libraries as a "respite from homelessness and as a place to simply be and do what other citizens are doing" (Hodgetts, et al 2008).

Other research identified the importance of core services such as showers and places to store possessions (McClaren, Tagore, 2007).

6.1.6 Funding

The cost of adequately funding an effective response to homelessness is difficult to quantify. Methods to measure the cost to society in order to inform funding tend to look at healthcare including emergency admissions, financial assistance, as well as crime and nuisance.

A 2017 cost-benefit analysis investigating homelessness (primarily rough sleeping) in Melbourne found “for every \$1 invested in last resort housing beds to address the homelessness crisis, \$2.70 worth of benefits are generated to the community” (Witte, 2017).

Given the range of stakeholders involved in homelessness activities, the sources and levels of funding can be diverse and have varying impact. This highlights the need for collaboration and partnership (MacKenzie et al, 2017).

6.1.7 Service Delivery

Temporary housing options: Good quality, affordable and well located emergency housing provides a valuable lifeline while long term solutions are sought. It does not, however, end homelessness. The literature suggests there are issues with emergency housing when people, especially children, spend longer than expected due to a lack of long-term solutions.

Community education: Building awareness in the community and with key stakeholders is an important part of an effective response in the long-term. As noted previously, stigma influences sector responses to homelessness, and the inter-personal experiences of homeless people. Universal or targeted (e.g. to private sector landlords) education, can help to address stigma (Paradis et al, 2006).

There are international examples of local government bodies actively increasing “community understanding about homelessness through the way [they] respond to the issue and the way it is communicated to the public” (Inner West Council, 2016). It provides an opportunity to “move the focus away from the individual circumstances leading to homelessness towards a focus that recognises the structural causes of it as well as its individualised elements” (Farha, 2016).

Improving the experience of homelessness: A range of programmes aim to improve the experience of those without shelter, including activities which help rough sleepers off the street and into housing, services which improve the experience while they are living on the streets and the establishment of system frameworks to make services more accessible (Wilson, 2017).

Social enterprise and employment programmes: Programmes have been introduced in some international strategies as a pathway out of homelessness. The literature frequently acknowledges that “policy solutions need to consider accommodation but also the wider social circumstances and welfare of homeless people” (Minnery et al, 2007).

Secure tenure, tenancy sustainment and affordability: The literature acknowledges that New Zealand’s rental legislation provides little security of tenure and may not meet the needs of vulnerable households. A number of public agencies have supported households at risk of homelessness through tenancy sustainment programmes which included:

- debt counselling and budget services
- specialist legal advice
- dispute resolution with landlords
- relocation assistance
- rental arrears grants and mortgage rescue
- repossession prevention funds.

Housing First: This model has been successfully established in a range of locations around the world. It provides rapid access to mainstream, permanent housing and has been found to be effective, cost-efficient and beneficial. Evaluation of effectiveness internationally, and some emerging data from the Hamilton programme, show the model has achieved housing retention rates of between 66 and 98 per cent (Homelessness Taskforce, 2008).

For people with high needs, the programme is almost cost neutral due to savings in costs associated with (avoided) healthcare, justice and social services. It should, however be noted that:

- Despite individual programmes being successful, in many cases overall levels of homelessness did not reduce. It is possible (but it is not known), that homelessness may have increased in the absence of Housing First (European Commission, 2013).
- Low vacancy rates and limited supplies of affordable housing can hamper programme success (Collins, 2010).
- There is mixed evidence of its success for indigenous people.
- Effectiveness has mostly been measured for rough sleepers with complex needs (European Commission, 2013).

The Housing First Model

The Housing First Model is an approach popularised by Dr. Sam Tsemberis and the New York based 'Pathways to Housing'. It was first established in the 1990s and now operates in many American states, other countries, and more recently, Hamilton and Auckland.

Housing First asserts that people are better enabled to lead independent lives if they are first housed, and then provided with the necessary support to prevent recurrence of homelessness. A 'rights-based' approach to housing is taken and there is no test of 'readiness' for an individual to be placed in housing.

Typically, other models require individuals (such as those with substance abuse issues) to meet some condition, or test of recovery, in order to be placed in housing. The supports and services that would enable recovery and independence (to sustain a tenancy) can be the same in either model. They include health services (including mental health and addiction services), social inclusion, education, and employment.

The core principles of this model are:

1. Immediate access to permanent housing
2. Offering choice and self-determination (in where and how an individual lives and who they live with)
3. A focus on recovery, including allowing a successful exit from the programme, to promote self-sufficiency
4. Support which is tailored for and driven by the individual, including support to reach self-determined goals over a reasonable timeframe
5. Social and community integration, or 'scattered-site' housing, though recognised individuals may choose to live in a congregated setting.

The success of this model has been largely attributed to the ability to adapt the approach (both in terms of housing types and support services) for individuals and specific populations (including women, youth, and indigenous people).

Busch-Geetsema, V. (2011) Testing a Social Innovation in Tackling Homelessness in Different National and Local Contexts, GISS, Bremen
Accessed from: http://www.housingfirst.fi/files/1276/Busch-Geertsema_2011_-_Housing_First_Europe.pdf

6.2 Key informant interviews

This section summarises the key findings from the key informant interviews⁴³ relating to successful outcomes for homeless people. Views are largely expressed in terms of the Auckland context and relate to matters where council has influence or accountability.

6.2.1 Strategic leadership and advocacy

National homelessness strategy and or regional direction: Many interviewees expressed the need for a national strategy and or regional direction along with an action plan to better focus activities and investment. Interviewees wanted to see direction informed by research and data. They wanted a system that integrates key agencies, pathways out of homelessness, funding and investment options.

Advocacy: Respondents recognised that central government has a more significant role than local government and therefore is the key player in collaborative action. Many believed that stronger strategic leadership from local and central government on homelessness would increase effectiveness. Auckland Council was however, identified by many stakeholders as having a key role in providing common direction at a regional level and advocating to government for greater strategic direction nationally. Some stakeholders also sought a clear champion for homelessness within the council.

6.2.2 Monitoring

The interviews revealed the absence of a systematic approach to monitoring levels of homelessness, across all dimensions, and across Auckland. Various organisations have, or are developing, their own data systems.

A system that holds aggregated data regarding people and the levels of funding to homelessness in Auckland could then inform assessments of whether funding is sufficient, efficient and effective. The council was asked to advocate for this, rather than take a more active role.

Establishing a centralised and comprehensive data set to monitor and maintain contact with homeless people (without compromising privacy) was seen as an efficient way to understand the scale of the problem and link people to services and homes more effectively

⁴³ Interview questions are provided in Appendix 2.

6.2.3 Coordination

The need for better coordination at both strategic and operational levels was identified. This would improve knowledge and capacity within the sector. Leadership at a national or Auckland-level would formalise the roles of government, the council, NGOs and Māori entities. It was felt that organisations would have a much better understanding of how and where to invest financial and other resources.

Funding, or delivering coordination was seen as a potential role for the council or central government. At the service level, better coordination would support sharing knowledge and skills, and better matches between service providers and clients.

6.2.4 Policy and regulation

Housing First approach: The council's \$1million contribution and support of Housing First in Auckland was strongly supported as both a policy position, and as a service delivery model. Stakeholders endorsed the council's ongoing commitment to the approach and recommended a close evaluation of the outcomes.

Standards and enforcement: Interviewees viewed boarding houses and camp grounds as important of emergency accommodation options. There were concerns that some facilities operate with very poor standards while receiving government money (e.g. through accommodation supplements or emergency housing grants). They identified the need for:

- better planning requirements
- stronger enforcement of safety and sanitary standards
- building code compliance
- improved experiences and living standards for the residents.

The development of policy guidance was suggested to establish and achieve standards across boarding houses, camp grounds and private homes where garages or basements had been illegally converted to accommodation. This would support a consistent approach and inform improvements to enforcement activities.

Secure tenancy: The issue of tenancy affordability and security was raised frequently by interviewees. It was noted that many people cannot afford rents in Auckland, some stakeholders also called for tenancy sustainment programmes to be investigated along with the possible use of vouchers.

6.2.5 Provision of assets

Emergency, social and affordable housing: Stakeholders were positive about government funding and building emergency housing in Auckland. They did not believe however, that the extent of the problem had been properly scoped, and as a

result resourcing and the scale of building were inadequate. Most stakeholders weren't aware that the council provides support and facilitation towards this, but were positive once they were advised.

It was noted that Panuku Development Auckland had been established to facilitate housing supply in key locations. Two stakeholders stated that they thought Panuku wasn't giving enough weight to retaining affordable housing. They wanted council to review its instructions to the company, with the intention of having more retained affordable housing delivered on council land.

Other stakeholders believed the council could more actively support churches or community groups with land to explore affordable housing developments.

Provision of public spaces and amenities: The issue of homeless families accessing showers in pools and community facilities was raised. Some stakeholders sought support from the council to continue this.

One stakeholder noted the benefit of providing meaningful activity for rough sleepers, such as art, to help them gain confidence and work skills. That stakeholder wanted to investigate (with council) an option to develop community gardens on parks specifically for homeless people. Another stakeholder asked council to investigate using parks to grow fruit for low income households.

Almost all the stakeholders interviewed strongly supported the initiative to provide lockers and showers in the CBD for people living without shelter. One stakeholder wanted this initiative to be extended to urban centres. Two stakeholders raised separate concerns: food hygiene and the accumulation of junk, and further degradation of the mid-town CBD and the impact on businesses.

6.2.6 Service delivery

Challenging public perceptions: Interviewees were concerned that many Aucklanders generally have little understanding of the scale of homelessness beyond rough sleeping. They assumed that all rough sleepers beg, and all people who beg are homeless. They were particularly concerned that Aucklanders didn't understand that many homeless Aucklanders are working families.

It was suggested that one role for council would be to maintain effective communication and messaging to the public to improve awareness and understanding of homelessness. This could include communicating the significant, long term shift to renting (and associated tenure security issues) as a normal and permanent aspect of living in Auckland for many people.

Social enterprise and employment: Auckland Council and council controlled organisations own substantial assets and employ large numbers of people. Some interviewees suggested that the council could be more proactive in developing employment or training related opportunities for homeless Aucklanders. Specific opportunities mentioned included the development of community gardens run by homeless people and training in park and garden maintenance.

6.3 New Zealand case studies

This section briefly describes homelessness interventions in Hamilton and Wellington based on the Housing First model.

6.3.1 The People's Project – Hamilton

Hamilton Council's *Hamilton Central City Safety Plan 2014-2017* included a goal of zero homeless people in the city by 2016. This was supported by a strategic plan setting out how this goal would be achieved. Initially, the agencies identified around 80 people sleeping rough throughout the city.

The People's Project⁴⁴ was established in Hamilton in 2014 to address public concerns about the number of people living on the streets or sleeping rough in Hamilton. The Project aims to end, rather than manage homelessness, and acknowledges the basic human right to a home and healthcare.

It recognises that homelessness is a complex issue, requiring a community-wide response. The Wise Group led the collaboration between government agencies (Police, MSD, Ministry for Vulnerable Children, HNZC, Department of Corrections, Waikato DHB, Midlands Health Network and Te Puni Kokiri), the Hamilton Central Business Association and Hamilton City Council. The Wise Group is a "family of charitable organisations"⁴⁵ whose work includes health and wellbeing services, housing support, training and education.

The project is resourced by the organisations and community groups involved. It also relies on financial and non-financial contributions from the wider public, including private landlords.

To date 843 people have been "helped and homed" by the project, of whom 96 per cent have remained housed. A further 506 people have been "self-directed" with assistance from the project. The project had intended to wind up operations in 2016 but the need for the project has continued due to the impact of rising house prices.

⁴⁴ See The People's Project website at: <https://www.thepeoplesproject.org.nz/>

⁴⁵ See Wise Group website at: <https://www.wisegroup.co.nz/about>

6.3.2 Te Mahana (2014-2020) – Wellington

*Te Mahana*⁴⁶, released in 2012, is Wellington's strategy to end homelessness by 2020. The strategy and vision aligns with the Housing First model and was developed collaboratively with NGO's, government agencies and people experiencing homelessness. The strategy takes a coordinated approach and recognises the need for housing solutions for Māori which are in line with the Treaty of Waitangi.

City wide activities are coordinated by a strategic leadership group, chaired by the Deputy Mayor and made up of senior representatives from the sector and government⁴⁷. Deliverables include information sharing protocols, monitoring, referral pathways and staff capability development.

Wellington Council funding is focussed on "inter-agency collaboration and a client centred approach" aligned to the Housing First model. This includes Te Whakamura Ai Te Ahi (Te Whakamura) - a collaborative project run by three community agencies. Te Whakamura offers services to homeless people and those at risk of homelessness, coordinating outreach services across a wider network of organisations. A case management team for housing assessment and support has been established. The project has priority access to ten HNZN houses.

The establishment of Te Whakamura and funding for a Housing First approach are relatively new. Limited reporting on outcomes has noted that between 1 July and 31 December 2016, 157 people were referred to Te Whakamura, of whom the biggest proportion was Māori (Wellington City Council, 2017). Referrals included a number of crisis referrals and ex-offenders needing help. The street outreach programme had recorded contact with 148 people in their first year to July 2016.

6.4 International studies

This section presents five international case studies:

- Finland national strategy
- Victoria State in Australia
- City of Vancouver
- City of London Corporation
- City and County of San Francisco.

⁴⁶ See a copy of Te Mahana via the Wellington City Council website here: <http://wellington.govt.nz/your-council/plans-policies-and-bylaws/policies/homelessness-strategy>. Accessed 5 April 2017.

⁴⁷ Capital Coast District Health Board, Corrections, Te Puni Kokiri, Wellington City Council Housing and Community Services, Wellington City police, Pathways, Ministry of Social Development, WINZ, Ministry of Vulnerable Children, Housing New Zealand Corporation, Te Whakamura Ai Te Ahi, Well Health Trust PHO

Findings draw attention to government's role in providing strategic direction and action plans which rely on collaboration and coordination across a number of agencies and interest groups.

6.4.1 Finland National Strategy

In November 2016 the European Federation of National Organisations Working with the Homeless reported that Finland is leading the way for Europe in reducing homelessness. Finland has adopted a national strategy. This case study sets out the overarching policies and approaches which have garnered positive results and international attention.

6.4.1.1 Strategic leadership

A national strategy has been in place since 2008 based on the Housing First model⁴⁸. There is strong political will to find new solutions to homelessness. The clear national direction is credited with directing a collective effort. The national programmes for homeless people have enabled coordination, and written agreements which each participating city which align local priorities and actions to the overarching national aim.

The national action plan (2016 to 2019) aims to continue the successful reduction of homelessness by strengthening the focus on prevention. The action plan was informed by evaluation and three comprehensive working groups. The working groups included experts from the public, private and third sectors and were established to cover:

- identifying available housing and those with the most urgent need for housing
- the performance of existing housing support services
- new solutions for homelessness.

6.4.1.2 Collaboration

The public sector, both state and municipalities, Y-Foundation (a not-for-profit housing provider) and NGOs demonstrate commitment to collaboration.

Collaboration is the first step towards establishing a Networking for Development project. This project was managed by the Y-Foundation. A collaborative process was used to agree a shared definition of Housing First and to establish training and study circles leading to the commissioning of evaluations and research. There were some alignment challenges across stakeholders. The objectives and values of Housing First were new and difficult for some NGOs to adjust to. A few

⁴⁸ See the Finnish Homelessness Strategy: An international review at: https://helda.helsinki.fi/bitstream/handle/10138/153258/-YMr_3en_2015.pdf. Accessed 2 June 2017.

local concerns were reported with respect to the location of new facilities. Those were mainly overcome by open interaction between the collaborative partners and the relevant neighbourhoods.

6.4.1.3 Monitoring

An initial target was set in 2008 to halve homelessness. Monitoring over three years to 2011 showed that measures were not tracking towards the target. This informed a decision to shift investment focus into preventative services and operating efficiencies in social housing. In 2011 the government set a more ambitious target to end long-term homelessness.

Surveys are used to keep track of market house (including rental) prices and affordability.

6.4.1.4 Policy and regulation

Policy is set in a national and local context. The national strategy has been revised in relatively short timeframes (every three to four years) ensuring policy and actions are responsive to current drivers of homelessness as well as evaluation findings.

6.4.1.5 Funding

Between 2008 and 2015 approximately 2500 new dwellings were constructed and acquired for the homeless. Approximately 350 new professionals in housing social work have been hired to work on homelessness.

The current action plan will cost an estimated 78 million euros (\$NZ124 million⁴⁹). The approximate split in this funding will see 70 per cent allocated to investments (construction, procurement and rental) and the remaining 30 per cent allocated to service development and coordination.

Services: Funding is made available from the state. Local government bodies either directly provide support services or fund the provision of them. Expenditure on expensive emergency services is largely foregone as the stable living conditions (through the Housing First approach) have enabled authorities to use mainstream services to provide appropriate support.

Housing and the Y-Foundation: With respect to the supply of housing, public bodies provide grants for up to 50 per cent of the purchase price of exiting housing, or up to 50 per cent of construction and refurbishment costs for social housing. Bank and other loans are also used to increase the Y-Foundation's housing stock.

⁴⁹ Spot conversion as at 2 June 2017.

The main source of funding is from rental charges. Tenants pay rent (at lower than market rents) and are entitled to receive housing benefits. Depending on their income, they may also contribute to the cost of the services they access. The rental income is used to cover running costs, service debt and run a housing maintenance programme. Any surplus is reinvested in further properties.

6.4.1.6 Service delivery

Initiatives to end homelessness include:

- affordable housing by acquiring private rental housing and building new social rented accommodation
- conversion of shelters into supported housing units. For example Helsinki city converted an emergency shelter providing over 500 dormitory beds to an 80 apartment Housing First service
- tailored services and methods to match the multiple needs of individual tenants.

Initiatives to prevent homelessness include:

- the provision of housing advice services
- promotion of social inclusion and integration, for example through education and skills training.

Action plans since 2015 have focused on prevention and improving the availability of affordable rental housing to end homelessness.

6.4.1.7 Impact

Between 1987 and 2015 Finland reduced homelessness from over 18,000 to 7898. The decline has continued since 2015.

Finland has eradicated rough sleeping and has sustainably housed a significant number of long-term⁵⁰ homeless people. Finland is the only European nation to recently report that the number of homeless people has declined in recent years.

In terms of prevention, the housing advice services record over 200 prevented evictions annually.

6.4.2 Victoria State Government, Australia

Victoria is the second most populous state in Australia and includes the city of Melbourne. The approach taken by the Victorian government to address housing and homelessness is summarised in this case study.

⁵⁰ Finland defines long-term homeless as those people who have been homeless for at least one year, or who have been homeless multiple times in the past three years.

6.4.2.1 Strategic leadership

The Victorian government has published:

- *Homes for Victorians*⁵¹ strategy which responds to the housing affordability crisis in Victoria and focuses on the 19,000 people at risk of, or experiencing homelessness
- *Path Towards Home*⁵² programme which targets rough sleeping in the City of Melbourne.

The aim is to reduce the proportion of the population experiencing homelessness, especially the victims of family violence and young people. Both strategies recognise that housing issues cut across many different policy areas.

Housing and homelessness matters are covered by Victoria's Department of Health and Human Services, which established a new role reporting to the state minister for housing. The purpose of the role is to deliver coordinated action across public sector and other agencies. It includes a detailed census and data profile of rough sleepers to tailor housing options to individual needs.

6.4.2.2 Coordination

Delivery relies on collaboration across a range of partners including healthcare providers, housing providers and support agencies. The department has designed standards and guidelines for funded agencies to assist them to deliver services in accordance with overarching objectives and funding conditions. Coordination includes the offer of training and development to organisations to ensure they have skills to deliver services for people in need.

6.4.2.3 Service delivery

A number of related initiatives are underway which seek to improve, prevent or reduce homelessness in Melbourne city and the wider state.

Interventions to improve homelessness include:

- *Rough sleeping assistance package* for those in the City of Melbourne, particularly during winter. It includes immediate targeted support and case management for up to two years for 40 vulnerable rough sleepers; dedicated transitional housing units (until permanent housing is in place by end of 2017); and 30 modular and relocatable homes on public land providing a pathway to permanent supportive housing.

⁵¹ Refer to Homes for Victoria strategy. Accessed 5 April 2017 http://www.vic.gov.au/system/user_files/Documents/-housing/FINAL%20PDF%20DTF046_Q_housing01.pdf

⁵² Refer to media release dated 27 January 2017 'Giving rough sleepers a path towards home'. Accessed 5 April 2017 <https://284532-a540b00726ab7eff7c063c60e1f1cafc9413f00-ac5293c.ssl.cf4.rackcdn.com/wpcontent/uploads/2017/01/170127-Giving-Rough-Sleepers-A-Path-Towards-Home.pdf>

Interventions to end homelessness include:

- The '*Family Violence Blitz*' programme recognises that family violence is the number one cause of homelessness for Victorian women, and aims to increase available housing and support services.
- *Rooming houses*: This initiative utilises existing social housing stock and community housing properties to provide accommodation for recurrent homeless people and those unable to maintain a regular tenancy.
- *Moving homeless Victorians to stable housing*: This is an initiative which targets those who are at risk of or experiencing homelessness, including young people, rough sleepers, veterans and people experiencing chronic homelessness.

Interventions to prevent homelessness include:

- *Victoria Property Fund*: Grants have been increased to provide housing assistance for disadvantaged Victorians including women with low incomes and/or aged over 55 years, veterans and young homeless people.

6.4.2.4 Impact

The strategy was published in early 2017, so no evaluation has been undertaken.

6.4.3 Vancouver City Council, British Columbia, Canada

Vancouver City Council recognises housing is increasingly unaffordable for residents and is refreshing its existing homelessness and housing strategies to bring in new initiatives which better meet the needs of the city's residents. Consideration of homelessness in this new direction is highlighted in this case study.

6.4.3.1 Strategic leadership

The Vancouver City Council published the *Regional Affordable Housing Strategy (2016)*⁵³ covering the whole housing system, including homelessness. It includes priority directives to:

- strengthen partnerships
- encourage a housing mix and higher densities, including on publicly-owned land
- pilot development schemes.

⁵³ See the Regional Affordable Housing Strategy <http://www.metrovancouver.org/services/regionalplanning/PlanningPublications-/RegionalAffordableHousingStrategy2016.pdf>

The council has signalled the new ten-year strategy will “address housing affordability” and “create the right types of homes to meet the needs of the people who live and work in Vancouver”. To date the strategy has focused on improved and more formalised partnerships, with a leadership role for the council in improving housing options.

At present the 2012-2021 *Housing and Homelessness Strategy* is in place but this is due to be replaced by *Housing Vancouver*⁵⁴. The aim for homelessness is that it is rare, but when it occurs, it is brief and non-recurring.

There is also an indigenous focus with the regional *Urban Aboriginal Strategy*. Implementation includes improving housing and wellness for the estimated 40,000-60,000 urban aboriginal people living in Vancouver.

6.4.3.2 Collaboration

Collaboration with the sector is apparent between the council and state government. The homelessness work brings together partners across provincial government, healthcare, non-profit and community organisations, established homelessness support services and non-profit housing providers. The council also works with corrections, children and families, faith-based partners and urban aboriginal partners.

6.4.3.3 Monitoring

There has been a focus on improved monitoring and information sharing, to ensure the council and its partners more effectively target intervention policies and strategies. Monitoring and modelling has been central to this work, helping to ensure policy is responsive to need.

6.4.3.4 Service delivery

The service programme focuses primarily on *improving* the experience of homelessness, with targeted programmes for indigenous people.

- Rough sleepers: This work includes the creation of a dedicated, permanent shelter for aboriginal people.
- *Aboriginal Homeless Outreach Programme*: Outreach workers from aboriginal, community-based organisations support aboriginal people who are at risk of, or experiencing homelessness.
- Secure locations offering beds and shelters over the colder seasons.

⁵⁴ See details of the refresh towards the Housing Vancouver strategy at <http://vancouver.ca/people-programs/housing-strategy-background.aspx>

- *Single Room Occupancy* stock: This programme is improving the quality of temporary accommodation, including hotel rooms, while maintaining affordability, and ensuring tenants have adequate support.

Increasing affordable housing, particularly in the rental market supports ending homelessness. The *Homeless Prevention Programme* assists with living costs through the provision of rent supplements.

6.4.3.5 Impact

The council reports annually on the success of homelessness initiatives. The latest report card (2015-2016)⁵⁵ highlights:

- innovative approaches to delivering permanent supportive housing including the provision of 21 units through the city library expansion
- new council-owned social housing through newly established partnerships with a range of organisations
- increased market rentals delivered through rezoning policies and the development cost levies bylaw
- establishment of a Renters' Advisory Committee to advise council on strategic priorities for renters
- launch of a rental property standards database to improve compliance with standards. It is accessible to residents looking for housing and has led to a drop in violations by 80 per cent in four years (from 7210 violations in 2012 to 1491 in 2016).

The recent city homeless count (2017) revealed a 19 per cent increase in homelessness levels since the previous count in 2014. Currently there are 2138 homeless residents (compared to 1803 in 2014). Of those, 537 residents are without shelter, and 1601 were sheltered. The number of homeless residents has continued to increase despite the increased efforts to improve, end and prevent homelessness. The increase may however, have been greater in the absence of these efforts.

6.4.4 City of London

The municipal governing body of the City of London is the City of London Corporation. Rough sleeping is an issue and the corporation has looked at approaches which meet the unique size of the municipality and its limited housing stock.

⁵⁵ See the report card '2015 Housing and Homelessness Strategy Report Card – Part 1' at <http://council.vancouver.ca/20160517/documents/rr1.pdf>

6.4.4.1 Strategic position

All UK local authorities have a statutory obligation to undertake a homelessness review and publish a homelessness strategy every five years. The City of London Corporation *Homelessness Strategy (2016-2019)*⁵⁶ sits alongside, the *Housing Strategy*, and supports the vision of a world class city.

The *Homelessness Strategy* aims to prevent homelessness and reduce rough sleeping to zero. It also focuses on other types of homelessness and those at risk of homelessness.

The approaches adopted by the City of London (the City) reflect the unique characteristics of the administration area. The City is just one square mile in size, with around 5000 households (around 9000 permanent residents), compared with 6000 businesses and a daytime working population of more than 380,000. There is no agreed figure for the number of homeless people in London.

6.4.4.2 Leadership and coordination

A Rough Sleeping Strategy Group was established by the City and includes representation from the police, local clergy, health partners and businesses. The City also ensures a cross-council management focus on homelessness and a single committee provides oversight of the wider approach to housing and homelessness.

6.4.4.3 Service delivery

Interventions to improve homelessness include:

- providing accommodation for rough sleepers and reconnecting them to advice services in their home area. The city adopts a *No Second Night Out* model⁵⁷
- 'pop-up hubs' delivered in partnership with other agencies. These innovative hubs provide rapid intervention and support for those sleeping rough for one week
- a joint approach to rough sleeping hot-spots and areas which are inaccessible to support workers.

Interventions to end homelessness include:

- additional affordable housing on city-owned land financed through development contributions. This work is delivered in partnership with other local authorities to develop affordable housing schemes outside of the city.

⁵⁶ See the Homelessness Strategy at: <https://www.cityoflondon.gov.uk/services/housing/homelessness/Documents/homelessness-strategy-2016-19.pdf>

⁵⁷ An initiative aimed at preventing individuals from rough sleeping for the first time and ensuring those already rough sleeping are able to access housing in an area where they have a local connection.

Interventions to prevent homelessness include:

- a systems review to ensure homeless people, or those at risk of homelessness, can access services, support, information and advice. This includes predictive risk modelling for rough sleeping and developing a profile of a 'pre-rough sleeper'
- enhanced private rental sector opportunities for families and single people with various options for financial support and housing schemes
- processes and guidance to support those leaving care to establish a secure tenancy.

6.4.4.4 Impact

Despite these efforts, like other London boroughs, the City has seen increasing numbers of people sleeping rough. Rough sleeping is monitored at a national level⁵⁸. Since 2009 Greater London has seen year on year increases. In December 2016, there were 964 rough sleepers in Greater London, accounting for more than a quarter of rough sleepers in England.

Sector organisations attribute this to steep drops in affordable housing investments and housing benefits, and reduced funding for homelessness. The current Mayor of London however has since announced significant funding to address affordable housing and rough sleeping.

6.4.5 Department of Homelessness and Supportive Housing – City and County of San Francisco

The Department of Homelessness and Supportive Housing in San Francisco was established last year. The case study looks at how the department gives effect to the United States of America federal government national strategic plan on homelessness.

6.4.5.1 Strategic leadership

The United States of America federal government released a national strategic plan for preventing and ending homeless, *Opening Doors*, in 2010. There were two rounds of amendments in 2012 and 2015 to reflect lessons learned.

The Mayor of San Francisco launched the Department of Homelessness and Supportive Housing in July 2016. The Department is focused on preventing and ending homelessness for people in San Francisco and operates with an advisory board. The Department coordinates relevant programmes and activities across public departments including the Mayor's Office of Housing and

⁵⁸ This is through a "single night snapshot of rough sleeping" taken annually. See report dated 25 January 2017 at: [http://qna.files-parliament.uk/qnaattachments/730977/original/170703%20Rough%20Sleeping%20statistics%20HL7.pdf](http://qna.files.parliament.uk/qnaattachments/730977/original/170703%20Rough%20Sleeping%20statistics%20HL7.pdf)

Community Development, and the Department of Children Youth and Their Families.

The Local Homeless Coordinating Board serves as an advisory body to the Department. It is also the lead entity for the San Francisco Continuum of Care (described in section 6.4.5.3).

Following the *Plan to Abolish Chronic Homelessness 2002-2014*, the Board published a five-year *Strategic Plan Framework* in 2014 which aims to prevent and end homelessness for people in San Francisco. The Framework aligns with *Opening Doors*, and includes the following goals:

- increase access to stable and affordable housing
- increase economic security
- improve health and stability
- retool the homeless emergency response system
- improve leadership, collaboration and civic engagement.

The Board is supported by the Mayor, the Board of Supervisors (equivalent to a city council), city departments, non-profit and the wider public. The Board membership also includes people who are homeless or who have experienced homelessness.

6.4.5.2 Coordination

Coordination occurs at strategic and operational levels. There is city-wide policy alignment across healthcare, housing, youth, and education. There is also a coordinated assessment and referral system, including the San Francisco Continuum of Care Coordinated Entry System. The system gives priority to long-term homeless adults without children, and homeless veterans for placement in permanent, supportive housing.

6.4.5.3 Service delivery

The Department of Homelessness and Supportive Housing has a programme of activities (outlined below), which includes a dedicated website⁵⁹ with current programme activity details and impact reports.

Interventions to improve homelessness include:

- emergency shelter: *The Adult Shelter System* provides short-term emergency shelter for up to 90 days. The system has over 1200 beds and shelters are designated for women, LGBTI, families with children, and chronic rough sleepers.

⁵⁹ View Department of Homelessness and Support Housing website here: <http://dhsh.sfgov.org/>

Interventions to end homelessness include:

- *Supportive housing units:* Transitional housing programmes aim to ensure housing stability by providing a place to live and intensive social services for up to two years while individuals work towards self-sufficiency. Intensive services may include education, job training, counselling for addiction, and childcare services.
- *Permanent housing models:* Long-term affordable housing and supportive services are targeted at high need homeless families, high need adults without children and low-income homeless people who require wrap-around support services.

Interventions to prevent homelessness include:

- multi-disciplinary approaches for homeless people without shelter such as the provision of medical care and shelter
- financial assistance to those at imminent risk of homelessness
- working with family and friends of homeless people to ensure ongoing support to end the cycle of homelessness
- other services including funding to prevent eviction.

The Department also provides a web-based tool for the general public to search for available affordable housing and to access a range of services including youth services, medical resources, legal services, financial support and helplines.

6.4.5.4 Impact

Nationally, a biennial 'point-in-time' count of sheltered and unsheltered homeless people is required by the U.S. Department of Housing and Urban Development (HUD). It provides an understanding of the nature and extent of homelessness nationwide and is included in annual funding applications to the HUD. The 2015 count found 7539 unsheltered and sheltered homeless people (a two per cent increase since 2013).

San Francisco has achieved the following⁶⁰ (dates were not available):

- creation of 3000 permanent supportive housing units
- 9000 people transitioned from street sleeping and shelters to permanent housing
- rapid rehousing of over 200 families
- reduction in the number of chronically homeless people as a proportion of the homeless population
- establishment of a comprehensive assistance system: *Continuum of Care*.

⁶⁰ Time periods were not available.

The successful outcomes from the local projects have resulted in the allocation of national funding to San Francisco. Currently the *Continuum of Care* receives more than \$20 million in federal funding.

6.5 Key themes from national and international case studies

The findings of the literature review, informant interviews, and the case studies point to promising approaches that could be considered in the Auckland context. In particular, the findings reinforce the need to clarify Auckland Council's position and role as a central platform for addressing homelessness.

6.5.1 Strategic leadership

A homelessness strategy⁶¹ is usually a response to a statutory requirement, public concern, and/or a call for greater coordination across the sector. They tend to share the following attributes:

- an ecological approach (Figure 6) which recognises that the risk, experience and impact of homelessness are influenced by individual or household risk factors, housing system factors, and broader socio-economic determinants
- an integrated, cross-sectoral approach with a strong emphasis on collaboration
- objectives focused on improving, ending and preventing homelessness
- priority interventions which reflect local needs and preferences.

The research findings highlight that a cross-sectoral strategy helps to:

- take an integrated, system-wide approach
- define and improve understanding of the problem and potential solutions
- set a common purpose and shared objectives
- establish and clarify roles for key partners
- identify gaps, and prioritise interventions and target populations
- optimise effective and efficient use of resources and activities, including coordination and information sharing
- establish a monitoring and evaluation framework and methodology.

The governance structures and processes that support the development and implementation of strategic plans are important. They tend to be supported by formalised, specially formed steering groups or boards. These are typically facilitated by the relevant government body with appropriate representation from the local authority, government agencies and key partners. Governance can have

⁶¹ Also may be referred to as Action Plans or Frameworks for Action

decision-making responsibilities relating to all forms of homelessness, social housing and housing supply.

The strategic approaches undertaken by other local authorities tend to include a combination of initiatives which seek to:

- *improve* the wellbeing of homeless people, by improving the quality of immediate living conditions, with targeted services and support;
- *reduce* or *end* homelessness through access to permanent social or affordable housing, and support to maintain adequate housing; and
- *prevent* homelessness, by focusing on broader determinants, and early intervention with those at risk of homelessness.

6.5.2 Monitoring

Routine monitoring of agreed indicators (both outputs and outcomes) is undertaken in other jurisdictions. This allows agencies to monitor trends (changing risk factors and prevalence), to better understand the causes, experience and impacts, and to evaluate the effectiveness of targeted interventions. Monitoring frameworks use consistent definitions and a robust methodology for collecting, analysing and reporting on data.

The literature does however highlight a number of challenges associated with collecting homelessness data:

- access to homeless people to participate in data collection processes, such as a census
- reliance on self-reporting of an issue that is often hidden, stigmatised, and where disclosure may carry unwanted consequences, such as eviction for overcrowding
- inconsistent application of definitions and methodologies across organisations and jurisdictions.

In many instances monitoring reports were not easy or possible to locate. In other instances, the outcomes which were reported on did not relate back to the original objectives. This highlights two findings in relation to policy development. Firstly, consistent with the literature review, targets should be realistic and measureable. Secondly the reporting format and transparency of monitoring information should be agreed during the policy development stage.

6.5.3 Coordination

Collaboration on the development and implementation of any strategy and related action plan is common in most jurisdictions with a strategic approach to homelessness. The strategies tend to give effect to a national strategy, with

regional or local targets and outcomes developed at a local level by relevant stakeholders.

Other government agencies, not-for-profits, philanthropic agencies, and the private sector are often involved. They focus on a broad range of issues which impact on homelessness including education, health and social services including mental health and addictions, employment, justice and corrections, and housing. There are also examples where homeless or formerly homeless people are included in the collaborative approach.

There are some examples of coordination between national government, state or regional government and local authorities, with varying degrees of statutory obligation and funding arrangements. The City of London example highlights cross-authority collaboration to identify opportunities for relocating people to homes outside of the authority's administrative area where appropriate.

Effective coordination helps to:

- integrate and align homelessness interventions across the system to maximise the impact of investment resources
- streamline referrals and access to housing and other support services which meet the needs of the homeless person/household
- reduce gaps and duplication in service delivery
- support information sharing, learning and development of best practice
- facilitate robust measuring, reporting and monitoring.

6.5.4 Policy and regulation

The importance of an agreed cross-sectoral strategy (or policy) is noted above. Regulation is a key component of a systemic approach. Common regulatory approaches include:

- Building standards compliance and enforcement - this approach is important to ensure quality standards for housing are observed.
- Avoidance of hard enforcement - studies suggest that hard and soft deterrence, particularly those which target rough sleepers is costly and ultimately ineffectual. Protocols and policy frameworks which seek to improve the experience of rough sleepers and promote access to housing and support are preferred.
- Early intervention to prevent those at risk of homelessness from becoming homeless – this typically involves a level of financial or housing support. Housing support could include assisting in tenancy negotiations with landlords.

6.5.5 Provision of assets

Improving the experience of homelessness to reduce negative consequences is a key part of a comprehensive approach. Access to assets and basic amenities - such as toilets, showers, lockers, and laundries - improves the wellbeing of homeless individuals and households. It is a consideration for any local authority and other agencies. The needs of those who are less visible, or with whom there is less contact (such those in overcrowded or uninhabitable dwellings) must also be considered.

The needs of homeless people however, have to be balanced with the risk, or perceived risk, to property, and the health and safety of the wider public. The benefits of targeted (i.e. where there is dedicated access for homeless people) and general access to amenities need to be considered.

With accessibility in mind, the People's Project elected to locate a dedicated site in the city centre to enable walk-ins by rough sleepers. The City and County of San Francisco has a public-facing website which is comprehensive and provides details of all available services, emergency and temporary accommodation and affordable housing within the city. It allows people to register or make a self-referral for services online.

6.5.6 Funding

It was problematic to identify funding details through the literature review. In particular, there was limited information on funding sources and mechanisms (particularly where the approach is cross-sectoral approach), and the level of funding. Further investigation is required to address this gap.

There was also limited cost-benefit analysis of alternative approaches, although evidence suggests that it is more cost effective for the public sector overall to house rough sleepers.

6.5.7 Service delivery

Services for homeless people include the provision of social, affordable and temporary (emergency) housing, as well as social and health services.

The Housing First model has gained broad acceptance, and achieved notable success. It has been applied nationally and internationally, as described in the case studies, and more recently in Auckland. The outcomes to date highlight that ending homelessness outright is a difficult goal for any city to achieve. Housing First is not effective for everyone, and when structural problems (such as shortages of social and affordable housing) are not addressed, the impact on overall levels of homelessness is limited.

The supply of urban housing is a challenge across all global cities. The recent updates to relevant strategies in Victoria State and Vancouver for example show public bodies expanding the provision of social and affordable housing to address homelessness and housing demand across the housing continuum.

Where there are such housing shortages, temporary (or emergency) housing is an important option in a broad response to homelessness. This option helps to improve the experience of homeless people, and can be a key step in the pathway towards sustainable, adequate housing. Persistent structural issues mean that emergency housing options need to be used for longer.

Other common service delivery approaches include:

- Community education – there is evidence that improved understanding of the drivers of homelessness can assist in combating prejudice and promoting social inclusion.
- Employment opportunities – while there is limited evidence internationally, social enterprise and employment solutions might help to address homelessness in Auckland.
- Security of tenure activities which support households at risk of homelessness to remain in secure tenancies.

Key messages

A common theme among international cities was a highly articulated strategic position and strong leadership in their approaches to addressing homelessness. Many recognised they had an important role in recording and monitoring the nature, extent and location of homelessness in their municipalities.

Coordination and collective action across councils, government and service providers seem to form the most successful approaches to addressing homelessness. This includes prevention activities, which evidence suggests results in savings.

Enforcement and exclusion approaches (including “move along” or criminalisation) were found to shift or exacerbate the problem and not solve it. This approach has been described as expensive, inappropriate, and futile.

Thirty-one key stakeholders were asked about their views on homelessness in Auckland and what the council can do. In the absence of a national homelessness strategy, many sought greater leadership and direction from the council. A regional homelessness plan would support collaboration, increase coordination, focused activities and investment. Many expressed a need for comprehensive monitoring of homelessness which would help increase efficiency.

7 Current State

This section provides a high level overview of the approaches to homelessness across central and local government, Auckland Council and NGO's in Auckland.

7.1 A viable system for addressing homelessness

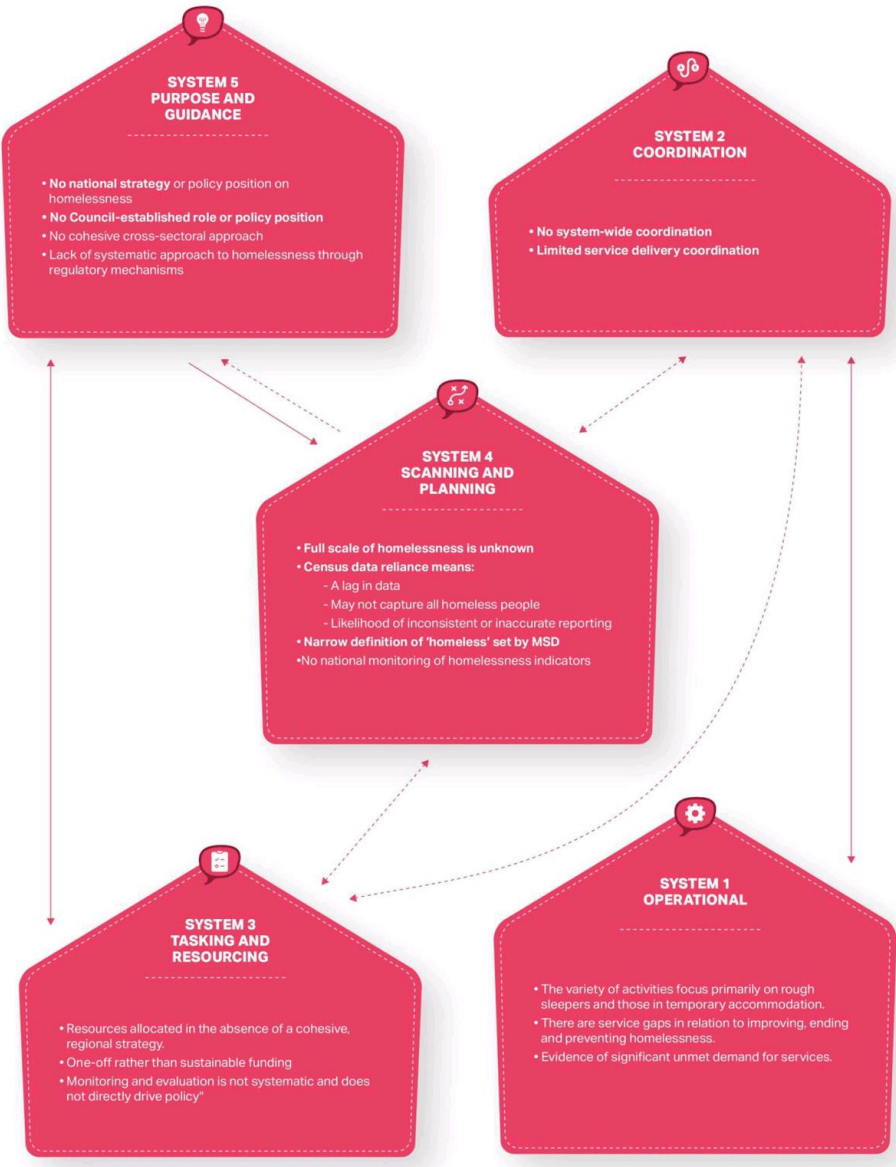
The viable system model (VSM) includes five interrelated components and allows for an assessment of performance and gaps in the wider system, to increase effectiveness. The five components are:

- *Purpose and guidance* (system 5): Considers the policy-making function and identifies the values, purpose and what success looks like. It provides balance to the other areas and provides clarity about the overall direction.
- *Coordination* (system 4): Covers the processes for ensuring cohesion across all parts of the collective. It is more than a 'top-down' approach.
- *Scanning and planning* (system 3): Maintains an outward view and responds to changing external factors. In a policy context, this would include monitoring and evaluation of outcomes to inform future decision making.
- *Tasking and resourcing* (system 2): Also referred to as 'control', where resources are negotiated and accountability is assigned.
- *Operational processes* (system 1): Represents a system which is viable on its own or operates autonomously. Activities are delivered to differing degree of success, regardless of performance in the other systems.

7.2 Applying the viable system model to Auckland

The VSM model has been applied to the response to homelessness in the Auckland context. This analysis has found that while positive steps have been made, there are clear gaps in each of the five components, as summarised in Figure 13.

Figure 13: Viable system model: Auckland gap analysis



7.2.1 Purpose and guidance (System 5)

There is no collaborative, cohesive policy for addressing all dimensions of homelessness, or wider provision of affordable housing, at either the national or Auckland-region level. There is no shared vision. There is also a lack of leadership, and in particular, a strong voice for Aucklanders on this issue.

The Housing First initiative has helped to bring together government, council, service providers and business support. While it has an operational focus, there is support for this model to provide guidance at a policy level. A cross-sectoral approach would need to align with this model.

In the absence of an agreed strategic direction there is no shared understanding of the nature and scale of homelessness, and efforts to address homelessness are not fully integrated or coordinated. This means that resources are not used as effectively or efficiently as they could be, and there are gaps (and potentially duplication) in the delivery of services.

In the absence of a national approach there are opportunities to address this at a regional level.

7.2.1.1 Nationally

Central government activities, such as the provision of emergency housing, require significant public expenditure. These activities are delivered in the absence of a national homelessness strategy, agreed goals, targets or measures.

A cross-political party⁶² enquiry into homelessness made a series of recommendations for the government⁶³. They included the need for a national strategy, which to date, the government has not actioned.

In the wider housing system, government has policies relating to the stimulation of urban residential development (for example through the National Policy Statement on Urban Development Capacity) and legislation in relation to renting (Residential Tenancies Act). This act relates primarily to clarifying the relationship between tenant and landlord. By international standards, minimum quality and security of tenure requirements are low.

The Government has recently announced a new special purpose vehicle 'Crown Infrastructure Partners' focusing on network infrastructure for new housing

⁶² Labour, Green and the Māori parties

⁶³ <http://www.homelessnessinquiry.co.nz/>

developments in partnership with local councils and private investors. In Auckland, it is estimated to result in around 23,000 new homes⁶⁴.

Wider policy settings and provision of health and social services have an indirect, but important, effect on homelessness. These include:

- provision of state education and training opportunities
- provision of social welfare, including the accommodation supplement
- business, employment and economic growth initiatives
- healthcare, including access to mental health, drug and alcohol services
- the Department of Corrections provides a transitional accommodation programme for ex-inmates moving back to the community. It is offered for a maximum of 13 weeks in six areas, including Auckland. A further 13 weeks support is offered to support tenancy in independent accommodation.
- funding to various community organisations
- behaviour change campaigns (such as ending family violence).

7.2.1.2 Auckland Council

Auckland Council has no current organisational policy position or identified role in addressing all types of homelessness.

The *Homelessness Action Plan* expired in 2012. It largely focused on operational activities directed towards rough sleepers and did not articulate the council's wider role or position. This expired plan has not been updated or replaced.

The Auckland Plan (which is currently being refreshed) includes the following items related to homelessness:

- Transformational shift: Substantially raise living standards for all Aucklanders and focus on those most in need
- Strategic direction: House all Aucklanders in secure, healthy homes they can afford
- Target: End rough sleeping (primary homelessness) in Auckland by 2020
- Directive: Explore all options to reduce homelessness, in partnership between Auckland Council, central government and community sector.

Annual monitoring of the Auckland Plan targets relies on census and Auckland City Mission data. Data limitations, noted previously, mean that accurate monitoring is problematic.

⁶⁴ <https://www.beehive.govt.nz/release/crown-company-invest-600m-housing-infrastructure>

The Housing Accord and Special Housing Area (HASHA) legislation allowed increased density and faster approval times for qualifying developments. In return, mechanisms were in place to ensure a proportion of the new supply was affordable (on a retained⁶⁵ or relative⁶⁶ basis).

The *Auckland Unitary Plan* (AUP) became operative on the 29 October 2016 and replaces HASHA legislation. Existing developments can be completed under the HASHA rules, but new developments are considered under the AUP. The AUP has no minimum provision for affordable housing in new developments.

The *Mayoral Housing Taskforce Report* was released in June 2017 and identified the need for “an adequate supply of housing” in order to meet housing needs and address increasing levels of homelessness. The council response to the report is likely to include policy work to investigate tenure and ownership mechanisms that improve housing affordability.

There are many council functions which impact directly or indirectly on homelessness, including influence over the wider housing system and supply of housing. Auckland Council administers regulations which impact on the housing supply (e.g. building compliance) and on homelessness (e.g. the Public Safety and Nuisance (PSN) bylaw).

The PSN bylaw is currently being reviewed. The findings of the review will be presented to the Regulatory Committee on 14 September 2017, with recommendations on whether the bylaw should be confirmed, amended or revoked.

Similarly, on 10 August 2017, this committee will receive a report seeking a decision on whether to further investigate a freedom camping bylaw. A regional trial has been completed, and will inform options for managing supply and demand across the region. Staff will continue to work together to consider the potential impact of bylaws on homeless people.

Other planned policy work includes:

- finalising the *Māori Housing Action Plan* – this is a more targeted increase in the council interventions which contribute to Māori housing choices and outcomes

⁶⁵ *Retained affordable*: A dwelling is classed as retained affordable if it will be sold at a price where the monthly mortgage payments do not exceed 30 per cent of the Auckland median household income. A key difference between relative affordable housing and retained affordable housing is that retained affordable housing will be maintained as affordable housing over the longer term.

⁶⁶ *Relative affordable*: A dwelling is classed as relatively affordable if it will be sold for no more than 75 per cent of the Auckland region median house price. The median house price is that published by the Real estate Institute of New Zealand for the most recent full month of September, in relation to the date the application for consent is lodged.
(both: <http://www.makinghomeshappen.co.nz/requirements/>)

- affordable housing, including a response to the *Mayoral Housing Taskforce Report* agreed actions
- renting in Auckland.

7.2.2 Coordination (System 4)

There are excellent examples of NGOs, the council and government coordinating resources for collective impact on specific projects, notably Housing First Auckland.

The council continues to be involved in the Rough Sleepers Steering Group. The group comprises housing sector representatives and meets regularly to identify options to improve and end homelessness for rough sleepers.

There is no system-wide coordination, cohesive approach or collective approach. Coordination at both strategic and operational levels is generally loose, with more of a focus on operational and responsive activity.

A homelessness strategy would provide a mechanism for establishing protocols for cross-sectoral oversight and collaboration. This would help to address the leadership gap, and improve decision-making and investment.

7.2.3 Scanning and planning (System 3)

There is no systematic monitoring of homelessness at a national or regional level to understand the true scale across all dimensions. The system relies on census data, which as noted previously does not capture all homeless people, relies on self-reporting, and has a significant time lag.

Different definitions and assumptions about homelessness impact on monitoring and responses. This in turn impacts on the forecasting of housing demand in relation to severe housing need.

Predicting who is at risk of homelessness is complex and costly. Evidence suggests a better approach is to have adequate services and support accessible for those who find themselves at risk.

Robust monitoring and evaluation can enable bodies, or collectives, to be responsive to the changing environment. In the absence of a national monitoring system, there are opportunities to create more consistent data collection and monitoring with Auckland service providers.

7.2.3.1 Service providers

Service providers collect data on their clients and the services they deliver. This information can provide insight on the nature and scale of the problem, demand for services, and the effectiveness of the interventions. There may be opportunities to

streamline aspects of these monitoring and reporting systems to inform better investment decisions.

An evaluation of the actions in the *Homelessness Action Plan 2012-15* noted opportunities to improve data collection require support from agencies with specific knowledge and training in research methods.

The Auckland City Mission undertakes an annual count of rough sleepers within 3km of the Auckland's Sky Tower. There is no Auckland wide count.

7.2.4 Tasking and resourcing (System 2)

This considers resources in terms of allocation and accountability. At both service funding and intervention levels, resources are typically allocated on a case by case basis rather than through a sustainable funding plan. There are opportunities to realise efficiencies and increase effectiveness through more integrated resource allocation.

7.2.4.1 Nationally

MSD funds emergency housing for eligible people. Government is also investigating the use of pop-up villages to provide temporary accommodation and has implemented a 'relocation' policy where eligible people receive a grant and state house if they re-locate outside of Auckland. Funding has been awarded to the Housing First initiative in Auckland and the government has looked at new approaches for the funding and delivery of social and community housing.

7.2.4.2 Auckland Council

The council has no policy position to guide the allocation of funding or resources. Requests made to the council are largely considered on a case by basis. Funding arrangements are typically set on a short-term (up to three years) or 'trial' basis, and focus on rough sleepers.

7.2.4.3 Service providers

Auckland's homeless service sector relies heavily on grants and donations. Long term revenue is uncertain and planning is difficult. Typically, only a relatively small proportion of revenue is through government funding.

7.2.5 Operational activities (System 1)

Auckland has a range of service providers delivering activities which contribute to positive outcomes for homeless Aucklanders.

The primary focus of operational activities by service providers, government and the council has been on responding to those without shelter (the most visible form of homelessness) and the provision of emergency housing. There are few direct, targeted activities aimed at the other dimensions of homelessness or preventing homelessness.

Auckland does not have a night shelter. Throughout New Zealand, night shelters have been typically established for men and few exist solely for women.

7.2.5.1 Nationally

The Accommodation Supplement (AS) is a means-tested benefit for low and middle-income households to help meet accommodation costs. As of March 2017, 285,174 households (nationally) were receiving the AS at a cost of \$20.4 million per week (MSD, 2017).

The Government has committed \$354 million for transitional housing to provide 8600 emergency housing places per year across New Zealand (MSD, 2017). As of June 2017, 2231 households were on Auckland's social housing register waiting for a home (excluding the transfer register).

Emergency Housing: A four year \$303 million package for emergency housing was announced in November 2016⁶⁷ (Beehive, 2016). The package is made up of:

- \$71 million in rental subsidies
- \$102 million to community housing providers
- \$10.4 million for MSD frontline staff
- \$120 million towards capital funding for housing.

Social Housing: Central government is the primary provider of social housing. The government's social housing reform programme aims to increase the supply of social housing, in the right places for the people who need it. Funding has been directed towards community providers to enable their expansion into social housing provision.

MSD's purchasing intentions identified an additional 1900 social housing places in Auckland over the next four years (MSD, 2016). HNZA operates the government's social housing stock. As of March 2017:

- Auckland tenancies stood at 27,431⁶⁸
- there were 2015 Auckland households on the social housing register waiting to be housed

⁶⁷ Full press release available at: <https://www.beehive.govt.nz/release/government-injects-another-300m-emergency-housing>

⁶⁸ Figure excludes social housing places delivered by community housing providers

- once accepted onto the social housing register, the national mean number of days to house applicants was 107.4⁶⁹ days (MSD, 2017).

MSD announced a tenancy sustainment programme to support those at risk of losing their social housing tenancy to remain in their home.

The South Auckland Social Investment Board has been established forming a cross-government structure to focus on outcomes for at risk children and young people. Members of the board will take collective action and responsibility for outcomes, including housing.

7.2.5.2 Auckland Council

A summary of funding for homelessness interventions is set out in Table 3. Financial investment in reducing and managing homelessness has increased over the last two years, but beyond 2017/18, the annual funding commitment falls to \$565,287. Decisions about continuation, possible expansion and ongoing funding support for Housing First will need to be taken when the pilot ends in 2018.

Operational activities have tended to focus on rough sleepers, with little emphasis on other forms of homelessness, as illustrated in Figure 14. Similarly, the focus is on improving and to some extent ending homelessness, rather than preventing.

Auckland Council also provides assets, amenities and events, such as parks, public spaces, and libraries. The council has a central role in designing urban spaces and determining access, which can be done with varying degrees of tolerance.

Table 3: Summary of funding for delivery of services from 2015/16 to 2019/20

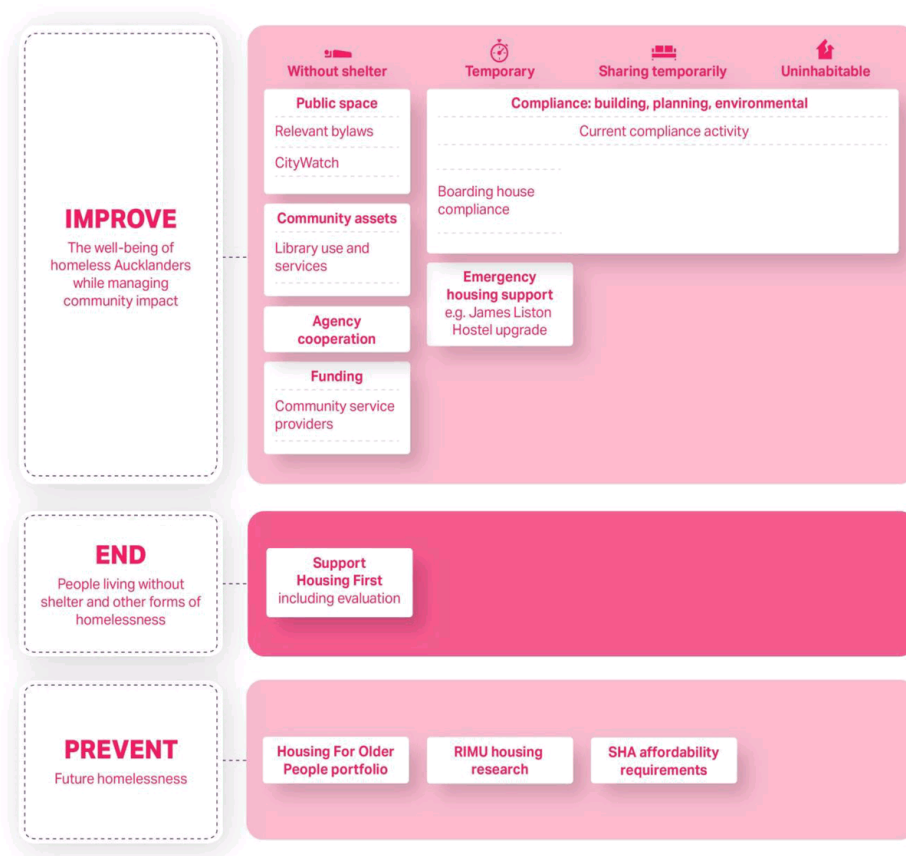
Activities	Timeframe (FY) and budget allocation				
	2015/16	2016/17	2017/18	2018/19	2019/20
Housing First contribution		\$1million			
James Liston Hostel upgrade, increase in beds		\$2million			
Mayor's budget: cross-sectoral collaboration including Housing First data collection			\$500,000	\$500,000	\$500,000
LTP 2015/25: emergency housing coordination, inner city amenities,	\$360,000	\$360,000	\$110,000		

⁶⁹ Relates to the number of days from application being confirmed onto the social housing register as an 'a' or 'b' priority until the date of the tenancy is activated

outreach, Awhina website, evaluation					
LTP operational delivery by Community Empowerment	\$53,624	\$53,624	\$66,937	\$65,287	\$65,287

While not targeted toward the homeless community specifically, these initiatives provide facilities and opportunities to engage socially. Auckland's library network provides valuable opportunities to access the internet and provide space away from their immediate environment. The Auckland city library holds a weekly book and movie club for homeless people.

Figure 14: Current operational activities to improve, end and prevent homelessness



Auckland Council also provides housing for financially vulnerable seniors who have low assets and a self-identified housing need. The circumstances of tenants mean

they may not have the means to maintain a private rental. In August 2016, there were 1412 tenancies with 226 people on the waiting list.

7.2.5.3 Service providers

The Housing First pilot is Auckland's flagship homelessness initiative (see section 6.1.7 for a description of the Housing First model). It was established in March 2017 and will run for 18 months in central, south and west Auckland.

Central Government⁷⁰ made the largest single contribution of \$3.75 million and the council contributed \$1 million. The service is being delivered by a partnership between:

- LinkPeople in South Auckland
- Auckland City Mission and Lifewise in Auckland CBD
- Affinity Services in Central Auckland (excluding CBD)
- Vision West in West Auckland.

It aims to support 472 people into permanent, sustainable tenancy. This equates to approximately half of the current population (971) living without shelter in the region. The programme will rely primarily on social housing, with private sector rentals if required.

Many agencies are involved in the provision of emergency housing. Larger providers include James Liston Hostel, Auckland City Mission, Women's Refuge, Vision West and Affinity. During the winter 2016, and again in 2017 Te Puea marae has provided emergency accommodation and holistic support to community members.

A variety of community housing providers (CHP's) operate in Auckland delivering accommodation at below market rates for tenants unable to afford full market rents. Many CHP's also provide wrap-around support to help tenants maintain tenancies.

7.2.5.4 Private sector

The private sector operates commercial accommodation⁷¹ and boarding houses which are used as a source of emergency and short term accommodation. They can be seen as prevention for rough sleeping. MSD contracts and provides grants to the sector to provide emergency housing.

Commercial accommodation and boarding houses may not meet the needs of those with complex issues and there may be tensions between different groups residing there.

⁷⁰ Ministry of Social Development

⁷¹ Non-targeted accommodation including camp grounds, hotels, motels established for commercial purposes.

Informant interview 1 highlighted positive work undertaken at the Ranui caravan park. A hub was established in the park providing help and support to people transitioning out of the park and into other accommodation.

7.3 What needs to change?

There is a significant amount of activity occurring in Auckland to address homelessness. Central government, local government, NGOs and the private sector are all contributing, and significant resources have been committed.

Housing First is an important step that targets the most vulnerable, and aims to end homelessness for this group. It is also a cross-sectoral partnership, delivered in three locations across the region. This has generated momentum, and with the other activities, will provide a solid foundation to build on.

Homelessness however, is a very difficult issue to turn around. It requires collective efforts to address the housing supply, and to provide support services for at-risk and vulnerable individuals (or households). The impact of any solution is unlikely to be significant in the short-term.

The current response is positive but it is not at a scale that matches the problem. There are gaps and opportunities to increase the efficiency and effectiveness of available resources. In particular, current efforts focus largely on improving the immediate experience mainly for those without shelter. There is little focus on other forms of homelessness, or on ending and preventing homelessness.

Based on analysis of the case studies to identify “best practice”, and a systems gap analysis, a comprehensive response to homelessness in Auckland would include:

- Strategic direction and leadership across the sector based on collective impact principles, including a regional and/or national homelessness strategy
- Clear, shared vision and goals, e.g. the position that “homelessness should be rare, brief and non-recurring”
- Sustainable funding for implementation
- Improved coordination, particularly at a strategic level
- Systematic data collection and monitoring to inform investment
- Increased supply of emergency, social and affordable housing
- Consideration and inclusion of homelessness in relevant policies, e.g. housing strategies, rental security, bylaws and design guidelines

- Targeted interventions including employment support and provision of amenities.

In addition, stakeholders wanted to see Auckland Council take a stronger leadership role, and more collaboration with central government. They wanted to maintain the focus on rough sleeping, and increase the focus on other forms of homelessness across the region. They also sought a balance across improving, ending and preventing homelessness, with emphasis on prevention and early intervention.

Key messages

Auckland's response to homelessness was assessed using a viable system model.

Housing First Auckland has been successful in bringing together government, the council and service providers around a common goal of ending homelessness for rough sleepers.

Current activities and financial expenditure across the council, government and service providers were found to primarily focus on those without shelter and emergency housing. There is little focus on the other dimensions of homelessness or on prevention. There is a lack of leadership and strong voice for Aucklanders on this issue.

In the absence of an agreed strategic direction nationally or regionally, there is no shared understanding of the nature and scale of homelessness. Consequently there are opportunities improve integration and coordination.

8 Auckland Council's position and role

This section brings together the findings from the research and current state analysis to define the problem, and then sets out options for the council's role and position in relation to homelessness in Auckland.

8.1 Problem definition

In 2013, there were over 20,000 homeless people in Auckland, including people living without shelter (rough-sleepers), and those living in temporary emergency or overcrowded accommodation. The number of people living in uninhabitable dwellings such as garages is unknown. Based on affordability and overcrowding indicators in 2013, a further 127,594 households were at risk of homelessness. There is no up-to-date regional data, but there are compelling signs that overall homelessness continues to grow, becoming increasingly common, lasting longer and recurring.

Māori and Pacific people in particular are over-represented in the homelessness statistics. Low income households and young people are also at greater risk. Increasingly, there are reports of people who are employed, young people studying, and families with children living in vehicles or boarding houses.

Homelessness contributes to and exacerbates a range of negative health and wellbeing outcomes, such as mental illness, poor educational achievement and social exclusion. There are many barriers to transitioning back to adequate housing. Amongst local communities there are concerns about safety and economic impacts on business. This high level of homelessness does not fit with a positive vision for Auckland.

Homelessness is often the result of housing market conditions – limited supply and high prices – combined with personal or household vulnerability. Broader social and economic factors make up a complex set of determinants, therefore the problem requires a multi-level, inter-sectoral response.

Central government agencies, local government, NGOs and researchers all contribute to addressing homelessness through policy, funding, provision of housing, health and social and services, and information. Auckland Council's current role includes research, bylaws and compliance activity, funding for initiatives such as Housing First and upgrading the James Liston hostel, housing for older people, and provision of public spaces and amenities.

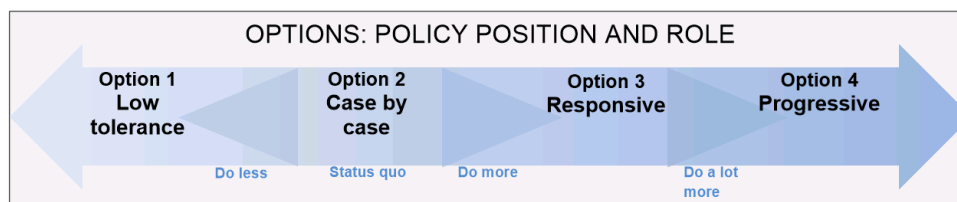
Auckland Council's Homelessness Action Plan expired in 2015. Current initiatives are occurring in the absence of a national or regional homelessness plan, and it is clear that current collective efforts are falling short.

Housing First is promising. If effective, it will end homelessness for 472 rough sleepers during the 18 month pilot, but this is only about half of the estimated number (889) of rough sleepers currently in Auckland. Housing First does not address other forms of homelessness, and is not intended to prevent homelessness.

The homelessness situation has generated a high level of public and political concern which is reflected in frequent headline media stories. While stakeholders may have different motivations, there is consensus that more urgently needs to be done. There is an opportunity to strengthen the collective response before the problem in Auckland reaches, or exceeds, the scale seen in some other cities around the world.

This section sets out four options for Auckland Council's policy position and associated role.

- Policy position: Sets the direction for the council and shapes the response to homelessness.
- Role: The council's responsibility, role and function in achieving each policy position.



This represents a 'continuum' of options to address the objective of "improving, ending and preventing homelessness". The continuum starts with a minimal response (Option 1), and progressively increases commitment at each step up.

Option 1 represents a reduced or 'do less' response in comparison to the status quo. Note that Option 1 does not necessarily represent less cost and resource but instead represents less responsiveness to the wellbeing of homeless people and the overall scale of homelessness in Auckland. Based on the status quo, two options (Options 3 and 4) represent different degrees of an increased response to improving, ending and preventing homelessness.

8.2 Options for Auckland Council's position on homelessness

A policy position will set the overarching direction and vision for Auckland Council's response to homelessness. It could also provide a focus to galvanise a more cohesive, inter-sectoral approach.

8.2.1 Options

Four policy positions, and associated roles, are presented:

1. A **low tolerance** response would actively discourage homelessness and associated behaviours through enforcement and other deterrents.
2. A **case by case** response on the causes and symptoms of homelessness, where the range of responses, including regulatory functions, are determined on a case by case basis. This reflects the status quo.
3. A **responsive** position aims to meet the needs of Aucklanders at risk of and experiencing homelessness. This acknowledges homelessness can occur, but when it does, it should be rare, brief and non-recurring.
4. **Progressive** interventions would focus on the determinants of homelessness in Auckland with greater independence from the market to deliver social and affordable housing.

8.3 Continuum of responses

Tables 4, 5, 6 and 7 describe each of the four positions and the associated roles in more detail, with an assessment of the strengths and risks.

Table 4: Option 1 - low tolerance response to Auckland's homeless people

Option 1 low tolerance	
Policy position	Homelessness and associated behaviours are actively discouraged through exclusion, enforcement and deterrents such as the design of public spaces.
Description	This represents an unwelcome Auckland for homeless people. It would involve enforcement and other deterrents such as designing outdoor spaces to make them uncomfortable for homeless people, particularly those who are rough sleeping. Reducing homelessness with this approach would rely on individuals being able to 'move up' the housing continuum and improve their own situation, presumably motivated by the threat of being physically moved or forced out.
Role	The council would 'do less' than it currently does with respect to improving, ending and preventing homelessness. Resources and efforts would be focussed on the active discouragement of rough sleeping in Auckland's public spaces. The council could

Option 1 low tolerance	
	use a mix of policy, legislation and public space design to manage the symptoms of homelessness. Responsibility for key determinants of homelessness would be left to central government.
Associated activities	<ul style="list-style-type: none"> • “Move along” policies. • Deter by design of street furniture, such as spikes, bench design, water sprinklers. • Utilise powers to close illegal conversions (e.g. garages) or harsher enforcement for boarding houses. • Block access to rough sleeping sites.
Indicative costs	<ul style="list-style-type: none"> • ‘Do less’ does not necessarily equate to less cost for the council. Literature suggests enforcement of move along policies can be costly. Further investigation would be required to estimate the costs of this position and role.
Next steps (first phase implementation)	<ul style="list-style-type: none"> • No further funding to be sought when existing funding for current initiatives, such as Housing First, expires. • Identification of opportunities to implement this position. A particular focus would be on giving effect to low tolerance through relevant policies, strategies and bylaws.
Strengths	<ul style="list-style-type: none"> • Formalises the position of the council for future decision-making. • It may address some localised community concerns in the short term.
Risks	<ul style="list-style-type: none"> • As a standalone response to homelessness, ‘low tolerance’ is not supported by the evidence or best practice. Evidence indicates that such an approach is expensive and on its own, does not impact on the causes or levels of homelessness. It manages the symptoms through dispersal. • It does not align with the council’s current funded homelessness interventions, and may create reputational risks for the council. Dependent on the level of policy enforcement and design implementation, this approach is likely to add significant costs. • The council has limited ability to establish or enforce the necessary regulations (bylaws, issuance of fines), and would have to rely on police intervention (for infringement powers) or rely on the courts to prosecute. • May contravene relevant national and regional policies such as human rights (Human Rights Act 1993), and social inclusion and participation. • It would address some community concerns, but would receive little support from stakeholders.

Option 1 low tolerance	
	<ul style="list-style-type: none"> • Fails to provide a strong voice for Aucklanders. • This response would shift, rather than address current levels of homelessness, causing perpetual displacement of homeless persons. Homeless people would be pushed further to the margins of the region, out of the region, or to other forms of inadequate housing. For example, women and children may be forced to return to abusive or violent households. • By ignoring the determinants of homelessness, this response allows the nature and scale of homelessness to worsen, with growing negative impacts for people at risk of, and experiencing homelessness, and the wider community. • It is likely to perpetuate (and may exacerbate) associated health and wellbeing problems, resulting in increasing demand for health and social services. • Maori and Pacific people are likely to be disproportionately affected. • Pre-empts any formalised central government position on homelessness.

Table 5: Option 2 - case by case response to the causes and symptoms of homelessness

Option 2 case by case	
Policy position	Responses to emerging issues and requests are determined on a case by case basis. There is no formalised policy position.
Description	This position reflects Auckland Council's current position. Although the council undertakes activities addressing homelessness, it does not have a clear position or funding stream. There is no approved position that can be communicated to external or internal stakeholders to provide clarity. Funding is sought and may be approved on an ad hoc basis. This policy position could either be adopted as a formal policy position, or the council could continue to operate without a formalised position.
Role	The council would continue with the 'status quo' and respond to the causes and symptoms of homelessness as they become apparent and respond to requests for support as they are received.
Associated activities	<ul style="list-style-type: none"> • Research and evaluation. • Regulatory functions. • Provision of assets, including parks, amenities and housing for older people.

Option 2 case by case	
	<ul style="list-style-type: none"> Funding for initiatives including Auckland City Centre Housing First and James Liston Hostel. Service delivery (through the operational budget).
Indicative costs	<ul style="list-style-type: none"> A total of over \$5.6 million has been committed from FY2015/16 through to FY2019/2020, with no financial commitment beyond that. The LTP funding ends this year (FY 2017/18). The Housing First pilot will conclude in 2018. If it is successful, additional funding would be required to continue, or expand the programme. For FY 2018/19 and FY 2019/20, a total of \$565,287 is committed each year from the Mayor's budget and for operational delivery of the LTP. Budget applications would be required to continue Housing First, and for any funding beyond FY 2019/20.
Next steps (first phase implementation)	<ul style="list-style-type: none"> The council will continue to respond on a case by case basis, including in response to applications for funding and support.
Strengths	<ul style="list-style-type: none"> Minimises responsibility and associated costs for the council, and increases expectations of a response from central government and community organisations. [Where it is formalised] provides some degree of certainty to sectors and end-users. To a limited extent, it addresses some needs of homeless people, and some community concerns. Continues Auckland Council's positive contribution, and ongoing positive impact.
Risks	<ul style="list-style-type: none"> No long-term strategic approach. No funding framework in place to support the sector, with no commitment beyond FY2019/20. The problem will continue to worsen, with growing negative impacts for people at risk of, and experiencing homelessness, and the concerns of the wider community are not addressed. Value for money is limited because resources may be allocated without a clear understanding of determinants, service gaps and effectiveness. The primary focus is responding to acute problems with limited intentional activity on ending or preventing homelessness, or resolving the situation for the less acute forms of homelessness. Limited use of best practice approaches, particularly with respect to coordination and evidence.

Option 2 case by case	
	<ul style="list-style-type: none"> • Fails to provide a strong voice for Aucklanders. • [Where it is not formalised] creates uncertainty for decision-makers, council staff, sector stakeholders and homeless Aucklanders. • Can result in inconsistent operational and governance level decisions. • Pre-empt any formalised central government position on homelessness.

Table 6: Option 3 - responsive to the needs of Aucklanders at risk of and experiencing homelessness

Option 3 responsive	
Policy position	The council will strengthen its available levers to help make any occurrence of homelessness in Auckland “rare, brief and non-recurring”.
Description	This is a pragmatic position which acknowledges that while achieving zero homelessness is unlikely, when it does occur, the scale and harms should be limited. ‘Rare, brief and non-recurring’ sets an aspirational benchmark for homelessness in Auckland consistent with international approaches. This position aims to counter current homelessness trends towards being more common, of longer duration, and recurring.
Role	The council would ‘do more’ than it currently does to strengthen established levers. The council would become more responsive to the needs of homeless Aucklanders and those at risk, across all dimensions of homelessness while supporting a more cohesive and strategic sector response to homelessness.
Associated activities	<p>In addition to the ‘status quo’ activities under a case by case response, the council would also provide or support:</p> <ul style="list-style-type: none"> • Strategic leadership, including the facilitation of a cross-sectoral homelessness framework. • Monitoring and evaluation. • Inter-sectoral coordination in terms of a shared vision and goals. • Systematic integration of homelessness into relevant policies and regulation. • Development of a sustainable funding base.
Indicative costs	<ul style="list-style-type: none"> • The first phase of work involving strategic leadership, coordination and monitoring would be absorbed within existing resources and baseline. The cross-sectoral strategy would include development of a funding plan for the council initiatives, and approval would be sought on this basis.

Option 3 responsive	
	<ul style="list-style-type: none"> Further funding for separate programmes and initiatives under this approach will be submitted individually. For example, budget applications would be required to continue Housing First, and for any funding beyond FY 2019/20. Costs will include the status quo commitment of \$5.6million over five years, ending in 2019/20. The cross-sectoral strategy would include development of a funding plan for the council's initiatives, and approval would be sought on this basis.
Next steps (first phase implementation)	<ul style="list-style-type: none"> The council would lead the development of a cross-sectoral strategy, including conducting further policy work, and preparing a monitoring and reporting framework. As part of this process, an implementation plan and a proposal for a sustainable funding base would also be developed. Guidelines for systematically integrating homelessness into relevant policy and regulation would be prepared. Coordination, including appropriate governance, is established to implement the cross-sectoral strategy, and to enable monitoring and reporting.
Strengths	<ul style="list-style-type: none"> A formalised position would strengthen operational and governance level decision-making and policy development. Provides greater clarity for sector partners, and potentially a vision that could be shared and could galvanise cross-sectoral collaboration. It is supported by the evidence and international best practice. It aligns with the council's current funded homelessness interventions, such as Housing First, and relevant strategies, including (the expired) <i>Homelessness Action Plan 2012-2015</i>. Provides a strong voice for Aucklanders. It focuses on meeting the needs of homeless people, while avoiding the use of "hard enforcement", and balances community concerns. This approach combines responses which address both immediate needs and determinants, and could evolve over time. It is consistent with improving, ending and preventing homelessness.
Risks	<ul style="list-style-type: none"> Some of the associated costs of strengthening Auckland Council's levers could be absorbed within baseline, but implementation costs of additional homelessness initiatives

Option 3 responsive	
	<p>are unknown.</p> <ul style="list-style-type: none"> Pre-empt any formalised central government position on homelessness.

Table 7: Option 4 – progressive approach centred on increasing publicly-led delivery of social and affordable housing to end homelessness in Auckland

Option 4 progressive	
Policy position	Greater publicly-led delivery of social and affordable housing will be the primary tool to end homelessness in Auckland
Description	This is an expansion of the current mandate and acknowledges the need for greater leadership and commitment to address the housing challenges for Auckland. Under a progressive approach, the focus would be on the housing supply as the key determinant of homelessness. The council would do 'a lot more' than it currently does. It would signal to developers an expectation for increased affordable housing (especially for low-income households), and that the council is interested in public-private partnership opportunities to meet this need. It could also involve more formal partnerships to support integrated delivery of health and social services.
Role	Auckland Council would take a more direct approach and play a lead role in increasing the supply of social and affordable housing, and possibly partnering for integrated delivery of health and social services.
Associated activities	<p>In addition to activities identified under a "responsive" approach, the council would also:</p> <ul style="list-style-type: none"> Develop an affordable housing strategy Investigate and implement opportunities and incentives to deliver a greater proportion of social housing via new developments, particularly those on council-owned Formalise partnerships with central government agencies, including healthcare and social services, and NGOs for the delivery of integrated services.
Indicative costs	<ul style="list-style-type: none"> Costs could be prohibitive but are largely dependent on the approaches adopted. Further policy work would be required to develop an affordable housing plan, including costs. Further funding for separate programmes and initiatives under this approach will be submitted individually. For example, budget applications would be required to continue Housing First, and for any funding beyond FY 2019/20. Costs will include the status quo commitment of \$5.6million over five years, ending in 2019/20

Option 4 progressive	
Next steps (first phase implementation)	<p>In addition to “Next steps” identified under Option 3, the council would also:</p> <ul style="list-style-type: none"> • Prepare a discussion paper, and seek approval for the scope of an affordable housing strategy • Commence discussions about opportunities to partner with other agencies to deliver integrated housing and health and social services.
Strengths	<ul style="list-style-type: none"> • This position focuses on the key determinant of homelessness, and is consistent with ending and preventing homelessness. It is likely therefore to significantly and sustainably reduce homelessness. • It aligns with an international trend in relation to affordable housing where public bodies are revising their role in the delivery of social and affordable housing e.g. Wellington City Council, Finland, Vancouver and Victoria. • A formalised position would strengthen operational and governance level decision-making and policy development. • It would provide greater clarity for sector partners, those at risk of or experiencing homelessness, and the wider public. • It aligns with the council’s current funded homelessness interventions, such as Housing First, and relevant strategies, including the (expired) <i>Homelessness Action Plan 2012-2015</i>. • It would also build on other initiatives to increase affordable housing, such as the SHAs.
Risks	<ul style="list-style-type: none"> • It would need higher and longer-term financial contribution, so would likely incur significant, potentially prohibitive costs for the council. • Intervenes in areas where central government has primary responsibility and so support from central government, private developers and rate payers would be uncertain. • Would require significant policy development, with consideration of a wide range of issues, including social impact assessment.

8.3.1 Conclusion of strengths and risks analysis

Based on the “strengths” and “risks” analysis, the assessment will take forward Option 3 and Option 4.

As a standalone approach Option 1 “low tolerance” represents a high level of risk for the council, and would not achieve the objective of improving, ending and

preventing homelessness. This approach does not address the directive from governance, or the concerns of stakeholders, and is therefore dismissed.

Option 2 “status quo” is also dismissed. Even as a formalised approach it would not achieve the objective of improving, ending and preventing homelessness. It would also fail to address the lack of strategic leadership and coordination.

8.4 Criteria assessment of Options 3 and 4

With the elimination of Options 1 and 2, a preferred option has been identified from:

- Option 3: Responsive approach
- Option 4: Progressive approach.

The assessment methodology is qualitative and uses the following five criteria:

1. Addresses the identified gaps
2. Effectiveness and impact on improving, ending and preventing homelessness
3. Addresses the continuum of homelessness and priority groups, including Māori
4. Supports cross-sectoral collaboration
5. Provides a strong voice for Aucklanders.

Table 8 sets out the key findings of a qualitative assessment, highlighting the extent to which the option meets (or does not meet) each of the criteria.

Table 8: Qualitative analysis of position and role options

Criteria	Option 3 responsive “do more”	Option 4 progressive “do a lot more”
	<i>Note: Option 3 adds to Option 2</i>	<i>Note: Option 4 adds to Option 3</i>
Addresses the identified gaps	<ul style="list-style-type: none"> • Addresses the key gaps as far as possible within the council’s current mandate. 	<ul style="list-style-type: none"> • Addresses the gaps comprehensively, with a clear focus on the primary determinants – housing supply and services for vulnerable people.
Effectiveness and impact on: Improving, ending and preventing homelessness	<ul style="list-style-type: none"> • Increases the focus on ending and preventing homelessness. • Strengthening established levers will increase effectiveness and impact, without increasing resources 	<ul style="list-style-type: none"> • Addresses structural failures meaning a greater focus on ending and preventing than the other two options. • Likely to have the biggest impact on homelessness in the long term.

Criteria	Option 3 responsive “do more”	Option 4 progressive “do a lot more”
	<i>Note: Option 3 adds to Option 2</i>	<i>Note: Option 4 adds to Option 3</i>
	in the short term.	
Addresses the continuum of homelessness and priority groups, including Māori	<ul style="list-style-type: none"> • A strategic framework would span the continuum of homelessness, extending the focus beyond those without shelter, to include people at risk of, or experiencing other forms of less visible homelessness. • A strategic framework would include targeting priority populations, including Maori. 	<ul style="list-style-type: none"> • Strategic framework would have a stronger focus on the continuum of homelessness, particularly those groups at risk. • Could also target a wider range of groups facing housing affordability issues, e.g. key workers (teachers). • Time lag to deliver (new) housing means a delayed response.
Supports cross-sectoral collaboration	<ul style="list-style-type: none"> • Cross-sectoral strategic framework provides a shared goal and objectives to galvanise a more cohesive, integrated approach. • Increases the impact of the council's actions. • Supports a more proportionate response to the problem. • Coordination reduces inefficiencies and duplication, and addresses gaps. • May create a risk to government relationships by setting a regional agenda for a national issue. 	<ul style="list-style-type: none"> • Represents a greater role for the council in the delivery and management of affordable housing. • May create new complexities and blur roles of central government, Auckland Council and the development sector. • While there are long-term efficiency gains, there will be significant costs associated with the provision of affordable housing.
Provides a strong voice for Aucklanders	<ul style="list-style-type: none"> • Provides clarity at a regional and national level on the position of Auckland Council. • A strategic leadership role provides a platform for a strong voice for Aucklanders. • Consistent with messaging from stakeholders. • Improved monitoring would generate information about, and for Aucklanders. 	<ul style="list-style-type: none"> • Solidifies Auckland Council's role as a lead agency in addressing affordable housing, and a stronger mandate to be a strong voice for Aucklanders. • Responds to the needs (e.g. those at risk of homelessness) of a broader group of Aucklanders.

Summary of the analysis of options against criteria

Option 3, the “responsive” approach appears to be the most balanced and financially feasible option. It fits with the council’s mandate, and strengthens the impact of the council’s activities without incurring additional costs in the short term. In particular, it would galvanise a more cohesive and integrated cross-sectoral response.

Option 4, the “progressive” approach includes tackling the structural failures, particularly the supply of affordable housing, and would probably be the most effective in the longer term. This would be a significant extension of the council’s current mandate, and would require much greater financial investment. If Option 3 is agreed, Option 4 could be considered in the future. It would require further policy work on affordable housing solutions within the wider housing system.

On the basis of the strengths and risks analysis and the qualitative assessment against five criteria, Option 3 is therefore the preferred approach.

Key messages

Lessons from international and national case studies, systems analysis and insights from informants have been used to identify the options available to the council. Addressing homelessness is a complex process requiring long term planning and commitment and needs to progress by establishing the council’s policy position.

Establishing a policy position sets the overarching direction and vision for the council’s response to homelessness. It will shape the council’s policy, funding and operational responses. It could also provide a focus for greater inter-sectoral collaboration across all dimensions of homelessness and prevention.

Four options on a continuum of increasing effort and required resource have been presented. Option 3 is the preferred option. It addresses the key gaps and fits with council’s mandate and current resourcing. It strengthens the impact of council’s activities by playing our role more effectively, while still relying on central government to address the housing supply. A shared vision and goals with coordination would galvanise a more cohesive and integrated cross-sectoral response. It is affordable in the short term, but more sustainable funding would be needed as current funding comes to an end. It signals an incremental approach, and would create a foundation to consider Option 4 in the future.

9 Recommendations

Based on the analysis of options, it is recommended that the Environment and Community Committee:

a) **Agree** that Auckland Council's preferred position and role on homelessness is:

Either

Option 3 (preferred): A responsive approach where homelessness is "rare, brief and non-recurring" and the council's role (in addition to the status quo) is to strengthen established levers, with a focus on:

- Strategic leadership, including a cross-sectoral homelessness plan
- Inter-sectoral coordination in terms of a shared vision and goals
- Systematic integration of homelessness into relevant policies and regulation
- Development of a sustainable funding base
- Monitoring and evaluation.

Or

Option 4: A progressive approach (in addition to Option 3) the council's role is to increase the supply of social and affordable housing, with partnerships to deliver integrated health and social services. The focus would include:

- Development of an affordable housing strategy
- Investigation and implementation of opportunities to deliver more social housing
- Formalising partnerships with central government agencies and NGOs for the delivery of integrated health and social services.

b) **Request** the Chief Executive to report back to the Committee with an implementation plan.

10 Conclusion

This report has presented the opportunities available to the council in addressing homelessness.

Auckland's housing crisis⁷² mean levels of homelessness are likely to remain high and continue to be an issue for some time unless interventions are made. The data used in this report relies on the 2013 census and subsequent analysis from the University of Otago. More comprehensive or more frequent monitoring is not available but numbers are likely higher.

Activities and focus to date is largely responding to the immediate concerns for those without shelter (sleeping rough). This includes significant government spend on emergency housing, support for emergency housing providers and Housing First Auckland along with emergency housing and support provided by the service sector.

Housing First Auckland has made significant steps towards sector wide collaboration and ending homelessness for those sleeping rough and for some people in boarding housing. This policy work will expand on this success and look at opportunities to end homelessness for the other dimensions of homelessness and look at homelessness prevention.

All dimensions of homelessness have negative impacts. There is little focus on improving and ending homelessness across the other dimensions. This report presents opportunities to expand the focus of activities to support all homeless Aucklanders across the other dimensions (Amore, 2016):

- Without shelter: 771 people. This is the most acute dimension of homelessness, which has the most immediate and significant effects on the person. This report recommends continued focus and activities to support this group.
- Temporary accommodation: 3175 people
- Sharing temporarily: 16,350 people
- Uninhabitable dwellings: unknown. Evidence suggests this type of accommodation is most prevalent in areas of South Auckland.

There are few homelessness prevention activities. These activities typically require high level system changes and interventions. Preventing homelessness can be more a more cost effective, long term solution to addressing homelessness. The council have levers available to support Aucklanders at risk of homelessness and set out in Section 8.2.

⁷² Contributors to the crisis include the overall housing shortfall, lack of affordable housing for rent or purchase, high levels of migration

The recommended policy position for the council is for homeless to be **‘rare, brief and non-recurring’**. This places a focus on prevention, so where homelessness occurs, it is rare. Homelessness is brief and support is immediately available for people to be rapidly rehoused. For those that need it, support is provided so they do not become homeless again.

10.1 Next Steps

This report responds to the committee request for further policy work to determine Auckland Council's role and position in addressing homelessness, including emergency housing (REG/2016/90).

The paper is due to be submitted to the Environment and Community Committee in August 2017.







Following a committee decision on the options presented in this report, the affordable housing policy team will:

- lead development of the homelessness policy and subsequent work
- present the scope of work, timeline and updated budgetary estimations to the Environment and Community Committee for approval within 3 months of the committee decision.

11. Appendices

Appendix 1: Glossary

TERM	DEFINITION FOR THE CONTEXT OF THE REPORT
Homelessness	Homelessness is defined as a living situation where people with no other options to acquire minimally adequate housing are: without shelter, in temporary accommodation, sharing accommodation temporarily with a household, or living in uninhabitable housing (Stats NZ, 2015).
Severe housing deprivation	<p>For the context of this report, severe housing deprivation has been referred to as homelessness as it closely follows the Statistics New Zealand definition.</p> <p>Severe housing deprivation is a term used by the University of Otago (UoO) to describe homelessness.</p> <p>There are two criteria to determine severe housing deprivation / homelessness.</p> <ol style="list-style-type: none"> 1. Living situations are below minimally adequate when two or more of the three components of minimally adequate housing are missing. 2. The living situation must be as a result of a lack of access to minimally adequate housing. This acknowledges that people may choose to live in these types of housing, but could access other housing if they chose.
Minimally adequate housing	<p>The University of Otago (UoO) identified three components of minimally adequate housing, of which two must be missing to be identified as homeless (severely housing deprived):</p> <ul style="list-style-type: none"> • Habitability • Privacy and control • Security of tenure.

	<table> <tr> <th>Dimension</th><th>Basic requirements</th></tr> <tr> <td rowspan="2">Habitability (structural features)</td><td> <p>1 Enclosure</p>  <p>Roof & Walls & Floor</p> </td></tr> <tr> <td> <p>2 Basic amenities</p>  <p>Drinkable water & Toilet & Bath or shower & Cooking facilities & Energy source</p> </td></tr> <tr> <td>Privacy and control</td><td> <p>1 The dwelling is enclosed (as per habitability criterion 1); and</p> <p>2 The dwelling has all basic amenities (as per habitability criterion 2); and</p> <p>3 The dwelling is managed by the resident/s on a day-to-day basis (not by an external party) – ie it is a private dwelling; and</p> <p>4 The person is a permanent resident (ie not staying in the dwelling on a temporary basis).</p> </td></tr> <tr> <td>Security of tenure</td><td> <p>Legal termination of tenancy rights are equal to the minimum provided to people living in private housing (in New Zealand, a periodic tenancy).</p> </td></tr> </table> <p>(Amore, 2016).</p>	Dimension	Basic requirements	Habitability (structural features)	<p>1 Enclosure</p>  <p>Roof & Walls & Floor</p>	<p>2 Basic amenities</p>  <p>Drinkable water & Toilet & Bath or shower & Cooking facilities & Energy source</p>	Privacy and control	<p>1 The dwelling is enclosed (as per habitability criterion 1); and</p> <p>2 The dwelling has all basic amenities (as per habitability criterion 2); and</p> <p>3 The dwelling is managed by the resident/s on a day-to-day basis (not by an external party) – ie it is a private dwelling; and</p> <p>4 The person is a permanent resident (ie not staying in the dwelling on a temporary basis).</p>	Security of tenure	<p>Legal termination of tenancy rights are equal to the minimum provided to people living in private housing (in New Zealand, a periodic tenancy).</p>
Dimension	Basic requirements									
Habitability (structural features)	<p>1 Enclosure</p>  <p>Roof & Walls & Floor</p>									
	<p>2 Basic amenities</p>  <p>Drinkable water & Toilet & Bath or shower & Cooking facilities & Energy source</p>									
Privacy and control	<p>1 The dwelling is enclosed (as per habitability criterion 1); and</p> <p>2 The dwelling has all basic amenities (as per habitability criterion 2); and</p> <p>3 The dwelling is managed by the resident/s on a day-to-day basis (not by an external party) – ie it is a private dwelling; and</p> <p>4 The person is a permanent resident (ie not staying in the dwelling on a temporary basis).</p>									
Security of tenure	<p>Legal termination of tenancy rights are equal to the minimum provided to people living in private housing (in New Zealand, a periodic tenancy).</p>									
Housing affordability	<p>Defined as a household paying no more than 30 per cent of gross household income on housing costs.</p> <p>(Auckland Plan definition and used internationally.)</p>									
Emergency Housing	<p>Temporary accommodation and support subsidies for individuals and families who have an urgent need for accommodation because they have nowhere else to stay, or are unable to remain in their usual place of residence. Includes temporary overnight accommodation and short term stays of approximately 12 weeks (Community Housing Aotearoa, 2016).</p>									
Social Housing	<p>Subsidised rental accommodation (tenancy typically with Housing New Zealand Corporation) combined with support services appropriate to household needs. Rents usually funded by the 'Income Related Rent Subsidy' (Community Housing Aotearoa, 2016).</p>									
Assisted rental housing	<p>Subsidised rental accommodation typically provided by Community Housing Providers. Rents are usually partially funded by the 'accommodation supplement' and/or are at below market rent levels (Community Housing Aotearoa, 2016).</p>									
Assisted ownership	<p>Household income-related pathways to home ownership. Subsidies include rent to buy, affordable equity and shared ownership (Community Housing Aotearoa, 2016).</p>									
Overcrowding	<p>Stats NZ primarily uses the Canadian National Occupancy Standard to analyse overcrowding rates from census data. In this standard, children under five of either sex may share a bedroom</p>									

	<p>but children between five and 18 should only share a room if they are of the same sex. Couples and people 18 and over are also allocated their own bedroom. The household is defined as crowded if these conditions are not met. This is structural overcrowding based on the number of people in the household (Stats NZ, 2014).</p> <p>Functional overcrowding is often used to describe situations where multiple members of the household crowd into one room, often for heat. They will only be included in overcrowding statistics where they also meet the structural definition.</p> <p>Overcrowding data is likely to include those living in as a temporary resident in a severely crowded household.</p>
--	--

Appendix 2: Informant interview questions

Informant interviews were conducted using the following questions to steer the conversation.

1.	Tell me about how your organisation understands/thinks of homelessness? What do you include in that?
2.	In what ways is the organisation helping homeless people? a. General b. Rough sleeping c. Emergency /temporary d. Temporarily sharing e. Uninhabitable
3.	Do you have measures of success for your work, such as numbers of people helped?
4.	Can you estimate the number of people each year that your organisation helps?
5.	What is working really well?
6.	What isn't going so well?
7.	What insights do you have in terms of the effectiveness of your activities?
8.	What implication does this have for your future approach / are you planning to change your approach?
9.	Taking account of government's role, do you think these are the right areas for council to be involved in?
10.	Do you think council is doing the right things or should it focus its effort in additional or other places?

Appendix 3: Synopsis of recent media reports

South Auckland solo mum Maariri Pakuria pregnant and homeless

Synopsis of article in the New Zealand Herald

Maariri Pakuria, 20, is due to give birth in a few days and was placed in emergency accommodation with her 4 year old in Manurewa after presenting as homeless to Work and Income 10 days ago (around 16 June). A social housing assessment appointment was booked for the 12 July – the earliest date available. She is due to give birth on the 29th June and was hoping to get an appointment and be in a home before her daughter is born.

“I just thought what am I going to do? How am I going to bring baby up here...I’m worried what’s going to happen next”

The motel she has been placed at has no washing machine and cooking facilities consist of a microwave and electric frying pan. To remain eligible for emergency housing, she has to prove she has been looking for housing which includes looking on TradeMe and providing proof she was going to viewing. She has kept this up despite being a few weeks away from giving birth – it means walking to the library to use the internet and travelling to viewings. If this proof isn’t provided, she has to repay the cost of accommodation which amounts to \$910 a week. She is scared about how to keep this up after giving birth.

“I’ve only got three days left (until her due date). What if I have the baby on Thursday? All I want is a safe place for my kids”

MSD are contacting Maariri and trying to organise an earlier appointment.



http://www.nzherald.co.nz/nz/news/article.cfm?c_id=1&objectid=11882181 26 June 2017

New Zealand's homeless: Living in cars and garages

Synopsis of Al Jazeera investigation into homelessness in New Zealand

"New Zealand was once a pioneer of the social welfare state, but now one in every 100 New Zealanders are homeless"

Alisia's story:

After the house she rented for 6 years was sold, Alisia Finau, a 38 year old Tongan New Zealander, couldn't afford anywhere else. Her, her 61 year old mother and three children (14, 16 and 17) moved into her vehicle.

All three children dropped out of school and lived in the car for three months as they waited for social housing. By the time Alisia was offered emergency housing, a one bedroom motel room, her mother was sick and moved in with Alisia's brother, his wife and eight children in a three bedroom rented house. Alisia's 14 year old daughter was taken into the care of state services.

"I know we're not in the van anymore, we're under a roof but it still feels the same because it's not our home...I don't know what is going to happen and I don't want to lose any more of my kids".

"Most landlords and agents are just picky now. They are taking on full-time workers instead of [social benefits] beneficiaries. I feel discriminated against".

Hope's story:

Hope and her six children have been sleeping on the worn out couches and the floor of her friends garage in South Auckland for the past eight weeks. They were forced to leave their rental property after the landlord decided to renovate. The garage is cold, made from unlined metal walls and leaks when it rains.

"To us, at the moment, it's better than sitting outside in the car or outside some park with my kids, so I prefer it in here knowing my kids are safe".

She says she has been told by WINZ that because she has six children, she can only be placed in a four bedroom social house. But it could be months until a house that size becomes available.

"I'm not asking for much, something that is dry and clean and healthy for my kids".

<http://www.aljazeera.com/indepth/features/2016/08/zealand-homeless-living-cars-garages-160811062112936.html> 24

Beggars reveal what life is like on the street

Synopsis of article by Stuff interviewing homeless people

Martin, 53

"My last job was working at a bakery in Auckland CBD. I enjoyed working but after a year of long night shifts it was really difficult to sleep so I left that job. That was back in 2006. Ten years later and here I am, sitting outside Dior on Queen Street with a cardboard homeless sign at my feet and a rock holding down a plastic collecting container. I usually keep quiet.

Technically, I'm not homeless. I have a roof over my head by it's the roof of my brother's van. Besides that and a bag I don't have much else.

If you're like me you don't have kitchen facilities or a freezer so you can't do a week's groceries, it's almost impossible. You want to eat good food but you can't so you face eating day-to-day, takeaways mostly.

If you use your head and you want to stay healthy you can still buy fruit, you can still buy some good things. But it's not cheap living day-to-day, in fact, it's more expensive.

I wasn't abused or anything like that. I don't use hard drugs, I've never used P in my life and I don't smoke marijuana. But even without that, all those things I need to live by can't be met on \$140 in a week, it just can't be done.

I'm aware it doesn't help that I'm a smoker but so are other people who aren't on the streets. I too need legitimate things like clothing, mobile top-ups, food and bus fares.

So this is basically why I come down to Queen St and do what I do almost every day. Usually I'll get \$40 to \$50 a day and that keeps me going. And for me personally I'll keep doing it.

I don't have qualifications and this has kept me from securing a job I really like. But I have hope to join a course through the help of Work and Income this year and I want to be a barista.

People love drinking flat whites and I think I'd be good at making them.

What people may not realise is that most beggars have grown up in poor, unstable households and they can't read or write. They end up using drugs and they know they're not going to get a job, they're never going to travel and they'll never enjoy restaurants.

<http://www.stuff.co.nz/national/88533530/beggars-reveal-what-life-is-like-on-the-street> 18 January 2017

Beggars reveal what life is like on the street

Synopsis of article by Stuff interviewing homeless people

Rex, 57, Wellington

Like so many before me, my descent into poverty and begging came from an abusive childhood and a personal crisis.

I have been living hand to mouth for 10 years and panhandling for the past five. If Wellington City Council made begging illegal, I wouldn't know what to do.

I'm on an invalid's benefit but there's not enough money after bills and rent and I'm helping a friend who's on home detention ... he's got an ankle bracelet so he can't leave his house. I just go out and get what I need - about \$40 a day for cigarettes and food for me and my friend. I've been through rehab for alcohol and drugs, but still need to give up smoking - that's a vice the Government is punishing the poor for.

I was abused by my violent, alcoholic father growing up in Whangarei, and my childhood was terrifying. It affected me. I don't like violence. I take meds for schizophrenia. If people look like they're going to get violent, I just run away. I've been running away from violence all my life.

In 1983, mum died and it split up the family. I have no idea where they are, or if they're still alive. My life wasn't always hand to mouth. I was once a driver and labourer for the Auckland City Council - I loved that job. But I got "hook finger", when the fingers slowly begin to bend towards the palm and can't be fully extended.

There are small mercies - even though I live in one of the most notorious social housing blocks, I'm not homeless and Wellington is a much gentler, friendlier city to be down on your luck than Auckland and Whangarei, where the gangs loom large.

In Auckland I slept rough for a few years under Grafton Bridge and the motorway overpass at Victoria Park. It was pretty lonely. I've never seen any evidence of organised begging but I wouldn't be surprised, especially if gangs were involved.

Those who criticise beggars need to walk in my shoes. Put your money away, and see what it's like living on the streets and being homeless - it's not a very pleasant feeling.

<http://www.stuff.co.nz/national/88533530/beggars-reveal-what-life-is-like-on-the-street> 18 January 2017

A life lived on Auckland's city streets

Synopsis of article by New Zealand interviewing a homeless person

Kat's story: (Interview with a woman homeless on New Zealand streets for 30 years)
Kat's early years were in the care of her grandmother, siblings and cousin, which she described as 'awesome'. Then her grandmother dies and went into the care of her mother and they moved a lot "Life was different, it was a roller coaster".

At 14, she left home in Invercargill, slept rough and then stayed with friends at a half-way house. Her, she experienced abuse and turned to alcohol to numb the pain. She became pregnant and gave birth at 16, "I had to learn how to be a mother, but I still wanted to be a child". Eventually she fled to Auckland and found access to alcohol, drugs and other addictive substances easier to find and helped her feel safer and secure on the streets and helped to escape reality. "At the time I really didn't care. I just wanted to live, so I lived how I wanted to – which was party, drugs and alcohol....It [alcohol, drugs] was easier to get, easier to purchase and the freedom of not being told what to do".

"Violence comes after the addiction. Those are the horrible things; being a victim of your own bad behaviour; not being able to control it unless you do something about it". She lost custody of her children. "My daughter blamed a lot on me, she tells me to my face. I understand it. I know where she's coming from and I tell her it's not her fault". Despite the hurt she has suffered Kat refused to have regrets or to be pitted and is positive about the future. "I used to hate the eyes, don't pity me".

Today Kat, 43, has been through rehab, has her addictions under control and is living in a one-bedroom apartment in central Auckland. She volunteers for Lifewise as a peer support person to some of the people sleeping rough in the central city.

http://www.nzherald.co.nz/nz/news/article.cfm?c_id=1&objectid=11877036 23 June 2017.

18 month old Julia, the innocent face of modern NZ's brutal, archaic boarding houses

Synopsis of Stuff article discussing boarding housing

Jeff Alatia and Julia Mika moved with their 18 month old daughter, Julia, to the boarding house, Pacific Pearl Lodge three months ago. They pay \$250 per week for a two by three metre room. Bills are included and they share a kitchen and bathroom facilities with around 50 other tenants.

Julia Mica, 21, says her room is flea infested, but was the only option for her family and spends most of time locked in the room. She is wary of other residents, who "are always fighting and drunk...it's not safe here", there's blood in the carpet outside her door and beer bottles strewn around the building.

She hopes her partner's new job will let them save enough money to rent a house. Some frontline workers believe kids living in boarding houses are as bad as kids living in cars and they should be fast tracked by the government into safer accommodation.



<http://www.stuff.co.nz/national/93211462/18monthold-julia-the-innocent-face-of-modern-nzs-brutal-archaic-boarding-houses> 4 June 2017

Better if kids live in a car

Synopsis of Sunday Star Times article discussing boarding houses

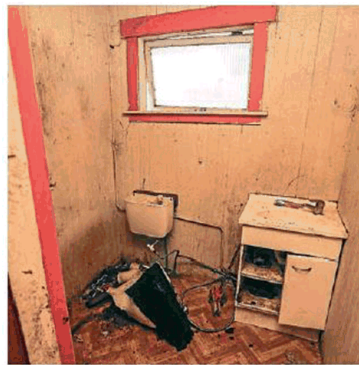
Rangi's boarding house experience:

Rangi, 51, has lived at 43 Church Street since he was released from jail in 2010. He says the house was 'a tiny bit more normal then...at least you could cook on the stove and go to the bloody toilet....a dog wouldn't be safe living here now'. The boarding house he lives in lacks doors, except for the bathroom door and more windows lack glass. Rangi said he has spoken to the property manager, but 'talking to her was like talking to a brick wall...as long as she gets her money she doesn't give a flying f...'

Tenants pay either \$230 a week for a room in the house or \$250 for use of one of three caravans.



Church St, Otahuhu: Flies, slime and vermin in the kitchen.



The toilet was smashed to pieces in April.



Rose, who has lived at Church St on and off for 18 years, says fights are rare.

Appendix 4: Bibliography

REFERENCE

Abramovich, A., Shelton, J. (2017) Where am I going to go? Intersectional approaches to ending LGBTQ2S youth homelessness in Canada and the US. Canadian observatory on homelessness
AHURI (2015). What is driving homelessness in Australia? AHURI, Sydney.
Alaazi, D., Masuda, J., Evans, J., Distasio, J. (2015) Therapeutic landscapes of home: Exploring indigenous people experience of a Housing First intervention in Winnipeg, Social science & medicine journal
Aleman, A (2016) Education and Homelessness. The Homeless Hub. Accessed 7.6.17: http://homelesshub.ca/blog/education-homelessness#
Aleman, A (2016) Employment & Homelessness. The Homeless Hub. Accessed 8.6.17: http://homelesshub.ca/blog/employment-homelessness#
Amore, K. (2016). Severe housing deprivation in Aotearoa/New Zealand 2001-2013. He Kainga Oranga / Housing and Health Research Programme, Department of Public Health, University of Otago, Wellington
Amore K, Viggers H, Baker, MG, & Howden-Chapman, P (2013). <i>Severe housing deprivation: The problem and its measurement</i> , Official Statistics Research Series, 6.
Anderson, I., Christian, J. (2003) Causes of homelessness in the UK: A dynamic analysis. Journal of community & applied social psychology
Anderson, T. (2015) Thesis: Planning considerations for private boarding houses: a case study approach in Auckland and Dunedin, New Zealand, Thesis undertaken at the University of Otago
Aspinall, C. (2013) Anyone can live in a boarding house, can't they? The advantages and disadvantages of boarding houses, masters thesis for the University of Otago
Atkinson, R (2003) Domestication by cappuccino or a revenge on urban space? Control and empowerment in the management of public spaces. Urban Studies, Vol. 40, No.9, Carfax Publishing
Atkinson, R. (2008) Housing policies, social mix and community outcomes. AHURI
Auckland City Mission. (2016). 200 and counting – central Auckland's rough sleeper population reaches record high. Media release.
Auckland Council (2011) submission to the inquiry into boarding houses in New Zealand

Auckland Council (2015) review of boarding houses bylaws
Auckland Council (2013) Literature review on the private rental housing sector in New Zealand
Auckland Council (2016) Quality of Life Survey 2016 results for Auckland. Auckland Council technical report, TR2016/043
Australian Human Rights Commission (2009). Inquiry into national homelessness legislation – Australian Human Rights Commission Submission to the Housing of Representatives Standing Committee on Family, Community, Housing and Youth, Sydney.
Beaton, S., Cain, T., Robinson, H., Hearn, V., and ThinkPlace. (2015). An insight into the experience of rough sleeping in central Auckland, Lifewise, Auckland Council, Auckland City Mission and ThinkPlace.
Beyond shelter, National Association for the education of homeless children and youth, national policy and advocacy council on homelessness (2010), A sensible and cost effective solution: master leasing scattered-site rental units to provide emergency shelter
Birdsall-Jones, C., Turner, N., Corunna, V., Smart, G., Shaw, W. (2010) indigenous homelessness. Research and Policy Bulletin Issue 134, AHURI
Bodor, R., Chewka, D., Simth-Windsor M., Conley, S., Pereira, N. (2011) Perspectives on the housing first program with indigenous participants, Housing Trust Edmonton
Bouchard, I., Ravenswood, K., and Pacheco, G. (2016) Scoping the costs of homelessness in New Zealand. New Zealand Work Research Institute.
Brackertz, N., Winter, I. (2016) Effectiveness of the homelessness service system. AHURI
Chakraborty, A. (2016) Britain's shame: the people who are homeless, even though they're in work. The Guardian: accessed 14.06.17: https://www.theguardian.com/commentisfree/2016/dec/20/working-homeless-britain-economy-minimum-wage-zero-hours
Chamberlain, C. (2014) Homelessness: Re-shaping the policy agenda? AHURI
Chamberlain, C. (2012) Counting boarding houses: reflections on homelessness research in Australia, RMIT University
Children's Commissioner (2015) State of Care 2015: What we learnt from monitoring Child, Youth and Family. Office of the Children's Commissioner
Church and Community Night Shelter Network (2015) Impact report: 2014 –

2015. Housing Justice Night Shelters
City of Napier (2016) Submission to the cross party homelessness inquiry
City of Vancouver (2011) Vancouver's housing and homelessness strategy 2012 – 2021: A home for everyone. City of Vancouver
Collins, D. (2010) Homelessness in Canada and New Zealand: A comparative perspective on numbers and policy responses, Urban Geography, Routledge
Community Housing Aotearoa (2016) Our Place: All New Zealanders well housed
Corinth, K. (2015) Ending homelessness: more housing or fewer shelters? American Enterprise Institute
Council to Homeless Persons (2007). Parity – responding to homelessness in New Zealand, Council to Homeless Persons, Melbourne.
Council to homeless persons (2016) Parity: Responding to indigenous homelessness in Australia and Aotearoa New Zealand
Council to homeless persons (2013) Parity – September 2013, Volume 26, Issue 8
Council to homeless persons (2015) Parity – May 2015, Volume 28, Issue 4
Crisis UK (2016). The homelessness legislation: An independent review of the legal duties owed to homeless people, Crisis UK, London.
Crisis UK Living places: powers, rights and responsibilities. Response to the consultation by the Department of the Environment, Food and Rural Affairs.
Dalton, T., Hulse, K., Pawson, H. (2015) Rooming house futures: governing for growth, transparency and fairness, AHURI
DCM (2016) Submission to the cross party homelessness inquiry, DCM Wellington
Demographia (2016) 13 th annual Demographia international housing affordability survey:2017
Department for Communities and Local Government (2006) Evaluating homelessness prevention. UK Government
Department for communities and local government (2014) qualitative evaluation of the London homelessness social impact bond: first interim report, department for communities and local government
Doherty, J., Busch-Geertsema, V., Karpuskiene, V., Korhonen, J., O'Sullivan, E., Sahlin, I., Tosi, A., Petrillo, A., and Wygnanska, J. (2008). Homelessness and exclusion – regulating public space in European cities in Surveillance and

Society, 5(3): 290-314.
Donley, A (2008) The perception of homeless people: important factors in determining perceptions of the homeless as dangerous, University of Central Florida
Dovetail (2017). Rough sleeping outreach services: report from Dovetail for Auckland Council, Dovetail NZ, Auckland.
European Commission (2013) Sustainable ways of preventing homelessness, European Commission
Farha, L. (2016). Homelessness is not just about housing – it's a human rights failure. Accessed from: http://citiscscope.org/habitatIII/commentary/2016/02/homelessness-not-just-about-housing-its-human-rights-failure
Fitzpatrick, S., Johnsen, S., Watts, B (2012) International Homelessness Policy Review. Cardiff University, WISERD, Heriot-Watt University, Swansea University
Fitzpatrick, S., Pawson, H., Bramley, G., Wilcox, S. and Watts, B. (2015). The homelessness monitor: Scotland 2015. Crisis, London.
Galvez, M., Luna, J. (2014) Homelessness and housing instability: The impact on education outcomes. Urban Institute
Glasgow city council (2011) Glasgow's housing strategy: evaluation report 2011 – 2016
Goodyear, R., Fabian, A. (2014) Housing in Auckland: Trends from the census of population and dwellings 1991 to 2013, Stats NZ
Green, Labour and Māori parties (2016) Ending homelessness in New Zealand. Final report of the cross-party inquiry on homelessness.
Groot, S., Hodgetts, D., Nikora, L W., Rua, M. Toku Turangawaewae: Culture, identity and belonging for Māori homeless people. The University of Waikato
Groot, S., Hodgetts, D., Nikora, L W., Leggat-Cook, C. (2011) A Maori homeless woman. The university of Waikato, Ethnography, Sage
Groot, S., Hodgetts, D., Chamerlain, K., Radley, A., Nikora, L., Stolte, O., Nabalarua, E. (2008) Homeless lives in New Zealand: the case of central Auckland. Extracted from Claiming Spaces: proceedings of the 2007 national Māori and pacific psychologies symposium 23-24 November, Hamilton. Hamilton Māori and psychology research unit.
Groot, S., Peters, E. (2016) Indigenous homelessness: New Zealand Context

(Chapter 5), Auckland University of Technology cited in Christensen, J. (2016) Indigenous homelessness, University of Manitoba
Hodgetts, D., Stolte, O., Chamberlain, K., Radley, A., Nikora, L., Nabalurua, E. and Groot, S. (2008). A trip to the library: homelessness and social inclusion in Social and Cultural Geography, Vol. 9, No. 8, December 2008.
Homelessness Taskforce (2008), The Road Home: A national approach to reducing homelessness, Commonwealth of Australia
Housing & Health Research Programme & CHA (2016) Submission to the cross party homelessness inquiry
Housing & Health (2005) Slipping through the cracks: A study of homelessness in Wellington. University of Otago
Housing works (2016) Spotlight on homelessness and emergency housing.
Human Rights Commission (2010). Human rights in New Zealand, Human Rights Commission, Wellington.
Hurtubise, R., Pierre-Oliver, B., Grimard, C. (2009) Shelters for the homeless: learning from research. University of Toronto
Inner West Council (2016). Draft homelessness policy: responding to rough sleeping in the inner west. Council paper retrieved from: file:///C:/Users/bushr/Downloads/item08-dec2016-ord%20(1).pdf
Joseph Rowntree Foundation (2007). The impact of enforcement on street users in England.
Joseph Roundtree Foundation (2014) Zero-hours contracts are just one part of the UK's in-work poverty problem. Accessed 14.06.17: https://www.jrf.org.uk/press/zero-hours-contracts-are-just-one-part-uk%E2%80%99s-work-poverty-problem
Laurenson, P., Collins, D. (2006) Towards inclusion: Local government, public space and homelessness in New Zealand. New Zealand Geographer
Leggatt-Cook, C., Chamberlain, K. (2014) Houses with elastic walls: negotiating home and homelessness within the policy domain. Kotuitui: New Zealand journal of social sciences online
Leggatt-Cook, C. (2007) Homelessness in New Zealand – a discussion and synthesis of research findings. Methodist Mission Northern, Auckland.
London Councils (2012) Rogue landlords and beds in sheds, London Councils
Lynch, P. & Cole, J. (2003). Homelessness and human rights: regarding and responding to homelessness as a human rights violation in Melbourne International Journal of Law, Vol. 4 2003.

Lysnar, P., Tuatagaloa, P., Joynt, J (2016) Maori and housing in Tamakai Makaurau: issues, experiences and initiatives, Auckland Council
MacKenzie, D., McNeilis, S., Flatau, P., Valentine, K., Seivwright, A. (2017) The funding and delivery of programs to reduce homelessness: the case study evidence. AHURI
Manchester city council (2013) Homelessness review
Manchester city council (2013) Manchester homelessness strategy 2013 – 2018
Manuel, T. and Kendall-Taylor, N. (2016). “You don’t have to live here” – why housing messages are backfiring and 10 things we can do about it, Enterprise Community Partners Inc.
Manurewa Marae (2016) Whakapiki Ora evaluation report: a community response to whanau in need
McClaren, B. and Tagore, R. (2007). Homelessness in Auckland: A local council’s response in Parity – responding to homelessness in New Zealand, Council to Homeless Persons, Melbourne.
Memmott, P., Birdsall-Jones, C., Greenop, K. (2011) Why are special services needed to address indigenous homelessness? Institute for social science research, University of Queensland
Migrants rights network (2013) Beds in sheds and rogue landlords, Migrant rights network
Ministry of Business Innovation and Employment (2017) Mean rent by region http://www.mbie.govt.nz/info-services/housing-property/sector-information-and-statistics/rental-bond-data
Ministry of Social Development (2014), Homelessness in New Zealand and emergency and transitional housing responses, MSD (minister briefing)
Minnery, J., Greenhalgh, E. (2007) Approaches to homelessness policy in Europe, the United States and Australia, Journal of Social Issues.
Mitchell, D and Staeheli, L. A 2006 The Politics of Public Space, <i>Chapter 8 Clean and Safe? Property Redevelopment, Public Space, and Homelessness in Downtown San Diego</i> , Routledge, New York
Mitchell, D and Staeheli, L. A 2006 The Politics of Public Space, <i>Chapter 8 Clean and Safe? Property Redevelopment, Public Space, and Homelessness in Downtown San Diego</i> , Routledge, New York
Extracted from: https://books.google.co.nz/books?id=x8T7qheil2oC&pg=PA151&lpg=PA151&

dq=private+property,+business+and+homeless&source=bl&ots=RMqfN4t9tC&sig=d3GtiJ6qv_HwLhizINvJU2PxCQU&hl=en&sa=X&ved=0ahUKewi86ouUmqrUAhVSNpQKHbO-CqUQ6AEIOTAF#v=onepage&q=private%20property%2C%20business%20and%20homeless&f=false
Muggleton, T.H. (2013) Public libraries and difficulties with targeting the homeless, Library Review, Vol. 62 Issue: ½
Murray, K. (2016). Welsh law shows that early support prevents homelessness in The Guardian. Downloaded from: https://www.theguardian.com/society/2016/apr/26/welsh-law-early-support-prevents-homelessness-crisis
National Alliance to End Homelessness (no date). Overcoming employment barriers for populations experience homelessness. Retrieved from: http://www.endhomelessness.org/page/-/files/Overcoming%20Employment%20Barriers%20for%20Populations%20Experiencing%20Homelessness.pdf
National Coalition for the Homeless (2009) Substance abuse and homelessness
National Law Center on Homelessness & Poverty (2014). No safe place – the criminalization of homelessness in U.S. cities, National Law Center on Homelessness & Poverty.
National Law Center on homelessness and poverty (1999). Out of sight – out of mind? Washington.
National law centre on homelessness and poverty (2017) Poverty and Handcuffs
New South Wales Government (2016). Foundations for change – homelessness in NSW. Discussion paper. NSW Government.
New Zealand Coalition to End Homelessness (2009) Homelessness in Aotearoa: Issues and recommendations, Regional Public Health
New Zealand coalition to end homelessness (2016) Submission to the cross party homelessness inquiry
New Zealand College of Midwives (2016) Submission to the cross-party homelessness enquiry
New Zealand Education Institute (2016) Submission to cross party homelessness inquiry
NYC Department of Homeless Services – website review
O’Connell, M.E. (2003) Responding to Homelessness: An overview of US and

UK policy interventions. Journal of community and applied social psychology
Paradis, E., Novac, S., Sarty, M., Hulchanski, J.D. (2008) Better off in a shelter? A year of homelessness and housing among status immigrant, non-status migrant and Canadian born families. Centre for Urban and Community Studies
Park, J Y SH. (2000) Increased homelessness and low rent housing vacancy rates, Journal of Housing Economics
Parliamentary Library (2014) Homelessness in New Zealand, New Zealand Parliament
Perry, B. (2016) The material wellbeing of NZ households: Overview and Key Findings. Ministry of Social Development, Wellington
Pleace, N. (2013) Evaluating homelessness services and strategies: a review, Habitat
Pleace, N., Teller, N., Quilgars, D. (2011) Social housing allocation and homelessness. European Observatory on Homelessness
Pleace, N., Culhane, D., Granfelt, R., Knutagård, M. (2015) The Finnish Homelessness Strategy: An international review, Ministry of the Environment, Helsinki Accessed from https://helda.helsinki.fi/bitstream/handle/10138/153258/YMra_3en_2015-.pdf
PSA, (2016), PSA Submission to the cross-party homelessness inquiry
Reid, A., Lysnar, P., Ennor, L (2017). Auckland's rainbow communities: challenges and opportunities. Auckland Council technical report, TR2017012
Retrieved from: https://www.theguardian.com/cities/2016/mar/30/clean-streets-mobile-laundry-service-australia-homeless-orange-sky
Rogers, N., Hirte, C., Davies, M., Hume, A. (2009) Living in caravan parks in South Australia. Government of South Australia, department for families and communities
Salvation Army (2015) Invisible in the SuperCity – hidden homelessness in Auckland, Salvation Army
Samuels, A. (2016) How can the US end homelessness? Article cited in The Atlantic, accessed 27.2.2017
Schanes, C. (2011). Homelessness myth #17: They flock for services in Huffington Post. Accessed from http://www.huffingtonpost.com/christine-schanes/homelessness-myth-17-they_b_806538.html
Shelter Scotland (2016). Homelessness: far from fixed. Shelter Scotland,

2016.
Short, P., Parsell, C., Phillips, R. and Seage, N. (2011). Bridging the divide: The experiences of low-income households excluded from the private rental sector in Australia. AHURI, Queensland.
Social services committee (2014) Inquiry into boarding houses in New Zealand and briefing into long-term caravan park and motor camp accommodation
Stats NZ (2015) New Zealand definition of homelessness: update.
Stephen, G., Donaldson J., Gulliver T. (2013) The State of Homelessness in Canada. The Homeless Hub, Canadian Alliance to End Homelessness
Supporting families in mental illness New Zealand Incorporated (2016) Report on features of Homelessness
The Guardian (2016). Clean streets: the mobile laundry service helping Australia's homeless.
Tolley, A. (2016) Age of care and support to increase, Beehive press release from Minister of Social Development, New Zealand Government
Tosi, A. (2007). Homelessness and the control of public space – criminalising the poor? In the European Journal of homelessness, Vol,1, December 2007.
Toto, P. A. (2007) Toward an international understanding of homelessness, Journal of social issues
Turner, A., Pakeman, K. and Albanese, T. (2017). Discerning 'functional zero' – considerations for defining and measuring an end to homelessness in Canada. The Homeless Hub, Paper #11.
Victorian Council of Social Service (2015) Insecure work creates vulnerability and increases inequality: VCOS Submission to the Victorian inquiry into the labour hire industry and insecure work
Wall, M., Witten, K., Guy, T., Huckle, T (2015) The New Zealand rental sector: A survey of tenants and landlords. SHORE and Whariki Research Centre, Massey University
Walsh, T (2014) Homelessness legislation for Australia: a missed opportunity. UNSW Law Journal
Wellington City Council (2007). Shared goal to end homelessness: a Wellington City Council perspective in Parity – responding to homelessness in New Zealand, Council to Homeless Persons, Melbourne.
Wellington City Council (2014) Te Mahana: Ending homelessness in Wellington. A strategy for 2014 – 2020
Wensing, E., Wood, M., Holloway, D. (2003) On the margins? Housing risk

among caravan park residents, AHURI
Wensing, E., Wood, M., Holloway, D. (2004) Housing risk among caravan park residents. AHURI
Wilson, W (2017) Rough Sleeping (England) briefing paper. House of Commons Library
Wilton, E. (2016) Greater Manchester winter night shelter pilot project evaluation report. Greater Together Manchester
Wood, G. (2016) How do housing and labour market affect homeless entry and exits. Downloaded from: http://cur.org.au/blog/housing-labour-market-affect-homeless-entry-exits/

Attachment B

Summary of “walk-through” feedback on homelessness policy project.

Purpose

The walk-throughs were held to provide an opportunity for elected members and key informant interviewees to provide informal feedback on the findings from the policy research.

Objectives

The walk-throughs provided an opportunity to learn about:

- the context and trigger for the project
- the nature and scale of homelessness in the Auckland region;
- how homelessness is being addressed in other cities (nationally and internationally)
- current activities to address homelessness in Auckland, and how Auckland Council contributes.

The walk-throughs also provided an opportunity to:

- contribute to the knowledge base with local perspectives on homelessness
- provide feedback on some proposed options for Auckland Council’s position and role in relation to improving, ending and preventing homelessness.

Context

The council’s Environment and Community Committee requested that further policy work be undertaken to determine Auckland Council’s position and role in addressing homelessness, including the use of emergency housing.

The Community and Social Policy Department has since developed policy, identifying a preferred policy position and role for the council. Research to inform this work has culminated in a comprehensive report. The department received a number of requests to meet with local boards and advisory panels to discuss the work. A delay in reporting to the committee provided an opportunity to engage with local board members.

The intention is to conduct more formal, comprehensive engagement with local boards following a decision by the committee.

Scope and methodology

The walk-throughs involved presenting information from the research report on posters around a room. A set of questions prompted attendees to engage in conversations with council officers, and to provide written input.

It is effective in allowing people to:

- Engage with the information at a level and pace they are comfortable with
- Comment on all the matters of interest to them, and elicit responses to key questions
- Comment freely and openly noting the approach allows for a degree of anonymity.

Staff members were available to respond to any queries and provide clarification during walk-throughs.

Walk-throughs were timed to precede or follow one of three local board cluster meetings held on Monday 17 July and Monday 24 July 2017. The locations were central, south and north.

Local board members and people who had participated in the key informant interviews were invited to participate. Some Auckland council staff also attended.

Attendance

All local board members were invited. A count of those who registered their attendance at each of the three walk-throughs is represented in the following table.

Attendees	Central	South	North	Total
Local board members	15	5	4	24
Other stakeholders	8	4	5	17
TOTAL	23	9	9	41

Material and content

Thirteen posters summarising sections of the report were professionally designed to present:

- Context of the policy work
- Definitions of homelessness (and exclusions) and key data sources
- An overview of the content of the homelessness report and methodology for the policy development
- The scope of the report noting the wider housing system determinants are outside the scope of the policy work
- Homelessness in the media

- Statistics and data on priority groups, including information on Māori and Pasifika
- Perceptions of homelessness
- Experiences of homelessness
- Determinants of homelessness – the individual risks and structural failures
- Examples of best practice including common approaches such as the Housing First Model, and case studies from Wellington City Council and Finland
- Current activities in Auckland to address homelessness and gaps in best practice approaches
- The options for a formalised policy position on homelessness and the roles of the council
- Next steps, mapping out an intention to consult more formally with key stakeholders including individual local boards throughout late 2017.

Attendees were welcome to post comments on all posters with specific questions used to prompt responses, including:

- What are you seeing or hearing about in your community?
- How do you feel about homelessness in Auckland?
- What are the most significant changes you'd like to see?
- Do you have any other examples to share?
- What should Auckland Council...
 - Stop doing?
 - Keep doing?
 - Start doing?
 - Do more of?
- Which option do you prefer? Why do you prefer this one?
- Have we missed anything?

Participants were also asked brief process evaluation questions as they left. Comments and feedback were colour coded to distinguish between comments from local board members, staff and key informants.

Analysis

Comments from the three walk-through sessions have been tabulated by either 'local board members' or 'other stakeholders' (staff and key informants). A summary of the feedback has been provided in the committee report and refers to this document for full analysis and reporting.

Summary of feedback:

- The majority of attendees who stated a preferred position and role for the council selected either Option 3 or 4. Most selected Option 4 but noted that funding issues could be prohibitive, and that Option 3 may be more feasible.
- Local board members suggested the following solutions:
 - A national and/or regional strategy based on evidence is needed
 - Partnering with central government needs to be increased, and opportunities to work with financial institutions and businesses should be explored
 - Innovative responses to address housing supply and security of tenure
 - Appropriate support services should be provided or funded.
- Other stakeholders offered similar solutions:
 - A huge evidence base shows Housing First is more successful than other approaches for people experiencing chronic homelessness and that it should be given more support
 - More policy work is needed to address: tenancy sustainment, housing quality including for boarding houses, and rough sleeping in the public realm
 - Coordination is needed across the council departments, and across all the parties in the sector. There were some differences on where coordination is needed most - at either a national, regional or local level.
 - Service delivery and support should be provided for as long as people need it.

Responses to individual questions:

What are you seeing or hearing about in your community?	
<i>Local board members</i>	<p>Local board members identified a range of visible symptoms of homelessness: recent deaths of homeless individuals, people forced to sleep in cars, caravans, and unfit homes; and use of public amenities. Some touched on issues with bad landlords and unaffordable rental properties.</p> <p><i>People parking in caravans in carparks and living in them on an ongoing basis.</i></p> <p><i>People sleeping near schools and public restrooms.</i></p>
<i>Other stakeholders</i>	<p>Other stakeholders responded with three key themes: that coordination is absent, a concentration of long-term homeless with complex needs exists in the city centre, and businesses and communities want to do more to address homelessness.</p> <p><i>Individual programmes and services lack connection.</i></p> <p><i>86 percent have two or more co-existing issues.</i></p> <p><i>Business leaders want to be involved but don't know how.</i></p>

How do you feel about homelessness in Auckland?	
Local board	The overall response to this question was low but indirectly, in responding to other questions, it came through that local board members in particular felt more could be done to address homelessness.
Other stakeholders	Others expressed the need for innovative approaches to increase the housing supply, working more collaboratively to address homelessness, in particular long-term and recurrent homelessness. <i>We have a wicked problem but we have an opportunity to change it now before it gets more complex. Our numbers are relatively small enough that we can solve this problem today.</i>
What are the most significant changes you'd like to see?	
Local board	Nil response
Other stakeholders	Nil response
Do you have any other examples to share?	
Local board	Local board members suggested investigating opportunities for either providing or investing in affordable housing, including rental properties. <i>Housing First seems to have worked well for rough sleepers but for the wider groups there needs to be emphasis on house size as Housing New Zealand is short of five bedrooms and one-two bedroom houses.</i>
Other stakeholders	Others referenced the success of Housing First as an approach.
What should Auckland Council be doing? What should the council stop doing? What should the council keep doing? What should we start or do more of?	
Local board	Local board member suggestions for a future focus for the council included: <ul style="list-style-type: none"> ○ A greater leadership role to "lead development of a regional strategy to end homelessness" ○ Opportunities to offer pathways out of homelessness to permanent housing "make an investment in local Aucklanders future".
Other stakeholders	Others called for more support for chronic homelessness and the Housing First approach. Some stakeholders also sought more focus on security and quality of tenure outside of home ownership.
Which option [for the council's policy position and role] do you prefer? Why?	
Local board	Local board members had a high preference for Option 4

	<p>“progressive” with some expressing a preference for Option 3 “responsive” or viewing it as the more feasible of the two options. There was no support for Options 1 and 2.</p> <p><i>Combination of 3 and 4 – funding could be an issue.</i></p> <p><i>Support Option 4 but on a pragmatic perspective, with so many other demands Option 3 may be more realistic.</i></p>
<i>Other stakeholders</i>	<p>Others opted mainly for Option 4 and noted the need for the council to play a role in coordination and integration.</p> <p><i>Be progressive but not necessarily taking the lead – more like taking the lead in coordinating key players.</i></p>
Have we missed anything?	
<i>Local board</i>	<p>Local board members noted a range of other issues of interest including lack of security in the rental market and the impact on senior citizens of low caps on government support for rental payments.</p>
<i>Other stakeholders</i>	<p>Others touched on the need for national leadership as well as the need to work with “ultra-local community initiatives”.</p>
Other comments (those made in addition to the set questions)	
<i>Local board</i>	<p>Various additional comments were provided with a number of local board comments concerned about families with young children.</p>
<i>Other stakeholders</i>	<p>Numerous additional comments were provided from other stakeholders each highlighting the complex nature of addressing all dimensions of homelessness and providing a full range of appropriate support to individuals.</p>

Evaluation

Overall attendees were very positive about the engagement method. They rated the walk-through as either moderately or very useful. Likewise, the majority of attendees felt the walk-through increased awareness and understanding of the issues, and provided an opportunity to share their personal knowledge about homelessness.

Next steps

This report will be provided to those who were invited to the walk-throughs after the committee has made its decisions on the homelessness policy recommendations. Contingent on the decisions, formal engagement with individual local boards and other key stakeholders will be conducted.

Options to expand revenue streams for sport facilities investment

File No.: CP2017/12378

Item 13

Purpose

1. To seek an in-principle decision to expand revenue streams to fund future sports facilities investment in the draft *Sports Facilities Investment Plan*.

Executive summary

2. This report considers the adequacy of current revenue streams to fund sports facilities.
3. Population growth and diversity is leading to increased and changing demand for sport facilities at the same time that existing facilities are aging and may no longer be fit-for-purpose. The sector has also highlighted a funding gap for regional projects.
4. Auckland Council relies heavily on general rates and development contributions for current sport facilities investment. These revenue streams may be inadequate to cope with future demand. There are also legal constraints on how development contributions can be spent.
5. User fees and charges account for 12 per cent of sport and recreation revenue in Auckland compared with the New Zealand local authorities average of 32 per cent.
6. This report assesses three options to fund future sport facilities investment:
 - Option 1: Maintain the status quo and reprioritise current investment to respond to growth and aging infrastructure
 - Option 2: Increase rates and development contributions for investment in sport facilities
 - Option 3: Expand revenue streams for sport facilities investment by:
 - introducing new user fees or charges
 - increasing revenue from community leases
 - introducing new targeted rates
 - generating revenue from commercial activities at council properties.
7. Staff recommend Option 3. It will provide a diverse and flexible range of revenue streams and increased funding for investment.
8. A preliminary analysis of these revenue streams shows general alignment with the council's Revenue and Financing Principles.
9. This report seeks in-principle agreement to Option 3 so that these revenue streams are included in the draft *Sports Facilities Investment Plan*. The objective of this plan is to ensure the delivery of sport-related outcomes for Aucklanders.
10. If approved, detailed policy will be developed for each of the revenue streams for approval during the Long-term Plan 2018-2028 process. A critical aspect to consider will be the financial burden on participants, sport clubs and the community. Staff will also assess the impact on the delivery of intended outcomes.
11. The draft *Sport Facilities Investment Plan* will be subject to public and local board consultation prior to finalisation and approval by the Environment and Community Committee.

Recommendations

That the Environment and Community Committee:

- a) agree, in principle, to expand the current revenue streams to increase funding for sport investment through the *Sports Facilities Investment Plan* (Option 3) by:
 - introducing new user fees and charges
 - increasing rent revenue from community leases
 - introducing new targeted rates
 - generating revenue from commercial activities at council properties.
- b) note the potential to consider an increase in development contributions during the Long-term Plan 2018-2028 process
- c) note that the draft *Sport Facilities Investment Plan* will be subject to public and local board consultation prior to finalisation and approval by the Environment and Community Committee.

Comments

Taking a coordinated approach to sports facilities investment

12. Auckland Council is taking a coordinated approach to its sports facilities investment in response to rapid population growth, changing preferences, as well as increasing resource and land supply constraints.
13. The *Sport Facilities Investment Plan* is being developed to guide council's long-term investment in sports facilities.
14. Several key decisions have been made so far to assist the development of the plan.
 - The primary desired outcome of future council investment in sports facilities is increased participation in sport and that the focus is on community sport and ensuring a basic level of provision in fit-for-purpose sport facilities [CP 2016/12613 and CP2016/12144].
 - In-principle decisions were made to use grants and community leases as the main investment instruments for sport and refinement of current practice to increase efficiency, effectiveness and ensure better outcome delivery [CP2017/00192]. These will lead to one-off efficiency savings, which could be reinvested in new sport facilities.
 - The development of an outcome measurement tool for council's sport investment modelled on the Treasury's Cost Benefit Analysis Tool [CP2017/03041].
15. This is the last policy report to inform the draft *Sport Facilities Investment Plan*. It focuses on council's revenue streams to fund future sport facilities and complements existing projects to co-invest and co-deliver sport facilities in partnership with the sector.¹⁰

Problem definition: Funding challenges and constraints on revenue

16. Recent evidence shows there is a significant gap between the demand for infrastructure and council's funding. Efficient and innovative infrastructure management will not be sufficient to solve the problem.¹¹
17. There is clear evidence showing council is likely to face several funding challenges.¹²

¹⁰ Examples of council projects that support partnerships with sector include: Community and School Partnership Project, Facility Partnerships Project, Strategic Partnerships and Auckland Sport Facilities Priorities Plan 2017-2027

¹¹ Auckland Council (2015) 'Auckland 30 Year Infrastructure Strategy'

¹² M. Fleming (2016) 'Funding Analysis Sports Facilities Network Plan – Part B'

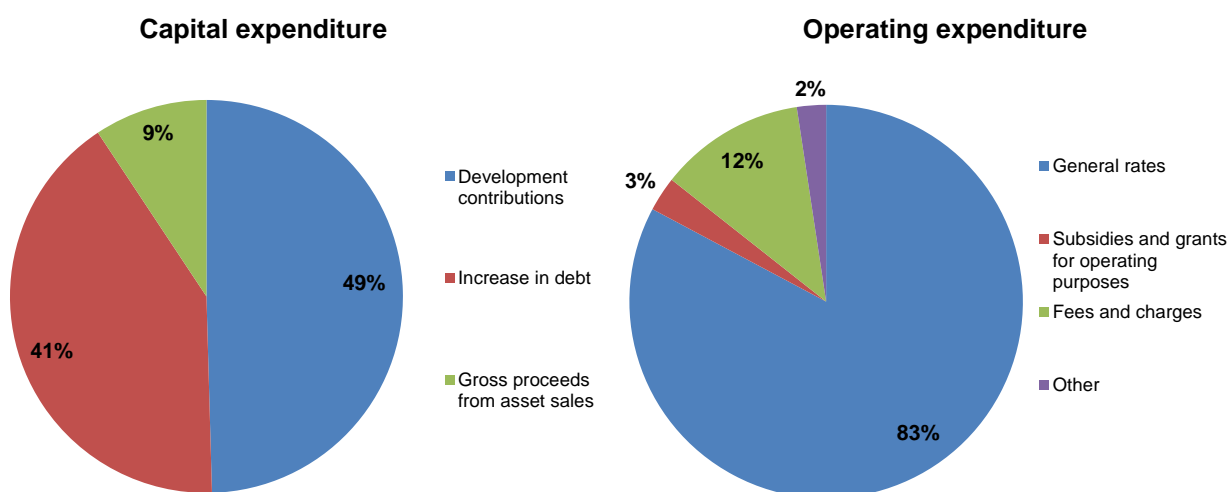
- **Limited revenue growth versus rapid population growth** – Future revenue will have to grow substantially to keep up with rapid population growth. It is estimated that the population will reach 2 million people by 2033.¹³
- **Competing strategic priorities** – As financial pressures intensify, funding priorities are likely to shift away from sport investment towards more urgent, 'high-profile' infrastructure such as housing and transport.
- **An identified facilities supply shortage** – There is evidence showing moderate to acute supply shortages of sport facilities. In particular, north and central areas for cricket wickets, outdoor netball and tennis courts. There is a projected shortage of 42 indoor courts across the Auckland region.¹⁴
- **Ageing facilities** – The cost of maintaining current facilities (around 241 sport parks and 17 indoor courts) will increase as they age.
- **Changing community needs** – The demographic profile of Auckland is changing with a growing number of immigrants and older people. Existing facilities (for example, single use facilities) may no longer meet the needs of community. New facilities and renewals need to be flexible and adaptable to future demand changes.

18. The exact size of the future funding gap for sports facilities is difficult to estimate due to incomplete information at the sport code level.

Rates and development contributions are the main current revenue streams

19. Detailed sport facilities funding data is not currently available. At an aggregated level capital and operating expenditure for sport facilities is funded through the 'Local Parks, Sport and Recreation' and 'Regional Parks, Sport and Recreation' activity groups under the 'Parks, Community and Lifestyle' portfolio.
20. The portfolio accounts for \$824 million (15 per cent) of the council's 2017/18 Annual Budget. The 'Local and Regional Park, Sport and Recreation' activity groups account for \$584 million (71 per cent) of the portfolio.
21. Most capital expenditure is funded by development contributions and debt. Eighty-three per cent of operating expenditure is funded by general rates.

Figure 1: Funding sources for the 'Local and Regional Parks, Sport and Recreation' activity groups



¹³ Statistics New Zealand (2015) 'Subnational Population Projections'

¹⁴ Auckland Council (2016) 'Sports Facilities Investment Plan – Discussion Document'

22. There is likely to be a moderate to significant level of uncertainty when projecting future revenue and expenditure.
23. Development contributions are a relatively unstable revenue stream. The council will need to manage financial risks associated with fluctuations in the timing and level of development activity.
24. Development contributions can only be spent for the purpose for which they are charged, and expenditure is required to be caused by, and benefit, growth. They can only be used for capital expenditure (for example, open space acquisition and new sport fields). They cannot be spent on asset renewals or service level increases (for example, additional indoor courts).
25. Reliance on general rates and development contributions is common across local authorities. Local Government New Zealand noted that local authorities need to seek more flexible funding tools to respond to the challenges facing their communities.¹⁵

Options to meet future challenges

26. Staff have identified three options to fund future investment in sport facilities. These are:
 - Option 1: Maintain the status quo and reprioritise current investment to respond to growth and aging infrastructure
 - Option 2: Increase rates and development contributions for investment in sport facilities
 - Option 3: Expand revenue streams for sport facilities investment by:
 - introducing new user fees or charges
 - increasing revenue from community leases
 - introducing new targeted rates
 - generating revenue from commercial activities at council properties.

Option 1: Maintain the status quo and reprioritise current investment

27. Option 1 entails reprioritising existing funding from rates and development contributions and reinvesting one-off efficiency savings from recent decisions back into sport facilities.
28. This option will not respond to the funding challenges council is likely to face. This may result in reduced sport participation and community outcomes in the medium to long-term.
29. However, this option will not lead to any disruption to the current system or immediate impact on participants, sport clubs and community.

Table 1: Main advantages and disadvantages of Option 1

Option 1 Maintain the status quo	Advantages	Disadvantages
	No disruption to the current system. No immediate impact on participants, sport clubs and community. Clear signal to other potential investors.	Current sport investment will not be sufficient to meet growing demand. Any reprioritisation of investment would likely lead to reduced community and participation outcomes over time. A decreased level of provision and/or quality.

¹⁵ Local Government New Zealand (2015) 'Local Government Funding Review: 10 Point Plan – incentivising economic growth and strong local communities'

Option 2: Increase rates and development contributions

31. Option 2 entails increasing rates and development contributions to fund investment in sports facilities.
32. There are significant issues with this option. In particular, council has resolved to cap rates increases. Further, there are a number of competing priorities for rates investment.
33. There is potential to consider an increase in development contributions during the Long-term Plan 2018-2028 process. However, there are legal constraints on the use of development contributions. This revenue stream can only be used for capital projects and only for certain types of sport facilities in growth areas.

Table 2: Main advantages and disadvantages of Option 2

Option 2	Advantages	Disadvantages
Increase rates and development contribution	<p>Existing mechanisms.</p> <p>Council is better able to anticipate, and manage, impacts when using existing instruments.</p>	<p>Council has resolved to cap rates increases at 2.5%.</p> <p>Competing priorities for investment.</p> <p>Development contributions are an unstable revenue stream.</p> <p>Development contributions can only be used in growth-related areas for certain types of sport facilities.</p>

Option 3: Expand revenue streams for sport facilities investment (Recommended Option)

35. Option 3 entails expanding the range of available revenue streams. Staff examined a range of potential new revenue streams (see Attachment A). Four are recommended:
 - new user fees and charges
 - rent revenue from community leases
 - new targeted rates
 - revenue from commercial activities at council properties.
36. Staff undertook a preliminary assessment of these revenue streams against the council's Revenue and Financing Principles.¹⁶ A summary of the findings is presented below and more detail is provided in Attachment A.
37. Several other revenue streams were considered but discarded due to practical reasons.
38. The main advantages of expanding the range of available revenue streams is that it provides greater flexibility and financial stability to council. There would be no constraints on where investments could be made in Auckland, or on the types of sports facilities council could invest in. Both capital and operational expenditure could be undertaken.
39. A broad revenue base, with multiple streams, would improve the council's financial resilience. This would enable the council to provide greater certainty to the sport sector about ongoing investment and improve council's ability to leverage other investment.
40. This option would also likely increase the total funding available for sports facilities investment. However, this would depend on tradeoffs with other investment priorities.
41. Introducing new user fees and charges would create moderate affordability risks to current participants. There may also be sustainability risks to sports clubs arising from this option.

¹⁶ The Revenue and Financing Principles were designed specifically to assist with the identification of the appropriate funding method.

42. If this option is approved in principle, staff will assess these impacts, and any implications for the delivery of participation outcomes, and will consult with stakeholders. Policy will then be developed for each of the revenue streams.

Table 3: Main advantages and disadvantages of Option 3

Option 3	Advantages	Disadvantages
Expand revenue streams for sport facilities investment	<p>More flexibility in the use of capital and operational expenditure.</p> <p>Greater financial stability from a broad range of revenue streams.</p> <p>More total revenue for investment.</p> <p>Potential to equitably share costs with the beneficiaries of sports investment.</p>	<p>Care will be required with some revenue streams to mitigate any negative financial impacts on participants, overall participation rates and the long-term financial sustainability of sport clubs.</p>

Preliminary assessment of the proposed revenue streams

New user fees and charges

45. Council could apply a consistent approach to user fees and charges.¹⁷ Ideally, this would be based on an assessment of public: private benefit. For example, user fees and charges could be established for all sports facilities that have the following characteristics of private goods:
- individuals who access the facilities enjoy private benefits
 - access to the facilities by one or more individuals mean that other members of the public are excluded.
46. User fees and charges are applied by many other local authorities. Auckland ratepayers subsidise a much larger proportion of the expenditure for sport and recreation facilities, which are used by less than 25 per cent of the populace. Only 12 per cent of Auckland Council's sport and recreation expenditure is funded by user fees and charges. This compares to an average of 32 per cent across all other local authorities.
47. There are a number of different approaches as to how new user fees and charges could adopted in practice, for example:
- **Charges on sport facilities that are mainly used by sport participants** – these might include boat ramps, sport fields and floodlights which provide private benefits to participants. A key consideration would be assessing the impact as new fees or charges could have a more pronounced impact on some population groups than others.¹⁸
 - **Charges on sport facilities that can also be used for other purposes** – a different fee scheme could be applied to facilities that are used by sport participants as well as others for non-sport related purposes. For example, an increasing number of commuters are using free parking at council sport facilities.
48. Assessment of new fees and charges against the Revenue and Financing Principles highlights the need to balance the level of the new fees against possible affordability issues for participants. Future policy development would need to consider options for a differential fee structure and any likely impact on sport participation outcomes.

¹⁷ Local Government New Zealand (2015) 'Local Government Funding Review'

¹⁸ Fees and charges were applied to sports fields across six central city local boards, which raised around \$188,000-\$300,000 per annum. In August 2015, the Finance and Performance Committee resolved to waive fees for sports fields in central local board areas until a region-wide policy is adopted. However, anecdotal evidence shows that the removal of fees in central local board areas has not been passed on to players.

49. Recent pool use data showed the reduction in participation rates due to new fees was greater than the increase in participation rates when fees were removed.¹⁹ There was a pronounced impact on low socio-economic groups, Māori and Asian people.

Rent revenue from community leases

50. Auckland Council could review rents and consider recovering the costs of administration.
51. Council has approximately 450 community lease agreements with sport organisations. Leaseholders are expected to deliver benefits that align with council's the strategic outcomes and priorities.
52. The standard rental amount for a community lease is \$1 per annum. However, the council's administration costs for each lease are estimated to be \$3,710 per annum. This cost is currently funded by rates.
53. In future the council could consider a range of factors when calculating rents, including administration costs, the underlying land value and the opportunity cost.
54. These calculations could be informed by data on the outcomes delivered through each community lease.²⁰ This would help to ensure that any rent increase did not come at the expense of community outcomes.
55. There is general alignment between increased rent revenue and the Revenue and Financing Principles. Any policy would need to strike a balance between cost recovery, community benefits and the financial viability of sport organisations.

New targeted rates

56. Council could also introduce targeted rates to pay for future sports facilities.
57. Auckland Council has the ability to charge a targeted rate to fund activities which mainly benefit a specific group of ratepayers and/or when the cost of the activities is imposed by a specific group of ratepayers.²¹
58. Auckland Council has recently amended the Revenue and Financing Policy through the Annual Budget 2017/2018 process to enable the use of targeted rates to fund growth infrastructure. This includes parks, sport and recreation facilities [FIN/2017/76].
59. Council would need to develop policy to determine the types of sport facilities that would be funded by targeted rates, the catchment population and the level of the targeted rates.
60. There is general alignment between new targeted rates and the Revenue and Financing Principles.
61. It may be difficult to identify the main beneficiaries of sport facilities investment, particularly when they are part of a regional network. Most people travel outside of their neighbourhoods to access sport facilities and many competitions are Auckland-wide.
62. However, the public might have a greater willingness to pay, given the benefits of sport participation and the contributions that it makes to health and wellbeing.

Revenue from commercial activities at council properties

63. Council could seek to generate revenue by increasing charging for commercial activities on council land.
64. Commercial activities such as sport tournaments, bars, restaurants and cafés are sometimes conducted from council properties by sport organisations as a way to raise additional revenue.

¹⁹ Environment and Community Committee, May (2017) 'Options to address inequitable impacts of region-wide swimming pool pricing policy' [CP2017/03108]

²⁰ The measurement of outcomes could be carried out by undertaking a cost benefit analysis (CBAx).

²¹ Targeted rates have already been used to fund some council community facilities. For example, the Māngere-Ōtāhuhu and Ōtara-Papatoetoe Local Boards introduced a targeted rate in 2014 to fund adult entry costs at swimming pools in their local board areas.

65. The *Community Occupancy Guidelines 2012* allow a percentage of commercial revenue to be charged as part of rent payment for community leases. However, it is unclear how often this clause has been exercised by local boards, or the level of revenue generated. This will be investigated as part of a review and additional charges could be considered.
66. Commercial charges could include one or a combination of the following:
 - charging all leaseholders a flat percentage (for example, 5-10%) on commercial revenue, as part of the rental payment
 - selling concessions or licences to leaseholders or a third party organisation to carry out commercial activities at council properties²²
 - council undertaking commercial activities at scale and reinvesting the profits in sport facilities.
67. There is general alignment between commercial charges and the Revenue and Financing Principles.
68. Further analysis is required. There would be a need to balance any profits with community benefits and the long-term financial viability of sport organisations.
69. It is not the council's core business to run profit-generating activities. Large scale business operations are often carried out at an arm's length by separate entities (such as Council-Controlled Organisations).

Summary Assessment of Options

70. Auckland Council is going to face significant funding challenges in the future. There is a risk that insufficient funding will be set aside for sports facilities or that investment will remain *ad hoc*.
71. The options presented in this report have been assessed against three criteria. These are:
 - improved financial sustainability
 - increased flexibility
 - increased funding available for sports facilities investment.
72. The results of this assessment are presented in Table 4 below.

Table 4: Assessment of options

Option	Improved Sustainability	Increased Flexibility	Increased Funding	Potential Risks
Option 1 Maintain the status quo	Limited – development contributions are relatively unstable	Limited – there are legal constraints on how development contributions can be spent.	Low – one-off efficiency gains, but current investment will not be sufficient to meet growing demand. Cap on rates.	High risk of funding pressures might lead to a decreased level of provision and/or quality. High risk of reduced participation and community outcomes over time.
Option 2 Increase rates and development contribution	Limited – development contributions are relatively unstable	Limited – there are legal constraints on how development contributions can be spent.	Low – may raise more revenue, but is still likely to be insufficient to meet demand.	High risks of future funding pressures and reduced participation and community outcomes. Moderate risk of impact on housing affordability with any increase in development contributions.

²² Other councils have introduced concessions for commercial activities at council properties (such as horse-riding, guided walks in regional parks).

Option 3 Expand revenue streams for sport facilities investment	Greater sustainability – from a broad revenue base, with multiple streams.	More flexibility – having a more diverse range of revenue will increase funding flexibility.	Moderate – likely to raise revenue compared to Options 1 and 2.	Moderate risks of affordability and financial sustainability issues for participants and clubs which can be mitigated through policy development.
---	---	---	--	--

74. Staff recommend expanding revenue streams for sport facilities investment (Option 3).
75. Option 3 reduces risks to council and responds to future funding challenges. A more diverse range of revenue streams would provide stable, flexible and increased revenue for investment in sport facilities. Options 1 and 2 do not provide these benefits.
76. Option 3 provides increased funding which will enable the council to leverage other investment and to provide greater certainty to the sector. The costs will be shared by ratepayers, developers, participants and the sport sector. Options 1 and 2 do not significantly increase funding. The cost of providing sports facilities will continue to be borne by ratepayers and developers.

Next steps

77. If Option 3 is approved, staff will finalise the draft *Sports Facilities Investment Plan* and include the four recommended revenue streams. Staff will do further policy work on each revenue stream.
78. Public and local board feedback will be sought during the consultation process for the *Sports Facilities Investment Plan* before seeking final approval from the Environment and Community Committee.

Risk identification and mitigation

79. Option 3 has potential affordability and financial risks for participants and sports clubs, which could lead to inequity across different demographic groups.
80. During the consultation process for the final *Sports Facilities Investment Plan*, staff will particularly focus on gathering feedback on the potential impact of Option 3 on participants, sport organisations and community.

Consideration

Local board views and implications

81. The analysis in this report drew on local board feedback on the *Sports Facilities Investment Plan: Discussion Document*. In particular, local boards:
 - raised concerns about the inconsistent approach to user charges council takes across sport codes
 - identified a capital funding gap for regional scale projects due to the disestablishment of the Facility Partnerships Fund
 - suggested the funding problem is worsening as the other sources are either diminishing (for example, lottery money) or changing objectives
 - suggested the need for reviewing lease terms and conditions, particularly the rent amount.
82. Staff will engage with local boards on the draft *Sports Facilities Investment Plan*. Staff will use that opportunity to seek feedback on the proposed options.


Māori impact statement

83. Staff have not yet consulted with Māori representative groups on the proposed options.
84. The options will be tested with Māori representative groups as part of the consultation process on the draft *Sports Facilities Investment Plan*, particularly regarding how additional revenue could be used to deliver Māori outcomes.

Implementation

85. If approved, the additional revenue streams will be included in the *Sports Facilities Investment Plan* and policy for each funding stream will be developed.
86. Final approval of any new funding streams will be sought through the following processes:
 - consideration of rent revenue and commercial activities will be sought during the review of the *Community Occupancy Guidelines 2012*.
 - policy approval of new user fees and charges and targeted rates will be sought during the Long-term Plan 2018-2028 or Annual Plan processes.

Attachments

No.	Title	Page
A 	Assessment of options	299

Signatories

Authors	Nancy Chu - Policy Analyst Jordan Hamilton - Finance Graduate
Authorisers	Paul Marriott-Lloyd - Team Leader Kataraina Maki - GM - Community & Social Policy Dean Kimpton - Chief Operating Officer

Attachment A: Assessment of options

Table A: Assessment of other options

Options	Rationale and restriction	Reason why dismissed
Increasing debt	Borrowing is used to spread the funding requirement for capital expenditure across multiple years. This is because assets deliver benefits through their useful lives it is appropriate to spread the costs across the generations of ratepayers who will receive benefit from these assets. For funding capital expenditure only.	This option was dismissed as there is limited ability for council to increase debt above its currently planned levels without exceeding the prudential limits and putting its AA credit rating at risk.
Increasing financial contributions	Financial contributions fund capital expenditure in anticipation of or in response to development (growth) that will generate demand for additional reserves, network or community infrastructure (such as stormwater systems). Contributions are set through the council's Contributions policy. For funding capital expenditure only.	This option was dismissed as there is limited ability to increase the current amount of development contributions collected under the current Contributions policy.
Increasing interest and dividends from investments	Interest and dividends from investments may be used where appropriate and consistent with councils funding principles to fund capital expenditure projects and to reduce the reliance on ratepayer funding. For funding capital expenditure only.	This option was dismissed as the level of interest and dividends from investments are dependent on market conditions and company dividend/investment policies. There is a limited ability to influence this revenue stream.
Increasing grants, subsidies and donations	Appropriate to fund specific capital expenditure projects as per terms of the grant, subsidy or donation. Grants and subsidies are generally only appropriate for funding the operating costs of the particular activity that the grant or subsidy is intended to pay for. Can be used to fund both operating and capital expenditure.	This option was dismissed as grants, subsidies and donations come from external providers. Council has limited ability to influence the amount received.
Increasing trusts, bequests and reserve funds	Certain capital and operating expenditure may be funded from restricted or special funds that are subject to special conditions of use, whether under statute or accepted as binding by the council. Can be used to fund both operating and capital expenditure.	Transfers from reserves may only be made when the specified conditions for use of the funds are met. The trusts are mainly endowments from private individuals and organisations to help fund specified activities in the trust deed.

Options	Rationale and restriction	Reason why dismissed
Increasing general rates	General rates are used to fund activities where it is not practicable or cost-effective to identify the individual or group of activities where it is not practicable or cost effective to identify the individual or group of beneficiaries (or causers of costs) of the service and charge them for the benefits received or the costs imposed (e.g. regional parks and open spaces). For funding operating expenditure only.	There is limited public desire to increase general rates above what is currently set out in the Long-term plan. Council sets the annual rate increase and consults with the public during the annual plan process. It has very limited ability to increase the generate rate once it is set.
CCO profits and interest from investments	CCO profits and net returns from investments will be used to offset the general rates funding requirement of other council activities, reducing the burden on all ratepayers. For funding operating expenditure only.	Auckland council provides operational funding for CCO's and the CCO's run balanced budgets. Therefore surpluses are not a realistic form of revenue to be assessed. Interest from investments and net rental are dependent on market conditions. Council has limited ability to influence this revenue stream.
Surpluses from previous financial years	A surplus may be available to be carried forward if the actual surplus/deficit is improved compared to the forecast surplus/deficit. Generally, only those factors that are cash in nature will be available for use in determining the level of surplus to be carried forward. The amount of any surplus carried forward will be accounted for as an operating deficit in the year the benefit is passed to ratepayers. For funding operating expenditure only.	Auckland Council runs a balanced budget, raising enough money every year through rates and other income to pay for the services that are delivered. Therefore surpluses are not a realistic form of revenue to be assessed.
Ring-fence proceeds from open space asset sales to re-distribute back to the local community to improve access and quality of sport facilities	The council generates some incidental revenue when selling open spaces and sports facilities that no longer meet the needs of the population (e.g. wrong size or location). Such revenue goes into the council's consolidated fund. This option could improve transparency of the use of asset sale proceeds and provide assurance to the public that the proceeds will be reinvested in sports and open spaces.	This option has practical issues and is inconsistent with council's broader financial policy. It is not considered prudent to hold large funds when council has a high debt/asset ratio or when there is a need to fund large scale capital investment. Further this option limits council's ability to make tradeoffs between different investment choices beyond sport and open space (e.g. for housing).

Table B: Revenue and Financing Principles

Principle	Rationale
Paying for benefits received or costs imposed	Select appropriate funding methods by considering benefit distribution and cost causation. The allocation of costs to those who benefit from a council service or those who impose costs to the council is considered economically efficient and equitable.
Transparency and accountability	Transparency of funding enables the users of services to assess whether they get value for money. Accountability makes the council more efficient in providing these services.
Market neutrality	Funding methods should not lead to market distortions and economic inefficiencies.
Financial prudence and sustainability	Financing methods used by council must be able to raise funds sufficient to meet its costs and ensure that these are sustainable over time.
Optimal capital usage	The council's limited financial resources should be used in such a way to maximise the benefits provided to the community, while minimising the burden on ratepayers.
Strategic alignment	The revenue and financing policy should consider the impact on the broader strategies and priorities as set out in the council's vision and the Auckland Plan.
Overall social, economic, environmental and cultural impacts	Decisions on how the council's revenue requirements will be met should take into account the impact on the current and future social, economic, environmental and cultural well-being of the community.
Affordability	The council needs to consider the impact of funding methods on people's ability to pay as this can have implications for community well-being.
Minimise the effects of change	Funding and financial policies should seek to minimise or manage the impact of changes, such as increase in rates and user charges for services.
Efficiency and effectiveness	The council's financial policies should have regard to the costs of carrying them out, and how effective they will be in achieving their objectives.
Practicality of policy	The council's funding policies must be achievable and unconstrained by practical issues that will prevent compliance.
Legal compliance	All aspects of the policy will comply with legislation (for example, Local Government Act 2002).

Table 1: Assessment summary of new user fees and charges

Principles	Assessment
Paying for benefits received or costs imposed	Aligned – Individuals and sport organisations receive significant private benefits from accessing certain sport facilities. Community as a whole may receive some benefits such as improved access and increased sport participation.
Transparency and accountability	Not applicable yet – Transparency and accountability will be key consideration at a later stage when developing the policy for determining the appropriate amount of fees and charges
Market neutrality	Aligned – Free access to some council facilities but not others may have caused market distortions and economic inefficiencies. Reviewing council's current approach to user fees and charges and revising them to appropriate amounts is likely to help offset the distortion
Financial prudence and sustainability	Aligned – The additional user fees and charges revenue is likely to generate steady and ongoing revenue to improve council's ability to meet costs and respond to changing demand for sport facilities
Optimal capital usage	Aligned – Charging user fees and charges is an effective way to raise additional revenue from people who are the primary beneficiaries The additional revenue can be used to fund facilities for more people to enjoy
Strategic alignment	Aligned – The additional revenue will help Auckland Council respond to additional demand for sport facilities and achieve Strategic Direction 5 of the <i>Auckland Plan</i> and the priorities in <i>Auckland Sport and Recreation Strategic Action Plan</i>
Overall social, economic, environmental and cultural impacts	Aligned – At a moderate amount, the user fees and charges is unlikely to have a significant impact. The overall impact will be analysed when developing the policy.
Affordability	Aligned – At a moderate amount, the additional fees and charges is unlikely to have a significant impact on people's affordability
Minimise the effects of change	Aligned – At a moderate amount, the effect of change is likely to be small
Efficiency and effectiveness	Aligned – The cost of raising additional rent revenue is likely to be relatively small compared to the amount of revenue raised
Practicality of policy	Aligned – There are no foreseen practical issues relating to this option
Legal compliance	Aligned – There are no foreseen legal risks relating to this option

Table 2: Assessment summary of rent revenue from community leases

Principles	Assessment
Paying for benefits received or costs imposed	Aligned – Sport organisations receive significant private benefits from accessing council property and paying peppercorn rental. Community may receive some benefits such as improved access and increased sport participation.
Transparency and accountability	Not applicable yet – Transparency and accountability will be key consideration at a later stage when developing the policy for determining the appropriate amount of rent
Market neutrality	Aligned – The current peppercorn rent might have caused market distortions and economic inefficiencies. Revising the rent to appropriate amount is likely to help offset the distortions
Financial prudence and sustainability	Aligned – Adding rent revenue to the current funding mix will improve council's ability to meet costs and respond to changing demand for sport facilities
Optimal capital usage	Aligned – Revising rent is an effective way to raise additional revenue from people who are the primary beneficiary The additional revenue can be used to fund facilities for more people to enjoy
Strategic alignment	Aligned – The additional revenue will help Auckland Council respond to additional demand for sport facilities and achieve Strategic Direction 5 of the <i>Auckland Plan</i> and the priorities in <i>Auckland Sport and Recreation Strategic Action Plan</i>
Overall social, economic, environmental and cultural impacts	Aligned – At a moderate amount, the additional charge is unlikely to have a significant impact. The overall impact will be analysed when developing the policy.
Affordability	Aligned – At a moderate amount, the additional charge is unlikely to have a significant impact on people's affordability
Minimise the effects of change	Aligned – At a moderate amount, the effect of change is likely to be small
Efficiency and effectiveness	Aligned – The cost of raising additional rent revenue is likely to be relatively small compared to the amount of revenue raised
Practicality of policy	Aligned – There are no foreseen practical issues relating to this option
Legal compliance	Aligned – There are no foreseen legal risks relating to this option

Table 3: Assessment summary of new targeted rates

Principles	Assessment
Paying for benefits received or costs imposed	Partially aligned – Costs of a facility will be paid for by a catchment of rate-payers who are identified to be most likely the beneficiaries of the facilities, independent of whether or not they use the facility
Transparency and accountability	Not applicable yet – Same as option 1, transparency and accountability will be considered later when developing the policy
Market neutrality	Partially aligned – Targeted rates could give council an advantage in funding facilities over private investors. This risk could be mitigated by the <i>Auckland's Sport Facilities Network Priorities 2016-2026 Project</i> , which identify the priorities projects and the sector's role in funding them
Financial prudence and sustainability	Aligned – The additional revenue is likely to generate steady and ongoing revenue to improve council's ability to meet costs of sport facilities
Optimal capital usage	Partially aligned – Costs of a facility will be paid for by a catchment of rate payers, independent of whether or not they use the facility
Strategic alignment	Aligned – The additional revenue will help Auckland Council respond to additional demand for sport facilities and achieve Strategic Direction 5 of the <i>Auckland Plan</i> and the priorities in <i>Auckland Sport and Recreation Strategic Action Plan</i>
Overall social, economic, environmental and cultural impacts	Aligned – At a moderate amount, the targeted rate is unlikely to have a significant impact.
Affordability	Aligned – At a moderate amount, targeted rate is unlikely to have a significant impact on people's affordability
Minimise the effects of change	Aligned – At a moderate amount, the effect of the targeted is likely to be small
Efficiency and effectiveness	Aligned – There will be moderate implementation costs (e.g. to consult the targeted community) but are likely to be relatively small compared to the amount of revenue raised
Practicality of policy	Aligned – There are no foreseen practical issues relating to this option
Legal compliance	Unknown yet – the legal implication is currently being tested as part of the Annual Budget process

Table 4: Assessment summary of revenue from commercial activities at council properties

Principles	Assessment
Paying for benefits received or costs imposed	Aligned – Revenue from commercial activities carried out in council properties will only benefit a very small number of people or organisations.
Transparency and accountability	Not applicable yet – Transparency and accountability will be considered later when developing the policy
Market neutrality	Partially aligned – The charges for commercial activities might have some effect on the market dynamic. This risk could be mitigated by ensuring market neutrality is a key consideration when developing the policy.
Financial prudence and sustainability	Aligned – The additional revenue will improve council's ability to meet costs and respond to changing demand for sport facilities
Optimal capital usage	Aligned – Revenue from commercial activities will be re-invested to deliver better outcomes for local community
Strategic alignment	Aligned – The additional revenue will help Auckland Council respond to additional demand for sport facilities and achieve Strategic Direction 5 of the <i>Auckland Plan</i> and the priorities in <i>Auckland Sport and Recreation Strategic Action Plan</i>
Overall social, economic, environmental and cultural impacts	Further analysis needed – Might lead to market distortions and some economic and social impacts. The overall impact will be analysed when developing the policy.
Affordability	Aligned – This option will increase funding for sports facilities and subsequently increase access and improve affordability
Minimise the effects of change	Further analysis needed – The level of change will be considered when developing the policy
Efficiency and effectiveness	Aligned – Potential to increase efficiency as organisation that are not generating high profit margins might choose not to continue carrying out commercial activities at council properties
Practicality of policy	Further analysis needed – Further work will need to be completed to assess the practicality of the policy, including establishing a separate entity to run the commercial activities for council
Legal compliance	Aligned – There are no foreseen legal risk at this stage