



**Te Kāwanatanga
o Aotearoa**
New Zealand Government



18 Month Review of the
Aotearoa/New Zealand
**HOMELESSNESS
ACTION PLAN**

February 2020 – August 2021

**Working Together to
Prevent and Reduce
Homelessness**



BY

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Introduction

This report focuses on a review of the implementation and progress of the Aotearoa New Zealand Homelessness Action Plan over the first 18-months of the plan (February 2020 – August 2021). The Aotearoa New Zealand Homelessness Action Plan Phase One (2020-2023) (action plan) was launched in February 2020 and sets out a multi-year approach to deliver on the vision that ‘homelessness is prevented where possible, or is rare, brief and non-recurring’. Homelessness is more than rough sleeping. It includes people who are without shelter, in emergency and temporary accommodation, and living in overcrowded accommodation¹.

The action plan sets out a framework comprised of its vision, guiding principles, four action areas (prevention, supply, support, and system enablers), 18 immediate initiatives within these action areas, and expected outcomes. Longer-term actions have been committed to be progressed over the course of the action plan with seven² of these longer-term actions prioritised for development over 2021 following the initial COVID-19 response in 2020.

The action plan is based on a commitment to partner with Iwi, Hapū, marae and Māori organisations, local authorities, providers, and people with lived experience of homelessness to prevent and reduce homelessness. Te MAIHI o te Whare Māori – the Māori and Iwi Housing Innovation Framework for Action and the six kaupapa Māori principles (Mauri, Whakamana, Manaakitanga, Tino Rangatiratanga, Whanaungatanga, and Tikanga) are embedded within the work of the action plan. MAIHI focuses effort around both urgent actions to reduce homelessness for Māori and the deeper system changes needed to improve Māori housing.

The action plan is being delivered through a collaborative cross-government commitment from multiple agencies and partners. Responsibility for implementation and delivery of individual actions is held by initiative leads from Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development (HUD), Ministry of Social Development (MSD), Oranga Tamariki, Ministry of Health (MOH), Kāinga Ora, and the Department of Corrections.

Homelessness Sector Services, formed by Te Matapihi he tirohanga mō te Iwi Trust and Community Housing Aotearoa, is working closely with HUD to support the development and delivery of action plan initiatives. Homelessness Sector Services does this through leading engagement with providers and whānau with lived experience, strengthening policy and Kaupapa Māori approaches, and supporting the capability and capacity development of providers.

“Homelessness is prevented where possible, or is rare, brief and non-reoccurring”

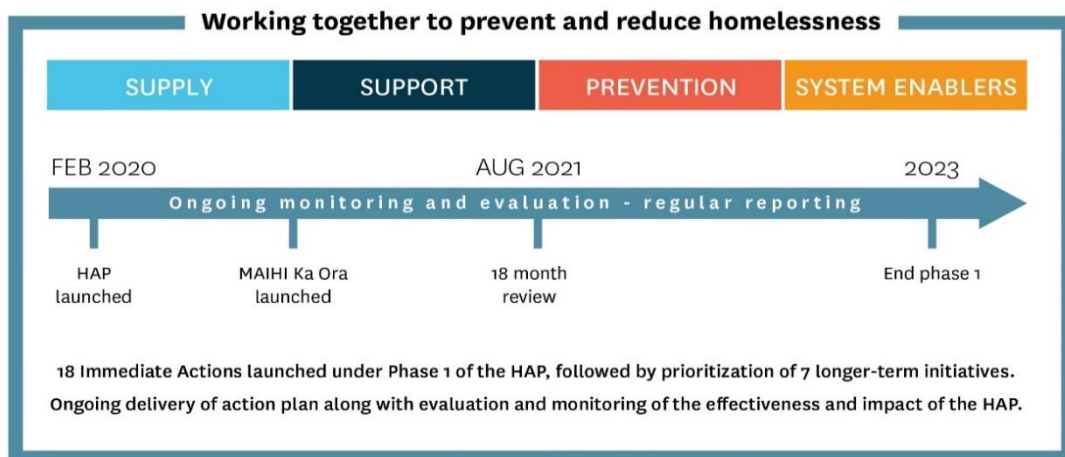


Figure 1: High level overview and timeline of the Aotearoa New Zealand Homelessness Action Plan

¹ In Aotearoa New Zealand 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 with a household or living in uninhabitable housing.

² These include: 1) ensuring kaupapa Māori approaches are applied and embedded across homelessness responses; 2) further early intervention and prevention responses to stop people from becoming homeless; 3) further responses for at-risk groups with an initial focus on rangatahi/young people; 4) Responding to Pacific homelessness and housing needs; 5) enhancing assessment processes and referral and information processes; 6) supporting the capability and capacity of providers; and 7) enhancing the way agencies have worked with providers during COVID-19.

Executive Summary

Homelessness in Aotearoa and progress on implementation

The context for delivering the action plan has been challenging. Housing market pressures have continued, and the impacts of COVID-19 has resulted in a sharp increase in demand for housing and housing support services. The number of people in emergency housing has increased sharply over the past 18 months and the number of people on the public housing register has increased. Māori remain over-represented in homelessness statistics.

There have been positive outcomes from the COVID-19 response too. During the initial response in 2020, Government and the sector worked closely together to respond to the complex emergency situation. Approximately 1,500 people across Aotearoa who were living without shelter or in inappropriate housing and typically hard to reach, were housed in motels and provided with wrap-around support services.

Despite these challenges, good progress has been made in implementing the 18 immediate actions in the action plan with nearly all implemented and tracking towards their targets. In the past 18 months, the action plan has delivered more transitional housing supply and a range of support services. More vulnerable individuals, families and whānau have been supported, and there is a wide range of support available.

Progress has also been made in delivering on the longer-term actions and on the key principles of the action plan. This includes providing whānau-centred and strengths-based support, embedding kaupapa Māori approaches, and supporting local approaches.

During engagement for the review, sector experts³ acknowledged that there has been an important shift in recognising the severity and urgency of addressing homelessness and providing solutions, and that the action plan and associated investment has been a critical part of this shift. Sector experts also felt that people experiencing homelessness have more options and are better supported now compared to previously.

Providers were also keen to emphasise the importance of building on the successes of the COVID-19 response, particularly in continuing effective collaboration and streamlined contracting and reporting processes. Participants highlighted the importance of supporting regional approaches and strengthening homelessness outreach services as part of integrated place-based homelessness responses.

Critical themes and areas for future focus

A significant amount has been achieved in the short period since the establishment of the action plan, however there is still much more to be done. The following critical themes from the review will inform the next period of implementation:

- an ongoing need to continue to increase housing supply as a prerequisite to addressing homelessness.
- meeting the needs of specific vulnerable groups, particularly rangatahi young people who were highlighted as a group for whom current homelessness responses are not always suitable, and who require more bespoke, tailored responses.
- addressing mental health and addiction needs for people experiencing homelessness
- strengthening homelessness prevention measures to reduce the need for emergency housing.

The next period of implementation will also continue to see momentum maintained on delivering actions already underway and work on the longer-term actions progressed. Pace of delivery will be contingent on the evolving COVID-19 situation.

At the same time, wider work across the housing system to increase the supply of affordable housing and address the underlying drivers of homelessness is also underway. This work will support delivery of the action plan objectives. The ongoing partnership with Iwi, Māori providers, and sector experts, combined with the focus on priority areas will have a significant impact on preventing and reducing homelessness over time.

³ These sector experts represented community housing providers, including Māori and Iwi housing providers, social support service providers and non-governmental organisations. Many of these stakeholders were also involved in developing the action plan.

Review of the Homelessness Action Plan

The 18-month review of the action plan was undertaken from August to October 2021. The review considered the following:

- the changing state of homelessness in Aotearoa
- how action plan activities are responding to the needs of Māori and other groups at higher risk of homelessness
- progress made to date on implementation
- broader work underway to address housing and homelessness, and critical areas for the next stages of implementation of the action plan
- tools for gathering an evidence base to understand the effectiveness and impact of the action plan.

The review has been informed by insights from Homelessness Sector Service, sector experts, from the Government agencies leading immediate actions and the cross-agency working group supporting the action plan.

Alongside insights from Iwi, Māori providers and sector experts for the review, there has been ongoing engagement with providers over the past 18-months. Insights shared through these channels and the review process resonate strongly with what was heard from claimants at the Waitangi Tribunal Kaupapa inquiry for Māori housing policy and services (Stage One - Homelessness)

Findings have also been drawn from a variety of data sources including proxy homelessness indicators in development and administrative data, including data analysis on emergency housing.

Other information sources used during this process were:

- review and synthesis of programme data and action plan reports
- insights from discussions and information provided by action plan initiative leads⁴
- insights from the Waitangi Tribunal hearings into the Wai 2750 – Housing Policy and Services Inquiry (Stage One - Homelessness): examination of homelessness policy, services and their impact.

⁴ The 18 immediate HAP initiatives are led by representatives from Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development, Corrections, the Ministry of Health, Oranga Tamariki, the Ministry of Social Development and Kāinga Ora.

Homelessness in Aotearoa New Zealand

A snapshot:

- A lack of suitable and affordable housing remains a critical barrier to addressing current homelessness in Aotearoa.
- Demand for emergency and public housing has continued to increase alongside continued impacts of COVID-19 and increasing unaffordability of the private rental market.
- Māori and Pacific peoples continue to be adversely and disproportionately impacted by homelessness.
- At least two percent of the population is living in severe housing deprivation; more whānau are in need of housing support than before 2020, some who have not previously needed it, and for longer periods of time.
- Meeting the addiction and mental health support needs of people experiencing homelessness is an ongoing challenge.
- While the last 18 months have seen progress made, continued work is needed to address housing supply and to continue to build capacity and capability to provide wraparound support services and strengthen the intersect between the housing and health systems.

There has been an important shift in the past few years in recognising the severity and urgency of addressing homelessness and providing solutions. The action plan and associated investment have been a critical part of this shift.

A range of factors have contributed to the changing context of homelessness in Aotearoa and delivery of the action plan over the past 18 months. The official measure of homelessness is derived through the census. To better understand homelessness in Aotearoa since the 2018 census, and track progress over time, proxy indicators of homelessness have been developed. These measurement tools are outlined further in the report and provided in Appendix B. These indicators shows that demand for housing and housing support services has continued to increase across the first 18 months of the action plan.

The impact of COVID-19 and response measures

The first case of the COVID-19 coronavirus was reported in New Zealand in February 2020, the same month the action plan was publicly released. The following month, Government introduced a four-tiered Alert Level system to manage COVID-19 which included the first national period of self-isolation in Level 4 (lockdown).

The initial COVID-19 outbreak in 2020 and subsequent resurgence in 2021 have significantly impacted upon homelessness in Aotearoa. Economic hardship and the social effects of COVID-19 restrictions on mobility, work and wellbeing are continuing to fuel increased demand for hardship assistance from the Ministry of Social Development and Employment (MSD) and from social service providers.

The 2020 response galvanised government agencies and the sector to work together to support the most vulnerable in Aotearoa and respond to the impacts of COVID-19. Providers have described the COVID-19 response as having been exemplary, with high-trust models in contracting and reporting and quick and responsive collaboration. Providers also noted that some clients experiencing, or at risk of homelessness, appeared to be more comfortable with coming forward for support than was observed 18 months ago.

The increased sector response to COVID-19 has also included making more support and housing places available. For example, in 2020 government worked with sector providers⁵ to support around 1,500 individuals who were vulnerably housed or experiencing other forms of homelessness, such as rough sleeping.

⁵ Sector providers are organisations that provide housing and support services to those at risk of or experiencing homelessness

Increasing demand for housing and support services

However, economic hardship and the impacts of COVID-19 restrictions are continuing to fuel increased housing vulnerability and homelessness, with many people requiring hardship assistance. For example, there has been an increase in demand for emergency housing, and in the number of people applying for public housing. The number of clients receiving their first Emergency Housing Special Need Grant has continued to rise since 2019. The average number of weeks spent in both emergency and transitional housing has also continued to rise.

Some changes have been observed in the demographics of those seeking housing and support services. Providers engaged in the review noted that financial and housing instability has reached a tipping point for some of their clients, with those on the edge of economic hardship seeking higher levels of support not previously observed. This included instances where people were employed but could not afford housing costs and yet earned too high an income to access support. Providers also saw continued severe crowding issues and housing stress in Pacific households and older people reliant on the private rental market.

The mental health of those experiencing or at risk of homelessness is also reported by providers to be different from the 2020 lockdown with more instances of mental distress observed by providers. Providers also observed the August 2021 lockdown presented ongoing challenges for vulnerable groups such as accessing food and self-isolating in over-crowded situations. Vaccination and testing issues were a new challenge some providers experienced, such as enabling access to vaccines and encouraging vulnerable groups to get vaccinated.

Suitable and affordable housing supply

Government has continued to invest in public housing with 3,900 public housing places and 1,750 transitional housing places delivered between the implementation of the action plan and August 2021. But demand continues to increase.

Above all other issues, a lack of suitable and affordable housing appears to remain the key and critical barrier to addressing and preventing homelessness in Aotearoa. A range of high-level factors across the construction sector, property and rental markets continue to impede progress.

Responding to the needs of Māori

A snapshot:

- Providers welcomed the increased engagement, focus and investment in enabling kaupapa Māori approaches and organisations but more needs to be done.
- Further provider and sector capacity and capability building is needed to ensure there is universal confidence amongst all providers about the services available to support Māori.
- The Waitangi Tribunal WAI 2750 Kaupapa Inquiry highlighted progress has been made in developing the action plan, but more work needs to be done to support and enable kaupapa Māori approaches to prevent and reduce homelessness for Māori.

The action plan recognises the long-term and intergenerational focus of Te Maihi o Te Whare - Māori and Iwi Housing Innovation (MAIHI) and the importance of working with and for Māori across the system. All action plan initiatives need to respond to Māori needs, strengths, aspirations, and principles, with four current initiatives focusing specifically on Māori.⁶ In addition to related investment through action plan initiatives, related work and investment to reduce homelessness among Māori includes:

- Whai Kāinga Whai Oranga - investment of \$380m that will deliver new housing and repairs to existing homes for Māori across Aotearoa, using the MAIHI Framework for Action. A further \$350m

⁶ There are four initiatives that focus specifically on Māori needs: 'Partner with Māori, Iwi, Hapū and Marae to Prevent Homelessness', 'Support Māori Community Housing Providers and other Māori and Iwi Providers to Expand Supply', 'Build Capacity and Capability of Māori Providers' and 'Enable and Support Kaupapa Māori Approaches and Innovative Responses to Homelessness'.

investment into infrastructure supports the immediate delivery of Whai Kāinga Whai Oranga and will create a pipeline of infrastructure enabled sites for future iwi and Māori housing delivery.

- Other funding appropriated for MAIHI - increasing housing for low-income Māori whānau; this will help prevent homelessness, at the same time as increasing the connection of whānau Māori on Māori land.

The review considered the extent to which implementation of the action plan is responsive to Māori. Responsiveness to Māori and accelerating progress towards addressing disparities in homelessness for Māori underpins the design and delivery of the action plan in order to seek measurable change for whānau, Hapū, and Iwi. This includes placing whānau at the centre of the action plan's principles and delivery, working to enable the housing aspirations of Māori and partnering with Māori to build on successful Māori-led approaches.

Progress on embedding MAIHI

Both opportunities and challenges with MAIHI are being observed. Overall, providers consider the approach as having a positive impact: they reported both higher levels of financial support now available to kaupapa Māori and Iwi housing and social support providers and more willingness to appropriately engage with Iwi and kaupapa Māori providers than before MAIHI was established.

MAIHI was generally seen as enabling progress towards addressing disparities in funding for Māori and non-Māori providers and creating more opportunities for growing these providers' capacity to support and provide housing to Māori and their whānau. In 2020/21 approximately \$16 million was directly invested in Māori housing investments through the He Kūkū Ki Te Kāinga and He Taupua funds.

Providers that are not kaupapa Māori or Iwi providers welcomed the increased engagement, investment, and focus on supporting kaupapa Māori approaches and the funding of Māori organisations that had historically been underfunded. They highlighted that their organisations are also represented by a strong Māori workforce and emphasised the importance they place on embedding principles and approaches in their services to respond to the needs of Māori experiencing homelessness.

There was also acknowledgement that not all Māori whānau choose to seek services from kaupapa Māori/Iwi providers for a variety of reasons. As such, all providers welcomed continued dialogue with government agencies and Māori/Iwi provider counterparts to ensure all services are responsive to the needs of Māori whānau should they choose to access them.

The last 18 months have seen the implementation of the MAIHI framework across the HUD-led action plan initiatives. In addition, action plan initiatives led by other government agencies and designed prior to MAIHI are utilising a variety of other methods to enable and support kaupapa Māori and Te Ao Māori approaches and principles to ensure actions are responsive to Māori.

However, it is acknowledged that further efforts are needed to ensure MAIHI informs design and delivery in all aspects of the action plan and to improve outcomes for Māori.

Insights gathered in this review from initiative leads and sector experts (both kaupapa-Māori and other providers) reflect how the action plan's implementation over the last 18 months has responded to Māori needs and aspirations:

- **Ara Poutama Aotearoa – Department of Corrections (Corrections)** is working toward enhancing responses to Māori needs across their two action plan initiatives using their Hōkai Rangi strategy,⁷ principles and service outcomes (connection to whānau and whakapapa and incorporating a Te Ao Māori world view). Ara Poutama Aotearoa is developing relationships with a number of Iwi partnering to deliver service designed by Māori for Māori and has Māori Pathways Programme across three locations.
- **The Ministry of Health (MOH)** is working to ensure that their action plan initiative (pilot services to improve transitions from acute mental health and addiction inpatient units) can demonstrate that the needs of Māori can be met effectively. The design, implementation, and service delivery of the pilots aim to incorporate the principles Mana whakahaere, Mana motuhake, Mana tangata, and Mana Māori through the engagement of and partnership with Māori, including tāngata whaiora at all levels

⁷ Hōkai Rangi focuses on prioritising the wellbeing of both the people and their whānau. Hōkai Rangi principles share strong alignment with the MAIHI framework.

and in all stages. The Ministry have included enhanced equity reporting requirements into the pilots. As a high proportion of those who have an extended stay in mental health and addictions inpatient units are Māori, it is expected that the pilots support equity of both access to services and service outcomes for Māori. Further, both pilot sites have contracted kaupapa Māori NGO service providers to deliver the wrap-around support services. The Auckland site has established a Māori governance group and the Waikato site opted to take a kaupapa Māori approach.

- **Oranga Tamariki** is working with Iwi partners to deliver their initiative (expanding housing support for young people leaving Oranga Tamariki care) by supporting their capability and capacity. Its Treaty-based partnership approach with Iwi and Māori providers aims to support tino rangatiratanga and local tikanga Māori. Oranga Tamariki is looking at how existing processes are supporting the principles of the MAIHI framework.
- **HUD's** expansion and redesign of Sustaining Tenancies embedded a commitment to supporting kaupapa Māori principles in its new service agreements and that these principles,⁸ or similar values and principles, should underpin Sustaining Tenancies delivery. More Māori/Iwi providers are now offering Sustaining Tenancy services than prior to the development of the action plan.
- **HUD** has worked to respond to Māori needs and aspirations for the lived experience initiative through engagement with Māori housing providers and Te Matapihi he tirohanga mō te Iwi Trust, the sector body for Māori housing providers, to develop the principles that guide this initiative.
- **HUD** has supported local initiatives to respond to and prevent homelessness through the Local Innovation and Partnership Fund, with over 50% of the first round of the fund being allocated to kaupapa Māori initiatives.
- **HUD's** four action plan initiatives aimed at preventing and reducing homelessness for Māori are supported by two funding streams: He Kūkū ki te Kāinga and He Taupua. These funds support supply, capacity and capability-building activities for Māori providers and Māori whānau at risk of or experiencing homelessness.

Growing the Māori housing provider sector

Māori housing providers are a key part of the solution to housing inequity and the Māori housing provider sector is increasing in size and importance. The Community Housing Regulatory Authority works within HUD to grow the sector and encourage Māori providers to demonstrate their unique tikanga and kaupapa in their social landlord activities. Between the start of 2019 and August 2021, the number of registered Māori housing providers has increased from 9 to 19 and they represent 30% of registered community housing providers.

There has also been significant increase in investment to kaupapa Māori providers for targeted initiatives addressing homelessness⁹. Funding of approximately \$65 million was invested in 2020/21 to kaupapa Māori providers (an increase from approximately \$17 million in 2018/19).

Waitangi Tribunal 2750: Housing Policy and Service Inquiry (Stage one - Homelessness)

The Waitangi Tribunal's Kaupapa Inquiry programme is designed to provide a pathway to hear nationally significant claim issues that affect Māori as a whole or a section of Māori in similar ways. Wai 2750 – Housing Policy and Services Inquiry (Stage One - Homelessness) is focusing on the Crown's policies relating to homelessness for Māori and Māori responses to those policies, including the action plan and MAIHI.

The Wai 2750 Inquiry highlighted progress made in implementing the action plan and claimants endorsed MAIHI as a strong foundation for action. However, the enquiry found that:

- Claimants want more pace and specificity of deadlines on actions in the action plan.

⁸ New principles in the redesigned service agreements include te mauri o te whānau; tikanga; whānaungatanga; manaakitanga; whakamana; and tino rangatiratanga to align to MAIHI.

⁹ These include Housing First, Rapid Rehousing, Sustaining Tenancies and Creating Positive Pathways.

- Improved partnership with Māori, particularly on policy and service design and implementation that impact Māori.
- Current processes and systems present barriers to Māori and Iwi organisations working to support vulnerable whānau.
- Housing and homelessness solutions need to be based on a Te Ao Māori framework; led by Māori for Māori; with whānau needs at the centre, and Crown capability to understand this and support these approaches.
- The Crown needs to engage more with Hapū, Iwi, providers, smaller groups, and tangata whenua with lived experience of homelessness.
- Lack of consistent/quality data is a barrier to identifying the scale and nature of the homelessness issues for Māori.

The Waitangi Tribunal's findings and recommendations will be included in a report for Stage One: Homelessness. The Wai 2750 inquiry is an opportunity to reset how the Crown works in partnership with Māori. Learnings from the Stage One inquiry on homelessness will inform work to address issues raised. It will take time for these changes to take effect but alongside the action plan, these initiatives will be critical in addressing underlying system restraints and better supporting the needs of Māori and whānau.

MAIHI Ka Ora – National Māori Housing Strategy

MAIHI Ka Ora, the National Māori Housing strategy 2021 – 2051 has a shared vision that “all whānau have safe, healthy, affordable homes with secure tenure, across the Māori housing continuum.” The strategy takes the MAIHI framework which drives a whole of system approach and elevates it to provide the strategic direction for the whole Māori housing system. MAIHI Ka Ora has been developed in partnership with Māori, through extensive engagement supported by Te Matapihi he tirohanga mō te Iwi Trust, and has identified the immediate and short term challenges facing Māori housing needed to address key priority areas.

MAIHI Ka Ora provides further opportunities to strengthen the delivery of kaupapa Māori approaches to homelessness.

Implementation over the first 18-months

A snapshot

- 18 immediate initiatives are progressing with most now implemented or tracking towards their targets despite the ongoing housing supply and COVID-19 related challenges.
- At the end of August 2021, 17 action plan initiatives were in place or underway and one is in development.
- Work is underway to progress longer term initiatives focused on prevention, supply, support, and an enabled system.
- Joined-up regional, MAIHI and place-based approaches are critical in delivering good outcomes.
- There are multiple support programmes and contractual conditions making it difficult to provide flexible, whānau-centred support.
- Feedback and review processes are being designed or are already underway for several action plan initiatives, to help improve future implementation and responses.
- The next period of implementation will prioritise work on five areas that emerged as critical through the review

Progress on the immediate actions

The immediate actions were designed to address critical points in the Government's homelessness response and put in place foundations for a longer-term approach. Since release of the action plan more individuals, families and whānau are supported and there is a wider range of options and support available.

Key progress in relation to the four action areas of *Prevention, Supply, Support, and System enablers* is outlined below. A detailed progress update on the status of each initiative is included in Appendix A.

Prevention: Individuals, families, and whānau receive the support they need so that homelessness stops happening in the first place

Action plan initiatives are creating access to housing and wrap-around support services for those who are at-risk of homelessness. Progress to date includes:

- **increasing the number of Sustaining Tenancies places:** Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development (HUD)'s primary homelessness prevention programme provides support for people to keep their tenancies. At the end of July 2021 there were 1,056 participants engaged in the programme and 396 who have completed the programme.
- **new accommodation places to support young people leaving Oranga Tamariki care:** 77 places were secured as of August 2021 and an additional 30 are underway in the coming months.
- **implementing pilots to support people leaving acute mental health and addiction inpatient units:** The Auckland pilot is in place with 11 people using the service. The Waikato pilot commenced service delivery in October 2021, with both pilots having experienced delays due to COVID-19.
- **developing new accommodation places to support women leaving prison:** 17 women entered the service at the date of the review period.
- **developing new accommodation places to support returned overseas offenders:** 12 men were placed with the Auckland and Lower North Island services.

Supply: All New Zealanders have a place to call home and the number of individuals and whānau staying in emergency accommodation is reduced

Continuing to increase housing supply is one of the longer-term initiatives in the action plan and a key focus

of Government. HUD, Kāinga Ora, and Community Housing Providers continue to work at pace to increase housing supply through the Public Housing Plan 2021-2024. Progress to date includes:

- **a continued increase in transitional housing:** 1,005 places were delivered as of February 2021, achieving the target set in the HAP. A further 2000 new transitional housing places were committed to in Budget 2020 as part of the Public Housing Plan, to be delivered by June 2022. 1,000 of these additional places were completed in November 2021.
- **investment delivered through He Kūkū ki te Kāinga:** to support Māori housing providers and other Māori and Iwi providers to expand supply. 97% of funding has been allocated to He Kūkū ki te Kāinga providers, with 67 new houses delivered for 156 individuals/whānau.

Support: Individuals and whānau experiencing homelessness move quickly into stable accommodation and access wider support to address needs

Action plan initiatives are helping to enhance the responsiveness and appropriateness of support services to better meet the diverse range of housing and wellbeing needs of whānau Māori and other groups at-risk of experiencing homelessness. Progress to date includes:

- **piloting a rapid rehousing approach:** to support individuals and whānau into permanent housing to avoid a return to homelessness. As of August 2021, 524 people engaged in the service and 159 people have been housed.
- **established Housing Brokers:** to support Ministry of Social Development (MSD) clients in emergency housing or on the Housing Register into private rental accommodation. Housing Brokers build connections with local landlords and property managers, promote MSD clients as potential tenants, and match people with housing opportunities in the private rental market. 21 housing broker roles are currently in place and have supported over 1,200 households to secure a private rental during the 2020/21 financial year.
- **embedded Ready to Rent courses:** to support people in emergency housing and increase access to private rentals. Ready to Rent programmes are now being run across all 13 MSD regions. Between April 2020 and June 2021, a total of 51 courses were run with over 350 clients completing a course.
- **established Flexible Funding package for whānau with children in emergency housing:** giving the flexibility to help families with children in emergency housing with a range of needs where other government support is not available.
- **expanded supports to more people in emergency housing:** MSD has implemented all new roles (Intensive Case Managers, Navigators, and contracted Support Services) to support people in emergency housing.

System enablers: The system supports and enables our vision and together we can address homelessness

Preventing and reducing homelessness requires everyone to work together to respond the different challenges faced in communities across Aotearoa. Progress to date includes:

- **investment delivered through He Taupua:** to support projects that build the capability of whānau trusts, Ahuwhenua trusts, Hapū, Iwi, and registered Māori housing providers. These groups take a whānau-focussed approach to deliver housing related services that assist whānau experiencing homelessness or housing insecurity.
- **completion of round one of the Local Innovation and Partnership Fund:** to support the development and implementation of local initiatives to respond to and prevent homelessness. Round one of the Fund was oversubscribed demonstrating the interest of local communities in being part of solutions that prevent and respond to homelessness. \$4.1m was committed through seven successful round one grants. Round two of the fund opened in November 2021.

Progress on longer-term actions

The action plan provides a road map for long-term solutions to be developed over 2020-2023 to continue to build on and support the local work already underway around New Zealand. Following the initial COVID-19 response, in July 2020 an additional seven longer-term actions were prioritised. Work on these and other longer-term initiatives has continued and progress to date includes:

Establishing a progressive home ownership scheme

The progressive home ownership fund to help move individuals and whānau into home ownership was established as a stand-alone programme within HUD. Applications to the fund opened in 2021.

Supporting the capability and capacity of providers delivering services

Capacity and capability of the sector remains key to delivering effective homelessness responses. Agencies continue to work with the sector to improve understanding of capability and capacity needs and explore opportunities to strengthen sector capabilities.

Strengthening homelessness early intervention and prevention measures

Better identifying and addressing the needs of those at-risk of homelessness is key to making the system shift required to achieve the action plan vision. Work is progressing to better address underlying drivers of homelessness and protect those most at-risk.

Developing homelessness responses for cohorts at risk of homelessness including rangatahi/young people, Pacific peoples, older people, and people with disabilities

Low incomes, discrimination, and lack of access to suitable properties are common challenges faced and work is progressing to develop responses for at-risk groups. This includes building on data and evidence to better understand challenges and needs and link closely with work underway across Government and the sector.

There continues to be a lack of targeted housing supports for rangatahi/young people. Rangatahi/young people (15 to 24 years old) are recognised as being at greater risk of experiencing homelessness due to the unique challenges they face alongside the general barriers of homelessness. Specific challenges include the shortage of age-appropriate housing supply, services and supports, discrimination, disconnection, lack of support and knowledge to navigate existing services, and lower incomes. HUD is taking a flexible, cohort-led approach to quickly increase rangatahi/youth focused transitional housing. HUD are working closely with experienced providers to deliver transitional housing throughout the country for this cohort.

Strengthening supported housing approaches

This review has highlighted the need to assess supported housing approaches to ensure they are appropriately addressing the needs of people experiencing homelessness. This review work is underway alongside a review of the Housing First programme and work on emergency housing.

Strengthening place-based homelessness assessment, referral, and information processes

Supporting and enabling local approaches is one of the key principles of the action plan. Delivering better outcomes for individuals and whānau requires working closely with communities through a place-based approach to understand need. Several agencies have developed regional place-based models to support action plan initiatives.

Case Study: Rotorua

Delivering better outcomes for families and whānau requires working closely with those communities through a place-based approach to understand need and appropriate responses. Several agencies have developed regional place-based models to support action plan initiatives.

The Rotorua Housing Taskforce* was established in March 2021 to develop options for providing better support and outcomes for people living in emergency housing motels in Rotorua, particularly families and whānau with children. As a result of this work, a suite of changes has been developed to meet urgent housing need in Rotorua. These changes include:

- HUD contracting specific motels to provide emergency accommodation, with an initial focus on families and whānau with children
- providing better supports through HUD contracting additional wrap-around support services to meet the needs of the families in those contracted motels and MSD improving supports available for those remaining in the current Emergency Housing-Special Needs Grant (EH-SNG) funded places
- the implementation of Te Pokapū – a Rotorua Housing Hub to strengthen assessment and placement processes for emergency housing clients and co-locate relevant services.

The Rotorua pilot supports five of the longer-term initiatives and will provide a platform to build and learn from as implementation of the action plan continues.

* Members include representatives from Rotorua Lakes Council, Te Arawa Iwi and officials from HUD, MSD, KO, and Te Puni Kōkiri. Police Officials and the Lakes District Health Board have also participated in some of the discussions.

Critical themes and areas for future focus

While a significant amount has been achieved in the first 18-months of the action plan, insights from the review have highlighted areas where further work is needed. Critical themes have emerged from the review:

- There is an ongoing need to continue to increase housing supply, as a prerequisite to be able to address homelessness.
- Iwi and Māori experts emphasised how supporting and growing Māori providers is key to delivering kaupapa Māori approaches.
- Meeting the needs of specific vulnerable groups was highlighted as an ongoing area of need, with rangatahi young people highlighted as a group for whom current homelessness responses are not always suitable, and who require more bespoke, tailored responses.
- Addressing health (particularly mental health and addiction) needs for people experiencing homelessness was identified as an area where further work is needed.
- Alongside work to improve the emergency housing system, it is important to strengthen homelessness prevention measures too, which will in time reduce the need for emergency housing.
- Engagement participants highlighted the importance of supporting regional approaches and strengthening homelessness outreach services as part of integrated place-based homelessness responses.
- Providers were keen to emphasise the importance of building on the successes of the COVID-19 response, particularly in continuing effective collaboration and streamlined contracting and reporting processes.

Existing work underway will not address all of the themes and areas of need identified through the review. The next period of implementation will prioritise work on five areas that emerged as critical through the review:

- strengthening the Homelessness Sector to be more responsive to the needs, issues and challenges experienced by Māori and building the capacity of organisations to provide Kaupapa Māori approaches and solutions to reduce homelessness for Māori
- ongoing delivery of public and transitional housing supply
- support for rangatahi young people experiencing, or at risk of homelessness
- improving access to health and mental health and addiction support for people experiencing homelessness
- strengthening prevention measures aimed at improving the use of emergency housing over time.

Focus will also remain on maintaining momentum on delivering the immediate and longer-term actions already underway and focus on improving delivery of the action plan including strengthening partnership with the sector and providers.

Work will continue on other actions, but on a longer-term track, with the pace of implementation contingent upon the capacity of Government agencies and the sector from 2022 onwards, and on the evolving COVID-19 situation.

HUD will continue work with Te Matapihi he tirohanga mō te Iwi Trust and Arohanui ki te Tangata¹⁰ to engage with Māori providers to identify and address the ongoing barriers, challenges, issues and solutions regarding homelessness for Māori. HUD will also continue to work with Te Matapihi he tirohanga mō te Iwi Trust and Community Housing Aotearoa in their role as Homelessness Sector Services to engage with people with lived experience of homelessness.

Delivery through the next 18-months of the action plan will also be supported by wider work across the housing system to increase the supply of affordable housing, reset the housing and urban system, and address the underlying drivers of homelessness. This work will have a significant impact upon preventing and reducing homelessness over the longer-term and supporting the action plan's objectives.

¹⁰ Arohanui ki te Tangata is a national collective of Māori housing providers

Broader work addressing housing and homelessness

A snapshot

- Work continues across the sector and government to address the drivers of homelessness and the limitations in the wider housing system.
- A significant amount of work is underway to help improve the housing and urban development system; improve the supply of affordable housing options including the provision of Māori housing; and to address homelessness.
- These changes will have an impact on homelessness and supporting the action plan's objectives, but this will take time.

Since the action plan was released an increasing amount of activity has been underway to improve the housing and urban development system; improve the supply of affordable housing options and lift in the provision of Māori housing; and to address homelessness. These changes are expected to improve housing outcomes for people in need, but change will take time.

Improving the housing and urban development system

The Government Policy Statement – Housing and Urban Development (GPS-HUD) was published in October 2021 and provides a shared vision and direction for housing and urban development in Aotearoa New Zealand. The GPS-HUD will help align the work of both government agencies and the private sector, supporting the housing and urban development system to work toward realising an enduring set of outcomes. It takes a multi-decade outlook with outcomes for people, communities, the economy, and the built and natural environments. A key principle of the GPS-HUD is partnering in responding to homelessness and housing need.

Responding to homelessness and housing need for Māori

Significant work is underway to shape responses to homelessness and housing need for Māori. The Māori and Iwi Housing Innovation - Framework for Action (MAIHI) continues to be implemented and embedded across the system, through MAIHI Ka Ora – the National Māori Housing Strategy and the MAIHI Ka Ora implementation plan.

The implementation plan will identify key areas of alignment with the action plan and focus areas of work to progress, in better embedding kaupapa Māori principles and practice in delivery of the action plan.

There has also been a significant commitment to accelerating and improving Māori-led housing solutions through the \$380 million Whai Kāinga Whai Oranga investment, announced as part of the Budget 2021 package.

Increasing housing supply

The lack of affordable housing supply, whether public housing or private rental market housing, continues to be a critical restraint in placing people experiencing homelessness into a long-term and sustainable housing solution. Significant work is underway to increase housing supply and affordable housing options.

Initiatives underway include the release of the Public Housing Plan 2021-24 with an additional 6,000 new public houses and 2,000 transitional housing places delivered by June 2024; and development of the Government Housing Package to speed up the pace and scale of new supply. This includes the \$3.8 billion Housing Acceleration Fund, a set of funds and programmes to accelerate delivery of new housing supply and affordable housing.

These broader work programmes point to a shift towards a more collaborative systems-level approach. While various providers observed progress made over the last 18 months towards more consultative and reflective responses and practices, they cautioned that continued, urgent work is needed to address housing supply and to continue to build the capacity and capability to provide wraparound support services.

Ongoing measurement of progress of the Action Plan

A snapshot

- Measuring change achieved through the action plan requires a collective and ongoing effort that builds on the partnership approach across Government agencies, iwi and the sector.
- A set of tools has been developed to build an evidence-based understanding of how the action plan is tracking towards its vision that homelessness is rare, brief, and non-recurring.
- The HAP outcomes framework is a conceptual visualisation of the action plan itself and was developed to be clear about what outcomes the action plan aims to achieve at a system level.
- The 'state of homelessness' proxy indicators provides information on the state of and changes in the housing sector (as a proxy for homelessness) over time
- The HAP indicator framework assesses action plan progress and impact at the initiative level.
- The refinement of these measurement tools will continue in collaboration with partner agencies.

To support government and agencies to understand impact of the action plan and effectiveness of individual initiatives, the action plan is monitored, reviewed, and reported on regularly. The *Improving Evidence and Data on Homelessness* initiative (one of the 18 immediate actions) is building a comprehensive evidence and data system for homelessness by:

- understanding the extent and causes of homelessness
- working in partnership across government and with the wider sector to improve data on homelessness
- evaluating and reviewing the action plan and its initiatives.

To enable review and evaluation of the action plan and its initiatives, HUD and partnering agencies are developing a set of tools to help understand progress towards the action plan's vision. These measurement tools are the HAP outcomes framework, the state of homelessness proxy indicators, and the HAP indicator framework.

HUD will continue to work with agencies, Homelessness Sector Services, sector experts and providers to further develop these tools through the *Improving Evidence and Data on Homelessness* initiative.

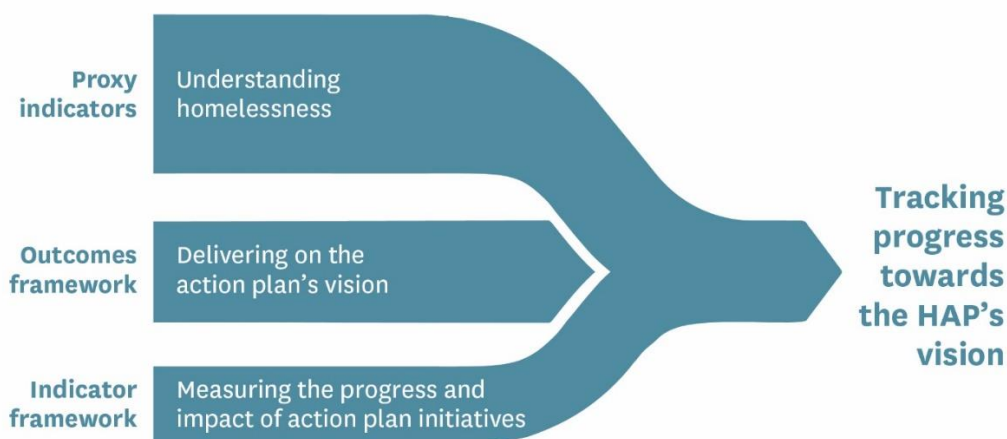


Figure 2 – Overview of tools to measure the Aotearoa Homelessness Action Plan

Tracking progress towards the action plan's vision - Outcomes framework

The outcomes framework illustrates how the action plan's vision and expected high-level outcomes are underpinned by the plan's principles and approaches, action areas and individual actions. The action plan places individual initiatives across four action areas (prevention, supply, support and system enablers). These initiatives and their action areas are interconnected and collectively contribute to the action plan's expected high-level outcomes. The outcomes are grouped into four high-level, long-term outcome areas.

The framework does not include outcomes or expected changes resulting from broader housing system policy and service delivery initiatives that are not part of the action plan. Over time, the action plan and these broader initiatives will collectively make positive contributions towards the Government's ambition that everyone in New Zealand has a place to call home and the support they need to thrive in their home.

HAP Outcomes Framework

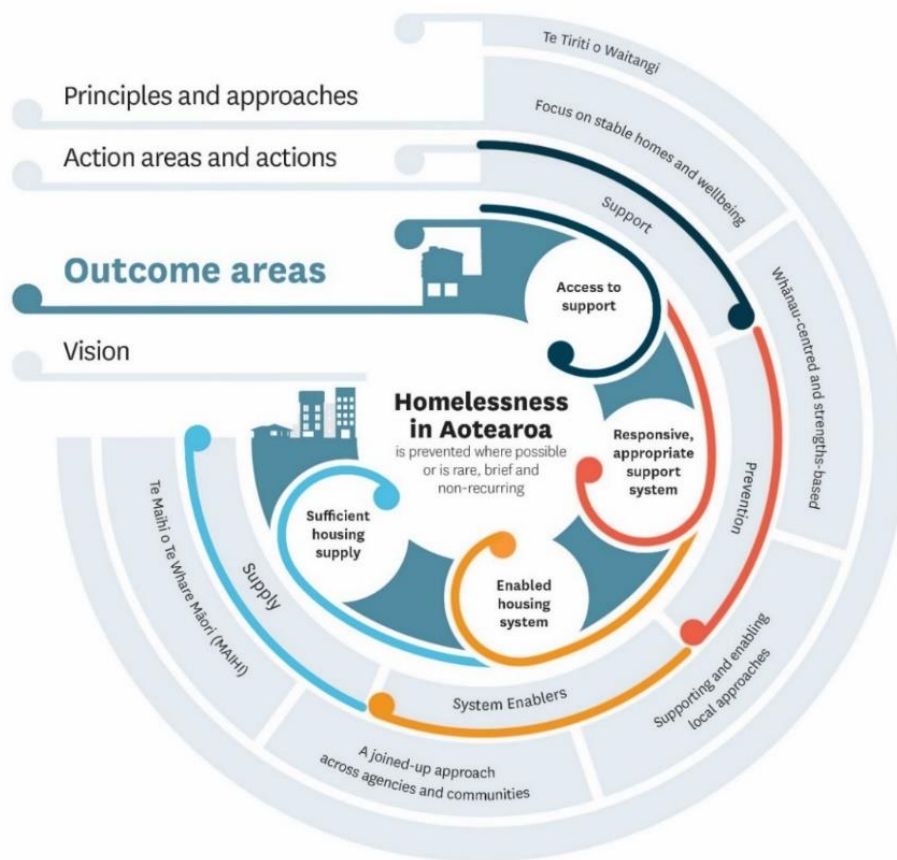


Figure 3 – Outcomes Framework for the Aotearoa Homelessness Action Plan

Understanding homelessness – Proxy indicators

To better understand homelessness in Aotearoa and to track system-level changes across the housing sector over time, HUD has developed draft set of indicators using housing data (Appendix B). The proxy indicators are a first attempt to provide this system-level view based on available data. HUD will continue to develop these indicators, including developing a population-level measure of homelessness, with others through the *Improving Evidence and Data on Homelessness* initiative.

Measuring the progress and impact of initiatives – Indicator framework

The indicator framework enables an assessment of the overall impact and progress of the action plan towards the high-level outcomes (as presented in the Outcomes framework), as well as the impact of each initiative. It identifies the expected short and medium-term outcomes for each initiative and how these

outcomes are being measured (via indicators).

Ongoing monitoring, review, and evaluation of the action plan

It is intended that initiatives in the action plan are monitored, reviewed, and reported on regularly. Reviews and evaluations of both the overall action plan and its individual initiatives aim to help government, providers and support services improve collective understanding of the scale of homelessness, assess what progress is being made on the action plan towards mitigating homelessness, and identify areas for improvement to provide more effective homelessness responses.

It is intended that all monitoring, reviews and evaluations of the action plan and its initiatives consider responsiveness to Māori through, for example, supporting kaupapa Māori research approaches. An evaluation of phase one of the action plan will take place throughout the rest of phase one of the plan to assess effectiveness and impact using the set of tools described above and other information collection methods. This will inform future phases of the action plan beyond 2023.

Appendix A: Status of Immediate Actions as at August 2021

The 18 immediate actions will support over 10,000 individuals and whānau with an investment of over \$300 million. This is in addition to the significant investment in increasing public housing and MAIHI Ka Ora – Māori Housing Strategy. The plan also includes longer-term actions to be developed over the next three years and future phases of the action plan. The table below summarises the status of the 18 immediate actions in the Aotearoa New Zealand Homelessness Action Plan.

PREVENTION



Individuals, families and whānau receive the support they need so that homelessness stops happening in the first place

Prevention actions work to ensure individuals and whānau receive the support they need so that homelessness stops happening in the first place. Pathways into homelessness are varied, and there are many touch points where people are interacting with other government agencies or other organisations in their communities.

Support at the right time can prevent someone from becoming homeless or needing emergency housing. Immediate actions will help people address issues that put their tenancies at risk and support people at points where they are at risk of homelessness. In the longer-term, agencies will continue to embed prevention responses and work to better coordinate services so that no one falls through gaps in support.

Action (and responsible Agency)	Description and expected outcome	Status update February 2021	Status update August 2021
Partner with Māori, Iwi, Hapū, and marae to prevent homelessness through whenua-based initiatives (HUD)	<p>The focus of this initiative is on prevention of homelessness among Māori through whenua-based initiatives. These whenua-based activities aim to identify and reduce system barriers at the local level, enable further housing delivery and support whānau Māori into housing solutions.</p> <p>Expected Outcome Areas:</p> <ul style="list-style-type: none"> • Sufficient housing supply • Responsive, appropriate support system 	<p>In place</p> <p>HUD continues to work with a number of Iwi and Hapū groups who own or have access to whenua Māori.</p> <p>Examples of whenua-based initiatives aiming to prevent homelessness that have been progressed through this action include investment in the Te Rūnanga o Whaingaroa Mahi Taha Taha Project placing 12 self-contained cabins in the mid-to-far North for use as Transitional mobile homes with the introduction of COVID-19 Alert Levels; and the Te Whānau a Maruhaeremuri Hei Kāinga mo Maru Project, which involved relocating and refurbishing three homes on freehold Māori whenua, completing full services to five homes, enabling the development of wrap-around housing support services through a kaupapa Māori based approach, appointment of a Project Manager and arrangement of contracts with required tradespeople.</p> <p>The He Taupua fund application round closed in November 2020, with 37 applicants successful in being awarded funding. These investments will support the implementation of MAIHI by strengthening the delivery of kaupapa Māori approaches, through building the capability of whānau and Ahuwhenua Trusts, Hapū, Iwi, and registered Māori housing providers.</p>	<p>In place</p> <p>HUD continues to work with a number of Iwi and Hapū groups who own or have access to whenua Māori.</p> <p>Investment is being delivered through the He Taupua fund to support projects that build the capability of whānau trusts, Ahuwhenua trusts, Hapū, Iwi, and registered Māori housing providers.</p> <p>These groups utilise kaupapa Māori approaches to deliver housing related services that assist whānau experiencing homelessness or housing insecurity.</p> <p>100% of funding has been allocated, with 58 of the 106 contracted deliverables achieved to date. There has been an increase from 9 Māori housing providers at the start of 2019, to 19 as of August 2021.</p>
Redesign and expand Sustaining Tenancies (HUD)	<p>This initiative redesigns and expands Sustaining Tenancies. Sustaining Tenancies provides tailored support to assist people with a range of needs such as mental health and addiction, budgeting, or homecare in order to maintain existing tenancies.</p> <p>Expected Outcome Areas:</p> <ul style="list-style-type: none"> • Access to support • Responsive, appropriate support system 	<p>In place</p> <p>All thirty-three successful providers have begun delivering the re-designed Sustaining Tenancies service. 2,071 places were contracted from 1 July 2020.</p> <p>As at the end of February 2021, 1,002 people had been accepted into the Sustaining Tenancies service, 647 households were engaged in the service, and 147 households had successfully completed the service having sustained their tenancy.</p>	<p>In place</p> <p>The revised target of creating 2,150 additional Sustaining Tenancies places by June 2021 has been achieved. As at the end of July 2021, there were 1,056 engaged participants in the programme and 396 who had successfully completed the programme.</p> <p>Funding to support 200 additional places has been identified within the original budget and work has commenced to progress this opportunity. These additional places will target areas with little or no service coverage for whānau Māori tenants.</p>

Action (and responsible Agency)	Description and expected outcome	Status update February 2021	Status Update August 2021
Expand housing support for young people leaving Oranga Tamariki care (OT)	<p>This initiative extends supported living placements to eligible young people leaving Oranga Tamariki care, or youth justice, to support a more gradual transition into adulthood.</p> <p>Expected Outcome Areas:</p> <ul style="list-style-type: none"> • Sufficient housing supply • Responsive, appropriate support system 	<p>In place</p> <p>Since August 2020, a new procurement strategy has been implemented with an aim to expand supported accommodation to regions where there has previously been low availability.</p> <p>There have been delays in sourcing places due to COVID-19 and pressures in the housing market.</p> <p>As at February 2021, 45 placements are available for eligible young people.</p>	<p>In place</p> <p>As of August 2021, Oranga Tamariki have delivered 77 placements. Up to 30 additional places are due to come online in the coming months.</p> <p>More places are due to be rolled out in the next 6 months, predominantly in the South Island to better address the previously mentioned low availability areas.</p> <p>COVID-19 and the constraints of the housing market continue to impact pace of delivery, but this action is on track to meet the target of 158 places across 4 years.</p>
Improve transitions from acute mental health and addiction inpatient units (MOH)	<p>This initiative seeks to develop a pilot programme to help strengthen and improve housing and wraparound responses of Mental Health Inpatient Units when discharging service users/tāngata whaiora who have experienced or are at risk of homelessness back into the community.</p> <p>Expected Outcome Areas:</p> <ul style="list-style-type: none"> • Sufficient housing supply • Access to support • Responsive, appropriate support system 	<p>Underway</p> <p>While project timeframes had to change due to the impact of COVID-19, the MOH has confirmed a new project timeline and is taking assertive steps to bring the project back on track.</p> <p>Housing supply and services for cohorts at risk of homelessness following release from health services are being procured by Auckland and Waikato DHBs (district health boards). Auckland and Waikato DHBs are due to have services operational by May 2021.</p>	<p>In place</p> <p>In the last six months this initiative has come into place, with the Auckland and Waikato pilot services now operational following delays experienced due to the COVID-19 Delta outbreak further impacting the health system.</p> <p>In the three months it has been operational, the Auckland service has engaged with 11 clients.</p>
Support women/wāhine who are leaving prison (Corrections)	<p>This initiative seeks to provide safe and stable accommodation with reintegration support services for women/wāhine leaving prison.</p> <p>Expected Outcome Areas:</p> <ul style="list-style-type: none"> • Sufficient housing supply • Responsive, appropriate support system 	<p>In place</p> <p>Thirteen women had entered this service as they transitioned from prison to the community.</p> <p>Historically, this service has only accepted referrals from women serving a sentence of imprisonment over two years. This funding under the Homelessness Action Plan has enabled Corrections to accept referrals for women serving sentences under two years, as well as emergency placements for women who are under management after being released.</p>	<p>In place</p> <p>Since the February report, four additional clients have entered the service bringing the total to 17 women across Te Aroha and Hamilton.</p> <p>The number of women in prison has been steadily reducing over the past year. With the prison population dropping, this cohort of eligible women is also reducing.</p>
Support returned overseas offenders who are homeless (Corrections)	<p>This initiative provides accommodation and support for returning overseas offenders with high and complex needs deported or returned to New Zealand.</p> <p>Expected Outcome Areas:</p> <ul style="list-style-type: none"> • Sufficient housing supply • Responsive, appropriate support system 	<p>Underway</p> <p>Contracts have been agreed with providers in Auckland and Manawatu. Both services will be accepting referrals from 1 March 2021.</p> <p>Procurement is underway with providers to begin delivering services in Christchurch and Hamilton.</p> <p>Delays in the commencement of this action were experienced due to issues sourcing appropriate supply. Corrections has worked with providers to adapt requirements to enable them to source suitable accommodation and ensure that participants receive effective support.</p>	<p>Underway</p> <p>12 men have been placed with the Auckland and Lower North services, following 1 March 2021 commencement dates. The third service, Christchurch, is on track to be in place before the end of the 2021 calendar year. There is also work being done towards expanding the Auckland service.</p> <p>Securing appropriate and suitable locations that fit with local planning requirements remains a challenge currently.</p>

SUPPLY



All New Zealanders have a place to call home, the use of motels for emergency housing is reduced

There needs to be enough houses for people to call home. Increasing public housing and affordable housing is a key part of any response to homelessness, and crucial to the success of the plan. Despite the significant investment already made, demand for public housing is increasing faster than new supply and, in some locations, new supply is needed urgently.

Action is needed now to reduce the number of individuals and whānau currently staying in emergency accommodation. Immediate and longer-term actions will focus on increasing supply of different types of housing, with a focus on working with Māori Community Housing providers and other Māori and Iwi providers.

Action (and responsible Agency)	Description and expected outcome	Status update February 2021	Status update August 2021
Urgently increasing supply to reduce the use of emergency accommodation (HUD, KO, MSD)	This initiative seeks to urgently increase the supply of transitional housing places to help reduce the use of emergency accommodation such as motels. Transitional housing provides individuals, families, and whānau with a warm, dry, safe place to live and wraparound services while they are supported in finding longer-term accommodation. Expected Outcome Areas: <ul style="list-style-type: none"> Sufficient housing supply 	Delivered This action was delivered in February 2021 with 1,005 places made available across New Zealand. A regional breakdown of places made available is as follows: Northland (41 places); Auckland (514 places); Bay of Plenty (72 places); Waikato (52 places); East Coast (53 places); Taranaki (2 places); Central (32 places); Wellington (99 places); Nelson/Tasman (17 places); Canterbury (88 places); and Southern (35 places). In the wake of the initial COVID-19 lockdown there was a significant increase in demand for emergency housing. This increase has levelled off and the further 2000 new transitional housing places committed to in Budget 20 as part of the COVID-19 recovery will mean more families and individuals will have access to warm, safe, dry homes with wraparound support. Providers have been funded to support those in Emergency Accommodation.	Delivered This action was delivered in February 2021 with 1,005 places made available across New Zealand. Continuing to increase new build housing is one of the longer-term actions in the action plan and agencies continue to work at pace to increase supply. Through the Public Housing Plan 21-24 we have committed to delivering another 2,000 transitional housing places by June 2022. 1000 of these additional places have been delivered as of November 2021. Agencies are continuing to work at pace to deliver the next 1,000 places by June 2022.
Support Māori Community Housing Providers and other Māori and Iwi providers (HUD)	The focus of this initiative is on supporting Māori Community Housing Providers to expand their services and use land for transitional housing and long-term housing in areas of greatest need of homelessness support. Expected Outcome Areas: <ul style="list-style-type: none"> Sufficient housing supply Responsive, appropriate support system 	In place Since August 2020, HUD has funded 11 projects that are helping Māori and Iwi providers to increase housing supply. We are also progressing 38 applications through the He Taupua fund that will support capability to increase supply. Some examples of funding contributions under this action: <ul style="list-style-type: none"> Investment in an Iwi social housing project that includes providing wrap-around support that attends to homelessness Support for the necessary investigations, project establishment, feasibility concept design, building consents, resource consent and financial feasibility required for funding applications needed to support the building of six homes; and Assistance to support project management of a Hapū social housing project using a kaupapa Māori approach to working with whānau to increase housing supply and help address homelessness. 	In place Investment delivered through He Kūkū ki te Kāinga to support Māori housing providers and other Māori and Iwi providers to expand supply. 97% of funding has been allocated to He Kūkū ki te Kāinga providers, with 67 new houses delivered for 156 people/whānau. Some examples of funding contributions under this action: <ul style="list-style-type: none"> Investment in an Iwi social housing project that includes providing wrap-around support that attends to homelessness; Support for the necessary investigations, project establishment, feasibility concept design, building consents, resource consent and financial feasibility required for funding applications needed to support the building of six homes; and Assistance to support project management of a Hapū social housing project using a kaupapa Māori approach to working with whānau to increase housing supply and help address homelessness.

SUPPORT



Individuals and whānau experiencing homelessness move quickly into stable accommodation and access wider social support to address needs.

Through the action plan more support will be provided for individuals and whānau experiencing homelessness to move as quickly as possible into stable accommodation and access wider social agencies. Some individuals and whānau require more support to navigate through the system of organisations and services designed to help. Support provided should involve identifying and addressing a range of individuals' needs, including any need for on-going assistance. The approach to working with people will be culturally appropriate and tailored to individuals and whānau.

Housing First will continue to be the core response to chronic homelessness.

Action (and responsible Agency)	Description and expected outcome	Status update February 2021	Status update August 2021
Pilot a rapid rehousing approach (HUD)	<p>This initiative pilots a Rapid Rehousing approach. The Rapid Rehousing Trial aims to help individuals, family, and whānau quickly exit homelessness, return to permanent housing in the community, and maintain their tenancies. The Rapid Rehousing approach is being trialled by existing Housing First and homelessness support services providers.</p> <p>Expected Outcome Areas:</p> <ul style="list-style-type: none"> • Access to support • Responsive, appropriate support system 	<p>Underway</p> <p>As at the end of February 2021, 342 households had been engaged in the service and 140 households had been successfully housed. We are expecting to meet the 549 households engaged in the programme by the end of June 2021.</p> <p>Most providers have completed contracts to deliver the service. There are four outstanding regions to be contracted, including two regions (Gisborne and Taupō) that are additional to the original procurement approach and are being negotiated because of the COVID-19 response. Extended delays in the contracting of the two outstanding regions included in the original procurement approach (Wellington and Rotorua), are related to provider capacity.</p>	<p>In Place</p> <p>The Rapid Rehousing initiative is in place as of August 2021. With 524 people engaged in the service and 159 people housed, the initiative is on track to meet the target output of 549 contracted places within the Rapid Rehousing pilot by December 2021. Services were delayed due to COVID, and as experienced with previous new services, there has been a slow uptake.</p> <p>Most providers have completed contracts to deliver the service. Two new regions have been added since the last public report - Rotorua and Gisborne were contracted from 1 July 2021.</p>
Expand supports to all people in emergency housing (MSD)	<p>This initiative extends Intensive Case Management services and navigation services to a broader cohort of people who are receiving Emergency Housing Special Needs Grants over 7 days.</p> <p>Expected Outcome Areas:</p> <ul style="list-style-type: none"> • Access to support • Responsive, appropriate support system 	<p>In place</p> <p>This action is now operating as business-as-usual within MSD. 25 Intensive Case Manager roles were implemented and these staff have worked with approximately 1300 clients at the end of December 2020.</p> <p>A further 31 Navigator roles were implemented. Navigators have worked with approximately 600 clients at the end of December 2020.</p> <p>An evaluation of these services is underway and will be conducted over 2021. The evaluation will investigate the extent to which these services improved the overall wellbeing and stability of those in Emergency Housing, and how they engage with the housing system and sustain housing in the long-term.</p>	<p>In place</p> <p>This action is now operating as business-as-usual within MSD, with 25 Intensive Case Manager roles in place. Over 11,700 unique clients accessed either the ICM or Navigator services (or both) between September 2019 and June 2021.</p> <p>Early findings from the initiative evaluation confirm that clients in Emergency Housing see obtaining a secure rental as the biggest goal and success factor (whether that be public housing or private rental). The fact that there is limited housing stock available meant MSD received mixed reviews in relation to how effective the service is.</p> <p>However, staff and contracted support agencies can see the difference it makes in clients – who are generally more confident engaging with the system (as difficult as it is), maintaining their current accommodation, and are able to access their entitlements and necessary supports to maintain some level of wellbeing.</p>

Action (and responsible Agency)	Description and expected outcome	Status update August 2020	Status update August 2021
Introduce housing broker roles (MSD)	This initiative will help people in emergency housing and on the public housing register who cannot sustain a tenancy. Expected Outcome Areas: <ul style="list-style-type: none"> • Access to support • Responsive, appropriate support system 	In place MSD implemented 21 Housing Brokers roles by May 2020, and they continue to work to find properties for clients.	In place This action is now operating as business-as-usual within MSD. 21 Housing Brokers roles were implemented by May 2020, and they continue to work to find properties for clients. Housing Brokers have built connections with local landlords and property managers, promoting MSD clients as potential tenants, and matching clients with housing opportunities in the private rental market. Approximately 3,600 clients were referred to the Brokers by staff, though not all of these were ready to sustain a rental. Over 1,200 households were assisted to secure a private rental by the Housing Brokers over the 2020/21 financial year.
Better prepare people for private rental (ready to rent programmes) (MSD)	The Ready to Rent initiative aims to prevent homelessness by partnering with NGOs to deliver a nationally recognised and standardised programme; providing clients with the necessary education, practical skills, and confidence they require to secure and sustain tenancies in the private rental market. Expected Outcome Areas: <ul style="list-style-type: none"> • Access to support • Responsive, appropriate support system 	Underway Ready to Rent programmes were piloted in four regions by 31 August 2020 and were extended across a total of 8 regions by the end of 2020. Plans are underway to get courses running in the remaining 3 regions by April 2021, and to continue running repeat courses across the regions. By the end of 2020, 15 different Ready to Rent courses had been run with approximately 100 people having had participated in the courses around the country. Based on the data available, around 40 of these participants have since found a private rental property.	In Place This action is now operating as business-as-usual within MSD. A total of 51 courses were run between 1 April 2020 and 30 June 2021. These programmes were spread across 9 regions. Nearly 800 clients were referred as a potential candidate for the course, and over 350 clients completed a course. Since then, courses have now been run in all 13 MSD regions. Generally, all attendees of the course are staying in Emergency Housing, and a significant number have gone on to secure private rentals in the weeks or months following. For example, five Taranaki families were able to secure a home before Christmas 2020 after taking part in the region's first Ready to Rent programme in November.
Flexible funding package for whānau with children in emergency housing (MSD)	The flexible fund initiative gives the flexibility to help families with children in emergency housing with a range of needs, where other government support is not available. It will help keep children connected with school, early childhood education and other activities important for their wellbeing – for example by paying for transport to school Expected Outcome Areas: <ul style="list-style-type: none"> • Access to support • Responsive, appropriate support system 	In place The Flexible Funding Assistance Programme went live from 2 November 2020. This funding can cover needs related to education, early childhood or other activities required for the family's wellbeing. Funding is provided through NGO suppliers who pay for the required goods and/or services on the family's behalf.	In place Initial intentions in 2019 were for this fund to be used for one-off needs or payments specific to one child or family. Over time, this has been adapted to recognise the wider-scale challenges and disadvantage children staying in motels are facing. Flexible funding has covered extra-curricular activities, or activity packs for children during lockdown. The impacts on families and the increased expenses that come from being dislocated from usual networks are wide ranging and always changing. Flexible funding allows for provision of things 'out of the ordinary' to the usual benefit system that help children engage positively and enable moments of 'normality' amongst the challenges of living in EH.

SYSTEM ENABLERS



The system supports and enables our vision and together we can address homelessness

Preventing and reducing homelessness, requires everyone to work together to respond to the different challenges faced in communities around New Zealand. The system needs to support and enable the action plan vision and together we can address homelessness. Actions focussed on building the capability and capacity of the workforce are a crucial component of any response, along with collaboration and better data and information on homelessness.

Action (and responsible Agency)	Description and expected outcome	Status update February 2021	Status update August 2021
Create a local innovation and partnership fund (HUD)	<p>This initiative creates a local innovation and partnership fund (LIPF). The LIPF supports local initiatives to respond to and prevent homelessness.</p> <p>Expected Outcome Areas:</p> <ul style="list-style-type: none"> • Access to support • Enabled housing system 	<p>Underway</p> <p>In December 2020, three applications from round one of the Local Innovation and Partnership Fund were approved in principle to receive full funding, and a further four were approved in principle to receive contributory funding.</p> <p>Grant funding condition negotiations began in January 2021 with all 7 successful applicants. Four of the seven applicants are Kaupapa Māori organisations, two focus on the Rainbow community, and one seeks to address youth homelessness. Several of the applications directly address the needs of people affected by long-term homelessness and offer new and tailored strategies to disrupt the cycle of homelessness for communities that experience discrimination and isolation. Others focus on building capability and capacity, increasing Kaupapa Māori leadership or developing local strategies to respond to homelessness.</p> <p>The next round of funding is expected to open mid-2021.</p>	<p>In Place</p> <p>Six of the seven applicants for round one of the Local Innovation and Partnership Fund have their initiatives underway.</p> <p>The Minister agreed to a revised timeline for opening round two, due to the impact of the August 2021 COVID-19 community outbreak and the subsequent alert level changes on homelessness and social care providers capacity to respond to the fund and develop applications. The opening of the Fund has therefore been delayed and will now open for applications in November 2021.</p>
Build capacity and capability of Māori providers (HUD)	<p>The focus of this initiative is to build the capacity and capability of Māori providers and services working with Māori experiencing homelessness.</p> <p>Expected Outcome Areas:</p> <ul style="list-style-type: none"> • Sufficient housing supply • Responsive, appropriate support system 	<p>In place</p> <p>HUD has continued to support Iwi and Māori providers and organisations with funding to build capability. As part of the He Taupua fund that closed in November, 37 projects (out of 48 eligible applications) were approved for funding. The last of the grant agreements from this funding round are in the process of being executed and the first payment instalments are being made.</p>	<p>In place</p> <p>HUD has continued to support Iwi and Māori providers and organisations with funding to build capability.</p> <p>Investment is being delivered through the He Taupua fund to support projects that build the capability of whānau trusts, Ahuwhenua trusts, Hapū, Iwi, and registered Māori housing providers.</p> <p>These groups utilise whānau-centred kaupapa Māori approaches to deliver housing related services that assist whānau experiencing homelessness or housing insecurity.</p> <p>100% of funding has been allocated, with 58 of the contracted deliverables achieved to date. There has been an increase from 9 Māori housing providers at the start of 2019, to 19 as of August 2021, because of He Taupua funding.</p>

<p>Enable and support Kaupapa Māori approaches (HUD)</p>	<p>The focus of this initiative is on enabling organisations to take Kaupapa Māori approaches in developing and delivering services to achieve Māori housing and wellbeing outcomes.</p> <p>Expected Outcome Areas:</p> <ul style="list-style-type: none"> • Sufficient housing supply • Responsive, appropriate support system 	<p>Underway</p> <p>Funding has been provided to Māori providers who are delivering kaupapa Māori services and programmes that attend to homelessness. The current contracts are progressing well and continue to provide support to whānau Māori.</p> <p>HUD continues to socialise MAIHI and the value of kaupapa Māori approaches with other agencies associated with the implementation of the Homelessness Action Plan.</p>	<p>In place</p> <p>100% of funding has been allocated, with 58 of the contracted deliverables achieved to date. There has been an increase from 9 Māori housing providers at the start of 2019, to 19 as of August 2021, as a result of He Taupua funding.</p> <p>Investment is being delivered through the He Taupua fund to support projects that build the capability of whānau trusts, Ahuwhenua trusts, Hapū, Iwi, and registered Māori housing providers. These groups utilise whānau-centred kaupapa Māori approaches to deliver housing related services that assist whānau experiencing homelessness or housing insecurity. The current contracts are progressing well and continue to provide support to whānau Māori.</p> <p>HUD continues to socialise MAIHI and the value of kaupapa Māori approaches with other agencies associated with the implementation of the Homelessness Action Plan.</p>
<p>Ongoing involvement of people with lived experience of homelessness (HUD)</p>	<p>This initiative will set up meaningful ongoing engagement of people with lived experience of homelessness to provide insights, views and voices within Government policy, evaluation, design, and delivery work on homelessness at a local, regional, and national level.</p> <p>Expected Outcome Areas:</p> <ul style="list-style-type: none"> • Responsive, appropriate support system • Enabled housing system 	<p>Under development</p> <p>HUD and Homelessness Sector Services have established key principles underlying the engagement and we will now work together on a plan for implementation.</p>	<p>Under development</p> <p>HUD continues to work with Homelessness Sector Services to develop and progress towards implementation of this initiative. A proposal to design and deliver a model to gather voices of lived experience has been agreed to, with procurement activity planned. This activity will commence in February 2022.</p>
<p>Improve evidence and data on homelessness (HUD)</p>	<p>The data and evidence initiative seeks to build a comprehensive, fit for purpose, evidence, and data system for homelessness, and deepen understanding of what responses work, for whom and under what circumstances.</p> <p>Expected Outcome Areas:</p> <ul style="list-style-type: none"> • Responsive, appropriate support system • Enabled housing system 	<p>Under development</p> <p>HUD continues work with Homelessness Sector Services on advancing the Data Partnership Project. This Project aims to deliver the necessary database, processes, and systems for achieving this action.</p> <p>A framework for monitoring the state, driving forces and pressures that lead to homelessness has been completed ahead of the 18-month review of the Action Plan.</p>	<p>Underway / Under development</p> <p>The 'Data Partnership Project' referred to in the February 2021 update has now been superseded by the Data & Evidence Initiative work programme. HUD continues to work with HSS to progress the Data & Evidence work programme to deliver improved evidence and data on homelessness. This includes developing the tools to measure progress towards the action plan's vision.</p>

Appendix B: Estimates of Homelessness - Proxy Indicators

These proxy indicators are grouped across the four components of the action plan's vision – that homelessness is prevented where possible, rare, brief and non-recurring. The desired change or goal for each component of the vision is also presented. The proxy indicators compare data from March 2019 before the action plan was established against subsequent years. These proxy indicators will continue to be developed as a part of the *Data and Evidence Initiative*.

Prevented where possible		Number of people newly homeless or in housing need			Goal: Decrease the number of people becoming homeless or in housing need	
Indicator	Year ending Mar 2019	Year ending Mar 2020	Year ending Mar 2021	Tracking	What this shows	
Number of tenancy tribunal applications (March quarter)	–	1,050	1,145	↑	The number of tenancy tribunal applications increased in the March quarter 2021 compared to the previous year.	
Percentage of tenancy tribunal applications for rent arrears (March quarter)		67.88%	56.69%	↓	The proportion of applications for rent arrears decreased between the 2020 and 2021 March quarter.	
Number of new applicants that entered the Public Housing Register (rounded)	19,700	23,900	23,300	–	The number of new applications that entered the Public Housing Register varied between 2019, 2020 and 2021. <i>The Public Housing Register includes both the Housing Register and Transfer Register. A client can enter the Register more than once over a year but will only have one current application at a time.</i>	
Number of distinct clients who had their first EH SNG	9,060	11,721	15,063	↑	The number of distinct clients receiving their first EH SNG has continued to rise since 2019.	
Rare		Overall numbers experiencing homelessness or in housing need			Goal: Decrease the overall number of people experiencing homelessness or in housing need	
Indicator	Year ending Mar 2019	Year ending Mar 2020	Year ending Mar 2021	Tracking	What this shows	
Total number of applicants on the Public Housing Register	13,473	19,620	28,176	↑	The number of applicants on the Public Housing Register has been increasing since March 2019. <i>The number of applicants on the Housing Register is subject to change, as people come on and off the register, and as their circumstances change.</i>	
Percentage of applicants on the Public Housing Register who identify as Māori	45%	47%	49%	↑	There has been an increasing proportion of applicants on the Housing Register who identify as Māori.	
Number of distinct clients who were granted an EH SNG	10,986	15,927	22,527	↑	The number of households granted an EH SNG has continued to rise since 2019. <i>This data is the total individual clients granted an EH SNG.</i>	
Brief		The time spent homeless or in housing need			Goal: Decrease days spent experiencing homelessness or in housing need	
Indicator	Year ending Mar 2019	Year ending Mar 2020	Year ending Mar 2021	Tracking	What this shows	
Median number of days to house an application from the Public Housing Register (March quarter)	90	122	159	↑	The median number of days to house an application from the Public Housing Register has been increasing since 2019.	
Average number of weeks spent in Transitional Housing	13.8	16.7	20.5	↑	The average time people spent in Transitional Housing has been increasing since 2019.	
Average number of consecutive weeks spent in emergency housing	4.3	6.7	10.2	↑	The average number of weeks people have consecutively spent in emergency housing has been increasing over time. <i>Average consecutive weeks data is based on the client's most recent grant within a period. They may have had multiple grants in a period.</i>	
Non-recurring		Repeat homelessness or housing need			Goal: Decrease returns to homelessness or housing need	
Indicator	Year ending Mar 2019	Year ending Mar 2020	Year ending Mar 2021	Tracking	What this shows	
The percentage of EH SNG spells where the client had a subsequent spell begin within 90 days	8.8%	9.7%	8.2%	–	The percentage of repeat EH SNG spells between 2019, 2020 and 2021 varied. <i>A spell is the amount of time a client receives a EH SNG. After 4 weeks with no grants, a new spell in emergency housing is begun if the client reenters the system.</i>	

