

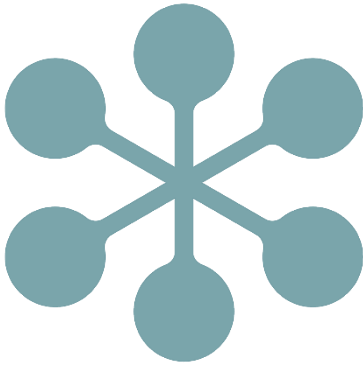
Litmus

**Final summative and formative evaluation
report on the Homelessness Action Plan
(HAP)**

For Te Tūāpapa Kura Kāinga / Ministry of
Housing and Urban Development

22 January 2025





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Report terminology

| Term | Explanation |
|---|--|
| Arohanui ki te Tangata | National Māori collective of Iwi, hapū and Māori organisations who hold Housing First contracts to lead a Tangata Whenua response to ending homelessness. |
| Community Housing Aotearoa (CHA) | Community Housing Aotearoa is the peak body for Aotearoa’s community housing sector. |
| Community Housing Provider (CHP) | Community Housing Provider is an organisation registered with the Community Housing Regulatory Authority (CHRA) to provide long-term, affordable and appropriate homes for people who need them. |
| Emergency housing | Temporary accommodation for individuals and whānau who do not have anywhere to live; provided for up to seven days and extended in individual circumstances. |
| The Emergency Housing Special Needs Grants (EH-SNG) | The Emergency Housing Special Needs Grants’ purpose is to help individuals and families with the cost of staying in short-term emergency accommodation (motels, hostels, campsites, etc.). |
| The Government Policy Statement on Housing and Urban Development (GPS-HUD) | GPS-HUD sets a direction for housing and urban development in Aotearoa New Zealand; released by the Government in September 2021. |
| He Ara Hiki Mauri | A \$25 million investment to support the delivery of a tangata whenua-led response to homelessness. Arohanui ki te Tangata leads delivery, supported by Te Matapihi. |
| He Kūkū Ki Te Kāinga | A fund for projects to increase the number of Māori-led housing supply projects. |
| He Taupae Fund | A fund for projects to contribute to increasing the technical skills and resources of Māori organisations to build housing on their whenua. |
| He Taupua Fund | A fund for projects that strengthen Māori organisations’ ability to deliver kaupapa Māori housing on their whenua. |
| Homelessness | Homelessness includes rough sleeping, people without shelter, emergency and temporary accommodation, and living in overcrowded and uninhabitable housing. |
| Homeless Sector Support Services | A HUD contracted service comprising Te Matapihi he tirohanga mō te Iwi Trust and Community Housing Aotearoa |
| Housing First | Housing First is the primary response to chronic homelessness, supporting people experiencing chronic homelessness for more than 12 months who have high, multiple and complex needs, and need intensive ongoing support to stay housed and achieve their goals. |
| Ministry of Housing and Urban Development (HUD) | Te Tūāpapa Kura Kāinga/the Ministry of Housing and Urban Development. HUD shapes the strategies and work programmes for housing and urban development in Aotearoa New Zealand. |
| Kāinga Ora | Homes and Community. Kāinga Ora provides tenancy services to customers and their whānau, owns and maintains nearly 69,000 public houses, provides home ownership products and other services, and delivers urban developments. |
| Kaimahi | Worker |

| Term | Explanation |
|---|---|
| Intensive Case Management (ICM) | Intensive Case Management are employed by MSD and work out of Work and Income offices. They assess and approve MSD entitlements, advocate for clients receiving the EH-SNG, refer clients to external services, and access additional funding. |
| Local Innovation Partnership Fund (LIPF) | A fund of \$16.6 million that responds to and prevents homelessness. LIPF enables Māori providers, hapū, iwi, community groups, non-government organisations and local councils to work together on initiatives to address system gaps and improve support or prevention tailored to needs in that area. |
| Māori and Iwi Housing Innovation Framework (MAIHI) | Te Maihi o te Whare Māori - Māori and Iwi Housing Innovation Framework (MAIHI) is a framework and strategy to change the housing system to deliver better solutions for Māori through kaupapa Māori approaches. The four aspects of MAIHI are: <ol style="list-style-type: none"> 1. MAIHI framework for Action was released by HUD in August 2020. 2. MAIHI Ka Ora (the National Māori Housing Strategy) was released in September 2021. 3. MAIHI Implementation plan was released in September 2021 4. MAIHI partnership programme. |
| Manaakitanga | Kaupapa Māori principle from MAIHI – Key mechanism of engaging and building relationships (New Zealand Government, 2020a, p34). |
| Mana motuhake | Mana motuhake: enabling the right for Māori to be Māori (Māori self-determination), to exercise their authority over their lives, and to live on Māori terms and according to Māori philosophies, values and practices, including tikanga Māori. |
| The Ministry of Social Development (MSD) | The Ministry of Social Development; Te Manatū Whakahiato Ora. MSD assesses client eligibility for public housing and manages the public housing register. MSD is also responsible for assessing and providing a range of housing-related financial assistance, including the Accommodation Supplement and EH-SNG. |
| Oranga Tamariki | Ministry for Children. Oranga Tamariki supports any child in New Zealand whose wellbeing is at significant risk of harm now or in the future. Oranga Tamariki also works with young people who may have offended or are likely to offend. |
| Progressive Home Ownership Fund | Progressive Home Ownership Fund (\$400 million). The fund supports Progressive Home Ownership providers to fund homes and partner with individuals, families and whānau in a rent-to-buy, shared equity or leasehold arrangement. |
| Public Housing | Housing owned or leased by Kāinga Ora or CHPs for households on the Housing Register. |
| Public Housing Register | The Public Housing Register contains applicants not currently in public housing who have been assessed by MSD as eligible and ready to be matched to a suitable property. |
| Rainbow communities | A broad umbrella term that covers people from a diversity of sexual orientations, gender identities and expressions, and sex characteristics. |
| Rangatahi | Young people |
| Tāngata whaiora¹ | Tāngata whaiora can be people of any age or ethnicity seeking wellbeing or support, including people who have recent or current experience of distress, harm from substance use or harm from gambling (or a combination of these). Tāngata whaiora include people who have accessed or are accessing supports and services, and also includes people who want mental health or addiction support but are not accessing supports or services. |

¹ [Guide-to-language-in-He-Ara-Awhina.docx \(live.com\)](#)

| Term | Explanation |
|---|---|
| Te Matapihi he tirohanga mō te iwi Trust (Te Matapihi) | Te Matapihi He Tirohanga Mo Te Iwi Trust is the independent national peak body for Māori housing. |
| Te Mauri o te whānau | Kaupapa Māori principle from MAIHI – Enabling the life force, an essence for revival and fulfilment, to be sustained in wellbeing (New Zealand Government, 2020a, p34). |
| Te Puni Kōkiri | Te Puni Kōkiri is the government’s principal policy advisor on Māori wellbeing and development. |
| Tikanga | Kaupapa Māori principle from MAIHI – doing things right, being in the right place at the right time (New Zealand Government, 2020a, p34). |
| Tino rangatiratanga | Kaupapa Māori principle from MAIHI - self-determination of self-sufficiency through creating your own sense of belonging (New Zealand Government, 2020a, p34). |
| Transitional Housing | Temporary accommodation for individuals and whānau who do not have anywhere to live; provided for an initial 12 weeks and may be extended. Rangatahi/youth transitional housing is offered for up to 52 weeks. |
| Te Tiriti o Waitangi (Te Tiriti) | Te Tiriti o Waitangi (the Treaty of Waitangi) is considered to be the founding document of Aotearoa New Zealand. As a Treaty partner, the government’s role is to partner with and support Māori to deliver solutions for Māori, and empower local communities to achieve Māori housing and wellbeing outcomes. |
| WAI 2750 | The Waitangi Tribunal's Housing Policy and Services Kaupapa Inquiry hears outstanding claims and grievances concerning housing policy and services. Stage One of the Inquiry focused on Crown strategies and policies to reduce Māori homelessness from 2009 to 2021 |
| Whai Kāinga Whai Oranga | Whai Kāinga Whai Oranga is a four-year, \$730 million commitment to speed up the delivery of Māori-led housing. |
| Whakamana | Kaupapa Māori principle from MAIHI – empowering whānau intergenerationally (New Zealand Government, 2020a, p34). |
| Whanaungatanga | Kaupapa Māori principle from MAIHI – delivering services for Māori through a whakapapa lens (New Zealand Government, 2020a, p34). |

Executive summary

Evaluation overview

In 2019, the growing number and needs of people experiencing homelessness triggered the urgent development of a cross-government agency action plan. In February 2020, the Homelessness Action Plan (HAP) was launched. The HAP's vision is 'Homelessness in New Zealand is prevented where possible or is rare, brief, and non-recurring.'

The HAP intended to improve housing and wellbeing outcomes of individuals, families, and whānau who are at risk of or experiencing homelessness. The HAP was underpinned by six guiding principles and structured by four action areas (prevention, supply, support, and system enablers) comprised of immediate and longer-term actions. The HAP was implemented between 2020 and 2023. After HAP's release, implementation pivoted to respond to the impact of COVID-19 lockdowns and severe weather events had on increasing the number of people needing emergency housing.

In 2023, Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development (HUD) commissioned Litmus to undertake a formative and summative evaluation of the HAP. To carry out the evaluation, we completed:

- nine scoping interviews to understand evaluation needs
- reviewed relevant documents to understand the progress and outputs achieved
- 38 key stakeholder interviews from cross-sector government agencies, sector representatives and service and housing providers
- seven workshops to understand considerations for future homelessness work.

Evaluation findings

Intended HAP outputs and targets were mainly met

Most stakeholders agreed the four HAP areas were appropriate for taking immediate actions to decrease homelessness. However, in responding to the growing numbers of people experiencing homelessness due to COVID-19 and other factors, they perceived the HAP as focused on managing rather than preventing homelessness.

By 2023, the immediate HAP actions were delivered or underway, with most set targets met and positive outputs and outcomes for people receiving services and support. HAP's target of 10,000 individuals and whānau being supported was achieved. Across the immediate actions:

- **Immediate prevention actions** supported some groups at risk of homelessness, including Māori, young people, women leaving prison and returned overseas offenders.
- **Immediate supply actions** achieved their targets of increasing transitional housing supply and supporting Māori housing supply. The supply actions did not meet the level of housing demand.
- **Immediate support actions** contributed to more social and navigation support for people experiencing homelessness. People who used the services reported increased confidence, increased capability to find and retain housing, housing security, improved connections, and, for a few, a return to education and employment.

- **Immediate system enabler actions** strengthened Māori and local partnerships to respond to local communities, increased Māori housing providers' capacity and capability, and improved evidence and data on homelessness. Ongoing work is needed to strengthen frontline workforce capacity and capability and data on the diversity of people experiencing homelessness. Learning approaches were also needed to inform the HAP's implementation.

For the longer-term HAP actions, initial scoping and development work has started:

- **Prevention work** has started on early interventions and prevention measures for at-risk groups (i.e., Māori, disabled people, older people, Pacific peoples, Rainbow and ethnic communities).
- **Supply work** is underway to increase public and transitional housing, transitional and supported housing for rangatahi, explore options for affordable and private rentals, and create the Progressive Home Ownership fund to help people move towards ownership.
- **Support work** has focused on the pilot of Rapid Rehousing, the continued rollout of Housing First and undertaking the Supported Housing and Emergency Housing reviews.
- **System enablers work** continues building Iwi and Māori providers and other housing providers' capability and capacity and improving assessment and referral pathways.

Stakeholders acknowledged HAP's value and challenges

HAP's launch created a national, consistent, cross-government agency response to address homelessness. The HAP offered sector representatives and housing and service providers a useful tool when engaging with government agencies. The HAP and allocated investment enabled the development of innovative pilots and new initiatives and the expansion of existing initiatives. These initiatives would not have occurred without the HAP.

Differing perspectives exist about the value of a homelessness action plan. Most government agency stakeholders noted the action plan was appropriate to respond rapidly to the increasing number and growing needs of people experiencing homelessness. In contrast, some sector representatives described the HAP response as siloed and programme-centric – focused on managing homelessness through increasing emergency and transitional housing spaces rather than a whānau-centred pathway to long-term secure housing.

Confusion also exists about HAP's role relative to wider housing strategies (e.g., GPS-HUD, MAIHI Ka Ora, Fale mo Aiga – Pacific Housing Strategy and Action Plan, and other housing strategies such as Kāinga Ora and MSD and Ara Poutama Aotearoa). This confusion creates uncertainty about the value of a short-term action plan compared to developing a long-term homelessness strategy.

Alignment with HAP principles can be strengthened

Stakeholders perceived HAP's underpinning principles as appropriate and relevant. However, the principles were not fully embedded in the design and implementation of the actions due to HAP's short-term focus and systemic implementation barriers (e.g., a lack of affordable housing supply and limited access to mental health, addictions and wellbeing services).

Te Tiriti o Waitangi: The HAP was not developed in partnership with Māori. The HAP is seen as having a cultural component added on rather than underpinning it. Some HAP actions contributed to capability building and funding for Māori-led solutions. The Wai 2750 inquiry provided feedback to strengthen HAP's implementation.

Kaupapa Māori approaches: More work is needed to embed MAIHI Ka Ora principles to meet Te Tiriti obligations. Confusion exists about the relationship between MAIHI Ka Ora and the HAP. Understanding of MAIHI Ka Ora and cultural competency varies across government agencies and

housing providers. Therefore, applying MAIHI Ka Ora principles will likely vary across the HAP actions.

Whānau-centred and strengths-based: Many HAP actions focused on individuals rather than whānau. Some stakeholders felt the HAP did not adequately address the diversity of people experiencing homelessness. The perception that HAP focused on managing homelessness (e.g., getting people into temporary housing) was not seen as strength-based in seeking long-term solutions tailored to people's strengths and aspirations.

Focus on stable homes and wellbeing: The lack of affordable housing meant people could not be offered long-term houses. Further, barriers exist to accessing health and wellbeing support services (e.g., mental health and addiction services).

Supporting and enabling local approaches: The Local Innovation Partnership Fund and He Taupae and He Taupua funds enabled local approaches. Sector representatives and service provider stakeholders noted the support for local approaches is inconsistent across the HAP actions. The role of local authorities in implementing HAP varies.

A joined-up approach across agencies and communities: Cross-agency governance and working groups were set up at the national level to oversee and progress the HAP. Over time, their interactions decreased. Constructive engagement with peak bodies, CHA and Te Matapihi enabled a platform for input and discussion. Further, work is needed to ensure people with lived experience of homelessness meaningfully participate in decisions impacting them.

Conclusions

The HAP has delivered its intent against the agreed immediate actions and set targets. The HAP has created a foundation and insights to continue to build on to prevent and reduce homelessness in Aotearoa New Zealand.

More work is needed. A long-term (20 years) and well-resourced prevention and whānau-centred action plan is needed linked to GPS-HUD's vision and framed on the Kaupapa Māori principles in MAIHI Ka Ora. Creating clearer links to these strategic frameworks will place long-term focus on families, whānau and individuals having secure, safe, healthy, affordable homes that enable their aspirations. Further, enacting the guidance of MAIHI Ka Ora will enable government agencies to meet the Crown's obligations as a Te Tiriti partner.

Ongoing work is needed to continue to strengthen implementation enablers:

- Improving partnership with Māori on strategy, policy, service design and implementation and engaging with hapū, Iwi, Māori providers, smaller groups, and tangata whenua with lived experience of homelessness.
- Ongoing strengthening of cross-government agency and sector governance and leadership
- Ongoing long-term funding and trialling new funding approaches
- Ongoing support of locally-led approaches and responses and meaningful engagement with people experiencing homelessness
- Continuing to build workforce capacity and capability and ensuring their safety and support
- Removing process and system barriers to Māori and Iwi organisations supporting whānau Māori
- Improving data quality to identify the scale and nature of the homelessness issues for Māori and inform evidence-based policy decision-making
- Continuing to build knowledge and data with learning mechanisms.

Evaluation context

A home is essential to wellbeing

A home offers a sense of belonging and community, safety and security. A stable and affordable home provides a platform for recovery, employment, education, and community participation (New Zealand Government, 2020a).

Homelessness is a significant issue in Aotearoa New Zealand

In Census 2018, more than 102,000 people were identified as experiencing homelessness,² about 2% of Aotearoa New Zealand's population. Māori, Pacific peoples, and young people have the highest rates of severe housing deprivation³ (Amore, Viggers & Chapman, 2021). Other groups at risk of homelessness and overrepresented in homelessness statistics are refugees, rainbow community/takatāpui, disabled people, and people with mental health and addiction needs (New Zealand Government, 2020a).

Multiple factors influence homelessness in Aotearoa New Zealand

A range of complex and intersecting factors cause homelessness (Figure 1). Homelessness is driven by structural factors (e.g., institutional racism and discrimination) and system failures (housing shortages, rising rents, high cost of living, welfare support issues, poverty). Housing unaffordability and high emergency housing demand considerably impact homelessness in Aotearoa, New Zealand (Laing, Steven, & Nissanka, 2018). Many pathways to homelessness exist. A change in individual and family circumstances can lead to homelessness (e.g., loss of income, health or mental health issues, experiences of family violence, trauma, addictions) (New Zealand Government, 2020a).

Figure 1: Drivers and causes of homelessness across Aotearoa New Zealand



² Numbers are based on the New Zealand definition of homelessness and includes people 'sleeping rough' on the street or in cars, people in temporary accommodation such as a motel or caravan, people staying with another household (e.g., couch surfing), or those living in uninhabitable housing that lacks basic amenities like electricity. [Ariā - Standards \(stats.govt.nz\)](https://stats.govt.nz/)

³ In this report, we have used the term homelessness. However, when referring to documents that use the term severe housing deprivation, we have used this term (e.g., Amore et al., 2021).

Source: New Zealand Government, 2020a, p20

For Māori, colonisation has and continues to impact their experience of homelessness. For Māori, homelessness is not simply a lack of physical shelter. Māori have a collective definition of home linked to interconnected cultural relationships of individuals, families, and communities connected to land, water, ancestors, animals, culture, languages, and identities (Pihama et al., 2018).

People's experiences of homelessness vary. Women's experiences of homelessness are distinct from those of men and less visible (Allen and Clarke, 2022). Experiences of homelessness also differ for trans and non-binary people, disabled people, and older people (New Zealand Government, 2020a).

In 2019, growing demand triggered the need for a cross-agency response

In 2019, the number of people on the public housing register increased from 8,703 in June 2018 to 12,309 in June 2019.⁴ The number of people receiving Emergency Housing Special Needs Grants (EH-SNG) more than doubled from 9,243 in June 2018 to 23,574 in June 2019.⁵

The growing demand and needs of people experiencing homelessness triggered the urgent development of a cross-government agency action plan. Before the development of the Aotearoa New Zealand Homelessness Action Plan (HAP), no cross-agency strategy or action plan existed to create a cohesive response to people experiencing homelessness. While several government initiatives existed, feedback indicated a siloed and fragmented response across government agencies (New Zealand Government, 2020a).

In 2019, HUD co-designed HAP working with government agency partners, including Ministry of Social Development (MSD), Oranga Tamariki, Ministry of Health (MOH), Kāinga Ora, and Ara Poutama Aotearoa (Department of Corrections).

The draft action plan was developed by reviewing research, international responses, and data. A series of cross-agency hui, interviews with Māori providers, seven community engagement hui and two hui with people with lived experience were held to gain input into the action plan.

In February 2020, the HAP was launched

The HAP's vision is '*Homelessness is prevented where possible or is rare, brief, and non-recurring*' (New Zealand Government, 2020a). The HAP intended to improve housing and wellbeing outcomes of individuals, families, and whānau who are at risk of or experiencing homelessness. HAP's focus was to develop actions to address the immediate needs of people experiencing homelessness and set long-term foundations to reduce homelessness in Aotearoa New Zealand.

The HAP was the first phase of a deliberate cross-agency and sector response. At a government level, HUD, MSD, Oranga Tamariki, MOH, Kāinga Ora, and Ara Poutama Aotearoa implemented the HAP actions. One or more government agencies led HAP's immediate and longer-term actions. HUD also worked closely with the Homeless Sector Support Services comprising Te Matapihi he tirohanga mō te Iwi Trust (Te Matapihi)⁶ and Community Housing Aotearoa (CHA)⁷.

⁴ [housing-register-june-2023.xlsx \(live.com\)](#)

⁵ [quarterly-benefit-fact-sheets-national-benefit-tables-june-2023.xlsx \(live.com\)](#)

⁶ [Te Matapihi](#) is the national peak body for Māori housing. Their moemoeā (vision) is 'He mana kāinga, he kāinga ora - Thriving Māori whānau.'

⁷ [CHA](#) is a peak body for housing providers across Aotearoa New Zealand. Their vision is 'every New Zealander is well-housed in a warm, safe, dry and affordable home'.

With an initial investment of over \$300 million, HAP provided funding across a wide range of initiatives. For initiatives focused on Māori housing, it drew on two funding streams – He Kūkū ki te Kāinga and Progressing the Pipeline of Māori housing, including the He Taupua⁸ and He Taupae⁹ funds. This HAP investment was in addition to ongoing work to increase public housing and the continued rollout of Housing First (New Zealand Government, 2023). The HAP was implemented between 2020 and 2023.

The HAP is underpinned by six principles (Table 1)

Table 1: A summary of HAP’s six guiding principles

| Principles | Description (New Zealand Government, 2020, p.5). |
|---|---|
| Te Tiriti o Waitangi | The Government’s role is to partner with Māori to deliver solutions for Māori and empower local communities to achieve Māori housing and wellbeing outcomes. The Government’s role is to transform their systems, policies, and services to work better for Māori. |
| Whānau-centred and strengths-based | A whānau-centred approach refers to a culturally grounded, holistic approach to improving the wellbeing of whānau and addressing individual needs within the whānau context. |
| Focus on stable homes and wellbeing | Preventing and reducing homelessness involves long-term sustainable housing solutions and uses rapid rehousing approaches to create permanent housing to improve people’s wellbeing. |
| Kaupapa Māori approaches | Kaupapa Māori approaches, as set out in Te Maihi o te Whare Māori - Māori and Iwi Housing Innovation Framework (MAIHI), support the implementation of the HAP to address Māori housing aspirations. HAP actions support the capacity, capability, and infrastructure building of Iwi and Māori organisations delivering services. |
| Supporting and enabling local approaches | The HAP supports local communities in developing locally tailored, culturally appropriate, and evidenced-informed solutions to homelessness. Local approaches involve local authorities, regional government representatives, non-governmental organisations (NGOs), service providers, Iwi, and other community groups. |
| A joined-up approach across agencies and communities | Addressing the complex drivers of homelessness requires agencies, providers and communities to collaborate to create support systems and housing that lead to equitable outcomes. |

⁸ Funds projects that strengthen Māori organisations’ ability to deliver kaupapa Māori housing on their whenua

⁹ Funds projects that increase the technical skills and resources of Māori organisations to build housing on their whenua.

The HAP has four action areas (pillars)

The HAP comprised immediate and longer-term actions across the four areas

The HAP outlined 18 immediate and longer-term actions targeting the four areas to move toward the vision (i.e., prevention, supply, support and system enablers). HAP's immediate 18 actions were intended to support over 10,000 individuals and whānau. The actions in HAP drew on existing or amended initiatives (e.g., Housing First), new initiatives or pilots (e.g., Rapid Rehousing) or initiatives set up separately from the HAP (e.g., Progressive Home Ownership).

The four action areas noted in the HAP were (New Zealand Government, 2020a, p.35):

1. **The prevention action area** focused on supporting people at risk of homelessness, enabled by the system and agencies working together.
 - This area involved actions on partnering with Iwi, hapū, marae and Māori organisations; enhancing Sustaining Tenancies; expanding housing support for people leaving Oranga Tamariki care; supporting people leaving acute mental health and addiction inpatient units; supporting women leaving prison; and supporting returned overseas offenders.
2. **Supply action area** focused on everyone having a home and reducing reliance on emergency housing.
 - This area involved actions on increasing the supply of transitional and public housing and supporting Māori and Iwi providers with funding for transitional and long-term housing.
3. **Support action area** focused on people experiencing homelessness moving quickly into stable accommodation.
 - This area involved actions on piloting a rapid rehousing approach, introducing housing broker roles, preparing people for private rentals, establishing flexible funding packages for whānau and children in emergency housing, and supporting people in emergency housing.
4. **System enablers action area** focused on strengthening systems and the capacity and capability of government agencies, providers, Iwi and Māori organisations to work together supported by people who have experienced homelessness.
 - This area involved creating a Local Innovation Partnership Fund (LIPF), building the capacity and capability of Māori providers, enabling kaupapa Māori approaches, involving people with lived experience of homelessness, and improving data and evidence on homelessness.

Appendix 1 contains the HAP outcomes framework to track progress toward the HAP's vision (figures 1 and 2).

In 2022, three HAP actions were added

After HAP's release, the implementation environment significantly changed. The 2020 COVID-19 lockdown and subsequent lockdowns and lack of available houses led to a significant increase in people experiencing homelessness. Since 2019, the number of people on the public housing register doubled from 12,309 in June 2019 to 24,717 in June 2023 (Ministry of Social Development, 2023a). The number of people seeking an EH-SNG peaked in September 2020 at 44,580. In June 2023, the number seeking an EH-SNG was 32,700, compared to 23,574 in June 2019.¹⁰

After 18 months, a mid-way review reassessed HAP priorities (New Zealand Government, 2021b), reflecting the challenges and changes in the implementation context. As a result, three new actions

¹⁰ [quarterly-benefit-fact-sheets-national-benefit-tables-june-2023.xlsx \(live.com\)](#) – supplementary sheet – last five years

were added: homelessness outreach services, expanding transitional housing and supporting housing for young people and rangatahi. These actions received Budget 2022 funding (New Zealand Government, 2022b):

- \$20 million to develop supported housing service for rangatahi with high and complex needs
- \$20 million to expand the supply of transitional housing places for rangatahi
- \$10 million to provide the delivery of Homelessness Outreach Services.

Funding was also allocated to system enablers to support kaupapa Māori approaches. In December 2022, the Government announced \$25 million investment to support the delivery of He Ara Hiki Mauri – a tangata whenua-led response to homelessness. Mana motuhake is a guiding principle of He Ara Hiki Mauri in recognising the strength and ability of whānau to achieve their aspirations. Arohanui ki te Tangata¹¹ leads the delivery of He Ara Hiki Mauri supported by Te Matapihi.

The HAP contributes to national-level housing strategies

Stage One of the Wai 2750 Waitangi Tribunal inquiry found the Crown breached Te Tiriti obligations

In July 2019, the Waitangi Tribunal formally initiated the WAI 2750 Kaupapa inquiry into Māori Housing Policy and Services (WAI 2750). In March 2021, stage one of the WAI 2750 housing tribunal hearing began on grievances concerning housing policy and services.

Stage One of the inquiry found the Crown breached Te Tiriti obligations. The Waitangi Tribunal Report (2023) presents the intergenerational trauma experienced by whānau Māori due to the lack of new housing supply, the poor quality of existing housing and the unaffordability for Māori to rent their home. Claimants shared the adverse impacts of this trauma on whānau Māori, hapū and Iwi, including poor health and mental health, lack of safety and security, socio-economic impacts, separation of whānau from their whenua, destabilising whānau, hapū and Iwi identities.

The HAP was developed before the Wai 2750 Waitangi Tribunal commenced. The insights from the Waitangi tribunal hearings have informed the development of the Government Policy Statement on Housing and Urban Development (GPS-HUD).

The HAP contributes to the GPS-HUD

In 2021, GPS-HUD set out a vision and direction for housing and urban development in Aotearoa New Zealand, over the next 30 years. The vision is 'Everyone in Aotearoa New Zealand lives in a home, and within a community, that meets their needs and aspirations' (New Zealand Government & Ministry of Housing and Urban Development, 2021, p. 5). GPS-HUD notes the priority of supporting people experiencing homelessness to access and sustain housing through implementing the immediate and long-term actions of the HAP.

Appendix 2 presents an overview of the strategy.

HAP contributes to and is guided by MAIHI Ka Ora

In August 2020, after the release of HAP, Te Maihi o te Whare Māori - Māori and Iwi Housing Innovation Framework ([MAIHI](#)) was released. MAIHI is a framework and strategy to change the

¹¹ Arohanui ki te Tangata was established as the national Māori collective of Iwi, hapū, and Māori organisations that deliver Housing First services.

housing system to deliver better solutions for Māori through kaupapa Māori approaches. The vision is 'All whānau have safe, healthy, affordable homes with secure tenure, across the Māori housing continuum'. The four components of MAIHI are:

1. MAIHI framework for Action puts Māori at the heart of Aotearoa New Zealand's housing narrative, acknowledges the history of Māori housing and responds to these needs through kaupapa Māori approaches—released in August 2020.
2. MAIHI Ka Ora (the National Māori Housing Strategy) was developed alongside GPS-HUD and sets out the vision, principles, and workstreams for Māori housing—released in September 2021.
3. MAIHI Implementation Plan focused on what needs to happen over the next three to four years to move towards the MAIHI Ka Ora vision—released in September 2021.
4. MAIHI Partnerships Programme is intended to make it easier for hapū, Iwi, and Māori housing providers to access support from different government agencies for Māori-led housing projects.

Kaupapa Māori principles in Maihi Ka Ora are intended to guide the HAP. The following kaupapa Māori principles are intended to drive HAP's design and the implementation of all actions:

- Mauri: Enabling the life force, an essence for revival and fulfilment to be sustained in wellbeing
- Whakamana: Empowering whānau intergenerationally
- Manaakitanga: Key mechanisms of engaging and building relationships
- Tino rangatiratanga: Self-determination of self-sufficiency through creating a sense of belonging
- Whanaungatanga: Delivery of services for Māori through a whakapapa lens
- Tikanga: Doing things right, in the right place at the right time (Ministry of Housing and Urban Development, 2021a).

The MAIHI Implementation Plan references the HAP in actions to develop Māori-led location solutions and Māori housing support. The HAP has a role in contributing to the delivery of MAIHI Ka Ora to support whānau Māori to transition across the Māori housing continuum, specifically:

- He Whare Āwhina, He Haumarū: Support whānau experiencing housing insecurity
- Kāinga Pūmanawa: Support whānau to achieve housing security and permanence
- Pā Kari: Support whānau to achieve housing independence and thrive in communities (Ministry of Housing and Urban Development, 2021a).

In October 2021, Whai Kāinga Whai Oranga fund, \$730 million over four years, was established to deliver the strategic direction of MAIHI Ka Ora and speed up the delivery of Māori-led housing. HUD and Te Puni Kōkiri manage the fund. Whai Kāinga Whai Oranga aims to increase housing supply and repairs and support Māori-led regional groups to scale up their housing developments over the next five to ten years. Whai Kāinga Whai Oranga is not part of HAP funding.

Appendix 3 has an overview of MAIHI.

Fale mo Aiga is the Pacific housing strategy

Fale mo Aiga – Pacific Housing Strategy and Action Plan 2030 is the Government's response to Pacific peoples' housing needs and aspirations (Kāinga Ora, Ministry of Pacific Peoples, and Ministry of Housing and Urban Development, 2022). Fale mo Aiga was released after HAP. Fale mo Aiga acknowledges the impact of homelessness on Pacific Peoples but does not reference the HAP. Linkages to the HAP are evident by a focus on supply, growing the Pacific housing sector, and strengthening the system to improve housing outcomes for Pacific Peoples (Kāinga Ora et al., 2022).

Appendix 4 presents an overview of the strategy.

Evaluation method

Evaluation purpose and questions

In 2023, HUD commissioned Litmus to do a summative and formative evaluation of the HAP to understand implementation from inception to 2023 and inform future homelessness work. The evaluation purpose was to:

- assess the progress to date of the HAP
- understand the implementation and outcomes achieved by the HAP
- inform future homelessness work based on the learnings to date.

We addressed the following six evaluation questions.

Summative – implementation of Phase 1

1. To what extent is the HAP Phase 1 meeting its expected outcomes and targets?
2. To what extent is the HAP Phase 1 working well from the perspective of key stakeholders?
3. What enablers/barriers influencing the success or otherwise of the HAP should be considered?
4. How are the HAP principles and MAIHI principles being adhered to?

Formative – future homelessness work

5. What could be changed, added, or amended from Phase 1 to improve the design and functioning of HAP, and support the development of future homelessness work?
6. What design approach(es) may be used for developing future HUD-led homelessness work?

Evaluation method

The evaluation draws on the following data sources:

- nine scoping interviews to understand evaluation needs
- review of relevant documents to inform the summative evaluation
- 38 key stakeholder interviews, including perspectives from government agencies, sector representatives, including Māori, Pacific peoples, and community housing providers.
- seven workshops to inform future homelessness work.

Evaluation scope and limitations

The evaluation was not intended to assess each HAP action and design the future homelessness policy. Given the evaluation's strategic focus, we did not directly interview people receiving support from the HAP initiatives. Their perspectives were drawn from existing research and evaluations.

Key stakeholders from sector representatives offered a provider perspective on HAP implementation and future policy directions needed. However, providers supporting the needs of older people, disabled people, migrant or refugee communities experiencing homelessness were not interviewed.

Appendix 5 has the detailed evaluation method.

Findings



Intended HAP outputs and targets were mainly met

This section addresses the following evaluation question:

- To what extent is the HAP Phase 1 meeting its expected outcomes and targets?

Below, we present the assessment of delivering HAP's immediate actions and progress towards longer-term actions. Appendix 6 contains the implementation progress at 36 months across the immediate and long-term actions (New Zealand Government, n.d., & 2023). Appendix 6 also includes an assessment of progress against targets noted in HUD's draft success measures for HAP (Ministry of Housing and Urban Development, n.d.,c). This section draws on these findings, feedback from stakeholders interviewed and evaluations of specific HAP initiatives.

Most of HAP's immediate actions and outputs were delivered

HAP's four focus areas were appropriate and needed

Most stakeholders agreed the four focus areas outlined in the HAP (i.e., prevention, supply, support, and system enablers) were appropriate to take immediate actions to decrease homelessness.

I think they are the right areas. I don't think we ever thought we were going to prevent homelessness in those three years. But if you had the ambition of getting homelessness down to a minimal level, those are the things you need to focus on. (Government agency)

On balance, stakeholders felt the HAP actions emphasised increasing supply, supporting people experiencing homelessness and strengthening the system. They perceived less emphasis was placed on addressing the underlying factors contributing to homelessness in Aotearoa, New Zealand (e.g., low wages, expensive rents, access to mental health and other services). The latter reflects that addressing underlying factors requires broader system change beyond the HAP's intended scope. However, some long-term HAP actions on which work is commencing may contribute to this change.

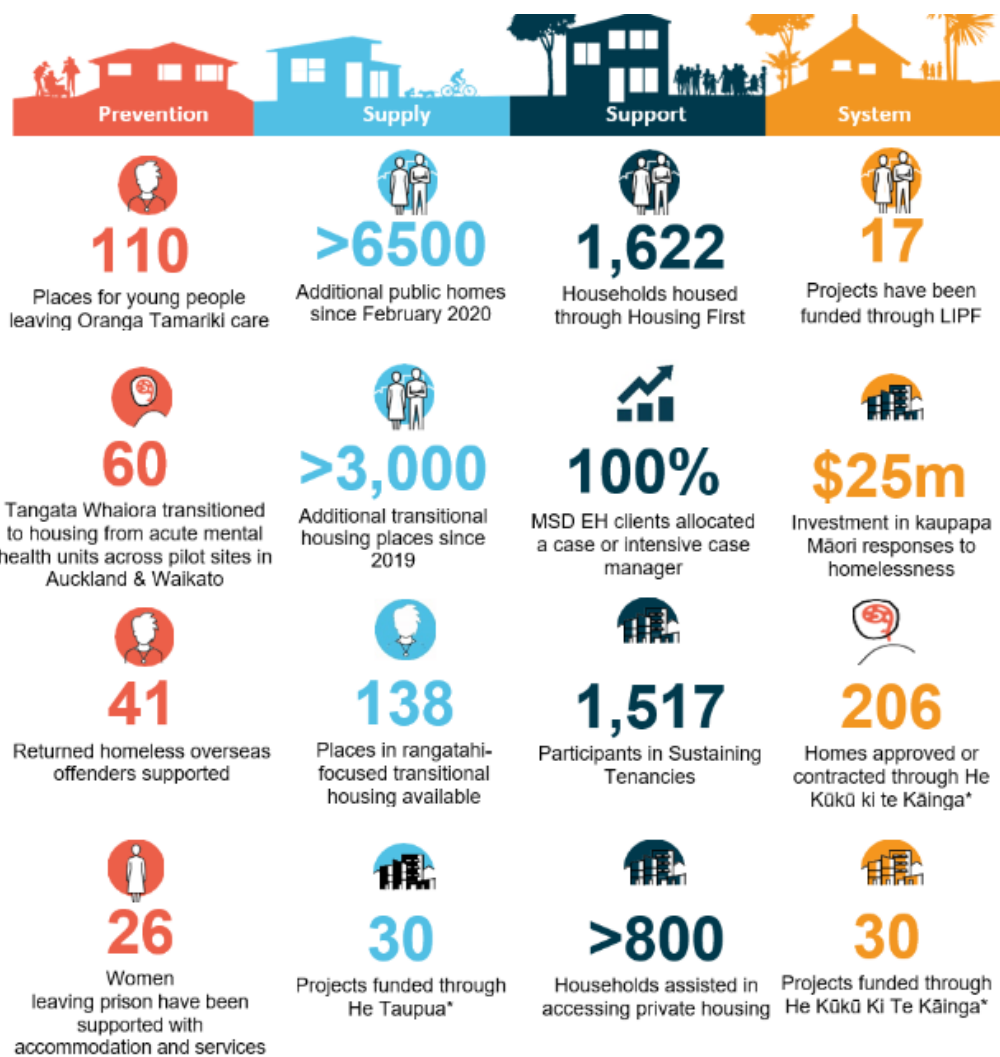
In terms of supply, support and system, I'd probably say that the HAP has been tracking against that. Prevention of homelessness is so much more than just a housing issue. I'd probably say the HAP hasn't been great at that one because prevention should include MSD, Treasury, and the Reserve Bank. Why do people end up homeless? Because they've got low-wage jobs, because they have chronic health problems. (Government agency)

HAP's target of 10,000 individuals and whānau being supported was achieved

By 2023, at least 13,844 individuals and whānau have been supported through actions related to prevention, supply and support areas (New Zealand Government, 2023). The figure does not include individuals or whānau supported through projects funded under the system enabler areas (Figure 2).

Stable homes and wellbeing are the ultimate outcomes, and permanent homes that are safe, secure, warm, dry, and meet people's where they're at. How well do I think the HAP did that? I think that we were responding in crisis. There hadn't been anything done like this before. It reflects that. My view is I think we probably did the best we could at that particular point in time. (Government agency)

Figure 2: Overview of progress to February 2023 (New Zealand Government, 2023)



By 2023, the immediate HAP actions were delivered or underway with positive outputs

The 36-month progress report assessed the immediate HAP actions progress against the following criteria (New Zealand Government, 2023)¹²:

- ‘Delivered’ – the action, as defined in the HAP, has been delivered and met the agreed target or success measure (e.g., increasing transitional housing supply by 1000 places).
- ‘Delivered/BAU’ – the action, as defined in the HAP, has been delivered and is now business as usual (BAU) within the government agency’s operation (e.g., Rapid Rehousing was piloted, evaluated and now part of HUD’s BAU).
- ‘In place’ – action, as defined in the HAP, is being operationalised (e.g., support for women/wāhine who are leaving prison).

¹² The criteria was not defined in the progress report. We developed the criteria based on use in HAP’s 36 month progress report (New Zealand Government, 2023.) – refer appendix 6.

- ‘Underway’ and ‘in development’ – are used interchangeably in the progress report to indicate design or scoping work is underway (e.g., design of the Homelessness Outreach Services funded from 2022).

The success of or benefits from the immediate HAP actions were also assessed against targets noted in HUD’s draft success measures for HAP (Ministry of Housing and Urban Development, n.d., c). The following assessment criteria was used:

- Met – evidence exists demonstrating the agreed target was met
- On track – evidence exists indicating the likelihood of the target being
- Not met – target not met
- Not known – the target cannot be assessed as the data or information is not available or accessible to this evaluation
- Other positive output – where a target was not set for an action or was not assessable – consideration was given to whether other positive outputs were evident. If noted, the positive output is described.

Overall, where targets or success measures had been agreed for HAP actions (Ministry of Housing and Urban Development, n.d., a), they were mainly met or on track to be met. For a few immediate actions, targets set were not met due to implementation challenges, including contract delays, COVID-19 impacts, lack of provider capacity, the housing market, the inability to secure suitable accommodation, and the slow uptake of services (New Zealand Government, 2023).

The outputs and potential outcomes from the immediate actions across the four focus areas are summarised below with the progress and evaluative assessment (e.g., Assessment: delivery rating and output rating).

Immediate prevention actions supported some groups at risk of homelessness

The immediate prevention actions were intended to ensure individuals, families, and whānau receive the support they need to stop homelessness from happening. The desired outcome is a responsive, appropriate support system to prevent homelessness or housing need (refer to Appendix 6 for the outcomes framework).

By 2023, HAP delivered the following actions to prevent homelessness or housing needs for targeted groups and most targets were met or positive outputs noted (New Zealand Government, 2023):

- Partnered with Māori to prevent homelessness through whenua-based initiatives through He Taupae and He Taupua funds and now funded through Whai Kāinga Whai Oranga (MAIHI funding stream) (Assessment: delivered and target met)
- Redesigned and expanded Sustaining Tenancies to 1,517 participants, an increase from 1,235 in February 2020 (Assessment: in place and target met).
- Expanded housing support and improved housing transition services for:
 - young people leaving Oranga Tamariki care (assessment: in place and other positive output)
 - tāngata whaiora transitions from acute mental health and addiction inpatient units (assessment: in place and other positive output)
 - women and wāhine leaving prison (assessment: in place and target not met)
 - returned overseas offenders (assessment: in place and on track).

The other positive output reflects increased access to housing support and improved housing transition services for targeted groups than before the HAP initiatives.

The target was not met for women and wāhine leaving prison, as the Reclaim Another Woman (RAW) service had low referral numbers. Women were not referred as they had not completed rehabilitation or due to a poor fit with existing residents (Ara Poutama Aotearoa Department of Corrections, 2022). As the quote below demonstrates, women engaging in Reclaim Another Woman service gained positive benefits of reconnecting with family:

[Reclaim Another Woman - RAW] helped me reconnect with my family... when I got out of prison, RAW allowed for my children to come and pick me up... they encouraged connections with my kids which was awesome... actually made my relationship with my children stronger. (RAW Māori participant; Ara Poutama Aotearoa Department of Corrections, 2022)

The evaluation cannot assess whether the initiatives sustained the long-term outcome of preventing homelessness or housing needs for people supported through the initiatives.

Immediate supply actions increased transitional housing supply and supported Māori housing supply

Immediate supply actions were delivered as intended in the HAP and target met (New Zealand Government, 2023):

- Increased transitional housing supply to 1,005 places (assessment: delivered and target met)
- Supported Māori Community Housing Providers and other Māori and Iwi providers to expand supply through He Kūkū ki te Kāinga fund. (assessment: delivered and other positive output of 206 homes approved/contracted).

The desired HAP supply outcome is sufficient housing supply, which is defined as ‘all New Zealanders have a place to call home, and emergency housing is reduced’. The number of people on the public housing register and those receiving EH-SNG has significantly increased in the last three years. The increases reflected the broadening of the public housing criteria and the lack of affordable housing due to a lack of supply and the COVID-19 impact. As a result, the demand for affordable housing is higher than the supply. The immediate HAP supply actions have contributed to increasing the number of people in transitional housing and developing new houses. However, the actions have not met the level of demand.

As an outcome, many people have access to better services and are living in better accommodations than they otherwise would've been. Neither of those things are perfect, but they're better. (Government agency)

Immediate support actions contributed to new and existing initiatives supporting people experiencing homelessness

Immediate support actions focused on offering more social and navigation support to individuals and whānau experiencing homelessness. The HAP expanded existing or developed new support initiatives and achieved targets or positive outputs:

- Established a rapid rehousing approach (assessment: delivered/BAU and target met)
- Expanded support to all people in emergency housing through Intensive Case Management (ICM) and Navigator Initiatives (assessment: delivered/BAU and other positive outputs and outcomes)
- Introduced housing broker roles, which assisted over 800 households in accessing private housing (assessment: delivered/BAU and other positive outputs and outcomes)
- Delivered Ready to Rent programmes across 12 regions, which prepared people for a private rental (assessment: delivered/BAU and other positive outputs and outcomes)

- Assisted families/whānau with children in emergency housing through flexible funding to cover extra-curricular activities, tuition, mentoring, activity packs for children to re-engage with school following lockdown (assessment: delivered/BAU and other positive outputs and outcomes)
- Developed Homelessness Outreach Services to support people experiencing homelessness who are not engaged with services because they do not meet the criteria, have had previous negative experiences, or have difficulty navigating the system. (assessment: underway).

The desired HAP support outcome is access to support. The evaluations of four HAP support initiatives found that people who accessed them had positive service experiences through their relationships with their key worker, kaimahi, navigator, or facilitator. The initiatives also contributed to positive outcomes for people due to the support received. The outcomes include increased confidence, increased capability to find and retain housing, housing security, improved connections, and return to education and employment. The evaluations also noted areas to strengthen the initiatives (e.g., enhancing the workforce’s professional and cultural competency, improving referral and assessment processes) (Ara Poutama Aotearoa, 2022; Family Centre Social Policy Research Unit, 2023; Litmus, 2022a, 2022b, 2023).

I know more about my rights and what I need to do with a house now. I also know more about what a landlord expects from me as a tenant. (Ready to Rent and Housing Broker client; Family Centre Social Policy Research Unit, 2023)

I’ve got plans. I’m looking at becoming self-employed by the end of the year. (Housing First whānau; Litmus, 2023)

The Flexible Fund to support tamariki in emergency housing contributed to increased self-esteem, confidence, re-engagement in schoolwork, and positivity about school attendance (New Zealand Government, 2022c).

Appendix 7 summarises evaluation insights and areas to strengthen across the four initiatives.

Immediate system enabler actions strengthen partnerships and data collection

System enabler actions focused on developing collaboration, workforce capacity and capability building and improving data and information to understand the needs of people experiencing homelessness. The immediate system enabler actions are being delivered and are creating some positive change, including:

- Created LIPF to enable Māori providers, hapū, Iwi, community groups, non-government organisations and local councils to work together on initiatives to address system gaps and improve support or prevention tailored to needs in that area. (Assessment: Underway and other positive output as \$10 million of the fund was allocated)
- Supported the capacity and capability of Māori providers through He Taupua and He Kūkū ki te Kāinga funds allocated. (Assessment: Delivered and target met as funding allocated to 28 He Taupua providers across 30 projects).
- Supported Kaupapa Māori approaches through He Ara Hiki Mauri fund of \$25 million for the provision of Māori providers to deliver in a more flexible way that better meets the needs and aspirations of whānau (Assessment: Underway)
- Engaged with Homeless Sector Support Services to develop Ngā Puna Kōrero – the voices of lived experience initiative to involve people with lived experience of homelessness in policy development (Assessment: Completed)
- Improved evidence and data on homelessness through the development of the Homelessness Outlook to understand the broad range of areas to help with understanding homelessness in Aotearoa New Zealand (Assessment: ongoing and other positive outcome).

The desired outcome is an enabled housing system that works together to prevent or reduce homelessness. The immediate HAP actions have contributed to improving system enablers. However, ongoing work is needed to strengthen frontline workforce capacity and capability and data on homelessness (discussed [here](#)). Further, feedback from people experiencing homelessness in evaluations of HAP initiatives highlighted negative and traumatic experiences of trying to navigate siloed and inaccessible services to meet their housing and associated needs (Litmus, 2023). Therefore, more work is needed to create joined-up services to minimise the risk of homelessness.

Initial scoping and development work has started on the longer-term HAP actions

As noted, the HAP has primarily focused on delivering immediate actions as part of an urgent response to the growth of people experiencing homelessness. Targets were not set for the long-term HAP actions. The actions were intended to be delivered between 2020 and 2023. However, most actions were in the development stage in 2023.

Appendix 6, table 6 details the progress on the long-term actions. In summary:

- Prevention work has started on:
 - reviewing and developing early interventions and prevention measures for five at-risk groups (i.e., disabled people, older people over 50 years, Pacific peoples, Rainbow and ethnic communities) (Ministry of Housing and Urban Development, 2023).
 - improving discharge planning for people leaving hospital (Ministry of Health)
 - enhancing referral and processes through the Emergency Housing System review (MSD).
- Supply work has continued (aligned to HAP but funded separately) on:
 - increasing public and transitional housing (including transitional and supported housing for rangatahi through HAP). HUD and Kāinga Ora estimated they are on track to add 18,000 public and transitional housing by June 2024 (Ministry of Housing and Urban Development, n.d., a)
 - creating the Progressive Home Ownership Fund (\$400 million). The fund supports Progressive Home Ownership providers to help people, whānau, and families into their homes through arrangements like rent-to-buy, shared ownership, or leasehold schemes
 - exploring options for affordable housing and private rentals (HUD/MSD)
 - expanding rangatahi transitional and supported housing (HUD)
- Support work has focused on the rollout of Housing First. The Supported Housing and Emergency Housing reviews seek to identify how to strengthen available supports. Scoping work is also completed on improving access to healthcare for people experiencing homelessness.
- System enablers have focused on continuing to work with Iwi and Māori providers and building providers' capability and capacity. Insights from the Emergency Housing System review are being used to identify new assessment and referral pathways.

Four long-term actions were re-prioritised due to COVID-19 pressures and a focus on relieving increased pressure on places for transitional or emergency housing (e.g., exploring options to convert transitional housing to longer-term housing, shared tenancies in public housing, increased access to private rentals). Policy work was completed on the potential for legislative changes and no short-term opportunities were found.

Stakeholders acknowledged HAP's value and challenges

This section addresses the following evaluation questions:

- To what extent is the HAP Phase 1 working well from the perspective of key stakeholders?

We present stakeholders' feedback below on HAP's value and some implementation challenges. The following section assessing alignment to HAP principles also highlights challenges.

Some confusion exists of HAP's role relative to wider housing strategies

Some government agencies noted confusion around the range of housing strategies (e.g., GPS-HUD, MAIHI Ka Ora, Fale mo Aiga – Pacific Housing Strategy and Action Plan, and other housing strategies such as Kāinga Ora and MSD and Ara Poutama Aotearoa). They were unsure how HAP related to and informed these strategies and the implications for their work within their agency. While not acknowledged in interviews, having a focus on preventing or reducing homelessness in a range of government agency strategies reinforces the cross-agency responsibility for working collectively.

What I found really confusing was there was HAP, the different parts of the Oranga Tamariki Action Plan, and then there was Emergency Housing Review. It felt there was a tonne of work going on, but it fit under different strategies, so it was really hard. I ended up creating a massive spreadsheet to show where they all fit in. (Government agency)

Uncertainty of how HAP and MAIHI Ka Ora inter-relate is discussed [here](#).

Pacific housing providers interviewed were also unclear on how HAP related to Fale mo Aiga – Pacific Housing Strategy and Action Plan. Pacific housing providers challenged the level of consultation on the strategy and its alignment with Pacific peoples and communities' aspirations.

Differing perspectives exist about the value of an action plan

The decision was made to develop a three-year action plan with 'quick wins' instead of a high-level strategy. Most government agency stakeholders noted the action plan was appropriate to respond rapidly to the increasing number and growing needs of people experiencing homelessness. The action plan enabled government agencies to develop collective responses drawing on existing initiatives, expanding others and creating new ones. Given the growing scale of homelessness and lack of housing supply, government agencies had to identify where best to focus their effort.

The sense was, let's have something that's action-focused rather than a lofty strategy. We had so many pressures around it. We had to balance it out between what would have the biggest impact, pressures on emergency housing, and then also balancing the different agency views and what the agencies could do. (Government agency)

In contrast, some sector representatives and service providers¹³ would have preferred a long-term strategy to address homelessness systematically. Some sector representatives described the HAP response as siloed and programme-centric focused on managing homelessness and not preventing it. Their criticism reflects their perception that the HAP focused too much on managing homelessness through increasing emergency and transitional housing spaces rather than creating effective whānau-centred pathways to long-term secure housing. They described emergency and transitional housing spaces as re-traumatising people experiencing homelessness.¹⁴ For them, the HAP was a missed opportunity for a transformative long-term homelessness whānau-centred strategy. However, they acknowledged having an action plan was better than having no coordinated response.

It's the same thing that hampers us always. We're in a crisis; you've got to respond. The hardest thing is to take your time and do it right. The flaw of this whole approach was going for temporary solutions and not enough focus on the long-term solutions. (Service provider)

As noted in the previous section, positive benefits are evident from delivering HAP's short-term actions. The HAP has created a foundation, a number of pilots, and insights to continue building on to prevent and reduce homelessness in Aotearoa. However, all stakeholders noted that much more work was needed.

The HAP created a sustained focus on homelessness

The HAP was the first document launched by the Government dedicated to preventing and reducing homelessness in Aotearoa New Zealand. Stakeholders from government agencies, sector representatives, and housing providers acknowledged HAP's launch created a national, consistent, cross-government agency focus and response to address homelessness.

[The HAP is] an admission that New Zealand has a homelessness issue. It speaks to some of the key tenets of homelessness and how homelessness needs to be addressed. The HAP is a massively important piece of documentation in terms of starting national comprehensive work to address and end homelessness in New Zealand. You have a document you can criticise and critique and also leverage. But it's not nearly enough. (Service provider)

Sector representatives and service providers acknowledged the HAP offered them a useful tool when engaging with government agencies. They referred to HAP's vision to seek traction in addressing pressing or emerging issues in their work with people experiencing homelessness.

Government agency stakeholders noted ministerial oversight and six-monthly published progress reports created traction and accountability. However, some questioned the reports' usefulness in informing learnings for future action to better support people experiencing long-term homelessness. They reflected cross-agency and sector learning mechanisms were not in place.

We've done reporting. It's on a six-monthly rotation. I don't know how meaningful it has been. It's served a purpose to demonstrate that this much has been done, and we've done that. But I feel like it's probably not as effective as it could be. (Government agency)

¹³ Service providers refers to community housing providers and providers delivering HAP initiatives interviewed to inform the evaluation.

¹⁴ Living long-term in time limited environments creates a sense of insecurity which can exacerbate mental health issues, addictions, and have other negative impacts. (Litmus, 2023).

The HAP enabled innovative and expansive responses

Government agency stakeholders noted the HAP and allocated investment enabled the development of innovative pilots and new initiatives (e.g., a pilot to house and support people discharged from mental health inpatient units). For other government agencies, the funding increased the number of housing placements in existing initiatives, enabling more people to be housed and supported (e.g., more places for young people leaving youth justice and care settings). These stakeholders noted these initiatives would not have occurred without the HAP.

The HAP is a key link for why we're doing that work [improving access to houses and support]. We might not have been doing that work if we didn't have that rationale in the Homelessness Action Plan. (Government agency)

Some sector representatives and service providers perceived the time pressures to develop and implement the HAP limited consultation and innovation. For example, some housing providers said they did not know about the HAP until launch. Further, the need to distribute funding quickly meant government agencies could not trial new contracting and implementation approaches. The need for quick action may, therefore have dampened innovation.

The HAP strengthened cross-sector relationships

The HAP called for collective action across national, regional, and local sectors. The HAP recognised homelessness was not an issue that could be addressed by one agency alone. The HAP brought a range of government agencies to the table by establishing cross-agency governance and working groups and having different government agencies lead HAP actions. As a result, government agencies had a deeper understanding of their differing roles and contributions to preventing and reducing homelessness in Aotearoa New Zealand.

We were all trying to fix this thing. We suddenly realised we cannot do this alone. Everything we're trying to do individually is not working, which is why we needed the HAP. It was a HUD-led action plan because it's about homelessness. But we needed all the other agencies to come to the table because it's not just about a home. It's about all the other underlying issues as well. (Government agency)

The HAP also enabled collaboration between government agencies, sector representatives and service providers. HAP strengthened relationships between HUD and peak bodies - Te Matapihi, and CHA. The HAP also enabled the relationship between Te Matapihi and CHA to provide joint input into the HAP and to come together as 'Homeless Sector Support Services.'

While cross-sector relationships were strengthened, working collaboratively was challenging and need ongoing proactive engagement (discussed under alignment with the HAP principle of a joined-up approach [here](#)).

Supporting the response to COVID-19 created high-trust relationships

During the COVID-19 response, service providers reflected that government agencies had shifted to a high-trust and flexible contracting and operating model to meet the urgent need to support people experiencing homelessness. They acknowledge government agencies enabled service providers to do what was needed to support their communities.

During COVID-19, I housed more people under those constraints in a short window than I did in this long window because the system let me. (Māori Sector Representative)

Following the COVID-19 response, some service providers noted government agencies have returned to a more prescribed way of working. As a result, they are more constrained in how they can support people experiencing homelessness. Both service providers and some government agencies noted the COVID-19 response demonstrated the opportunity for flexible contracting and operating models to inform the ongoing implementation of HAP.

COVID became the breeding house for how we wanted to work differently with the sector. Building trust, working together on the ground, designing what was needed, "We're here to support you and enable you". The Government takes the enabling role, trusting the sector knows what needs to get done and then making things work. (Government agency)

Ongoing focus is needed on strengthening the workforce

HAP's implementation created opportunities to build workforce capacity and capability at national, regional and local levels. HAP investment particularly focused on building Māori housing capacity and capability (discussed [here](#)).

HAP's implementation deepened understanding of homelessness and the need for more targeted and diversified responses

When the HAP was launched in 2020, the housing sector was developing, with new housing providers, including Iwi and Māori providers, developing housing initiatives and delivering support to people experiencing homelessness. In implementing HAP, HUD, other government agencies and housing providers deepened their understanding of homelessness in Aotearoa, the underlying drivers, the diversity of needs and effective tailored diversity of responses. For example, across the sector, understanding is growing of the diversity of people experiencing homelessness and the need for tailored responses and support (discussed [here](#)). However, ongoing work is needed to ensure HAP's actions and initiatives meet the diversity of need.

We need to put a gender lens throughout these policies. We need to start with that perspective and ask those questions, "What specifically is it that women need, and older women need and Māori women need?" (Service provider)

Workforce capability and capacity challenges existed due to rapid sector growth

The HAP implementation and the increased numbers of people experiencing homelessness made visible by the COVID-19 impact resulted in the rapid expansion of frontline services to meet demand. Funding from the HAP sought to support this expansion, focusing on Māori and Iwi providers through He Taupae and He Taupua funds. However, feedback from sector representatives highlighted ongoing need for HAP to contribute to developing the capacity and capability of frontline workforce to support people experiencing homelessness effectively and safely.

Pacific housing providers noted few Pacific providers are offering housing support. They commented on the need to build Pacific organisations' capacity to support Pacific peoples and their communities in contributing to the implementation of the HAP and Fale Fale mo Aiga. Pacific stakeholders noted the importance of tailoring responses to Pacific communities' diversity and aspirations.

With Pacific-by-Pacific-for-Pacific – we understand what this means for Pacific. We've been in the community for over 20 years. They (government agencies) need to understand the positive side and strengths of our communities and give us the resources to do it. We want the community to live together in affordable housing - happy and living together in New Zealand. (Pacific housing provider)

Sector representatives and service providers noted the increased demand and complexity of need had implications for frontline workforce. Like many sectors, they noted recruitment challenges due to a lack of staff trained to support people experiencing homelessness in a safe and trauma-informed way. As a result, service providers were investing time and training to build the needed capability. However, they noted their contracts were not compensating for this cost.

The sector's grown so quickly, and organisations haven't developed at that same rate. HUD, within their contracting process, hires those frontline staff. They give a little overhead but haven't accounted for the capability and training needed. Nor have they accounted for the organisational impacts of that level of growth and the management and the system's investment. I think it's a huge gap. (Sector representative)

Sector representatives and service providers also noted challenges with ensuring kaimahi and frontline workers' wellbeing. Frontline staff supported people experiencing homelessness with complex needs, at times with limited ability to meet their housing and wider needs holistically. Service providers highlighted the potential for burnout among frontline staff and operational management. Negative workforce impacts are exacerbated by crisis events where staff must respond to intensive housing needs in short timeframes (e.g., COVID-19 or floods).

I think one of the biggest concerns that we hear from homeless sector providers providing services is the concern for their staff's wellbeing and how they can support them better because of this really challenging work that they're doing. (Sector representative)

Funding from the HAP is not guaranteed beyond 2023. As a result, providers and people supported by the programmes are uncertain and anxious going forward. Short-term funding can undermine housing providers' ability to retain and grow staff capacity and capability.

Data on homelessness is improving and needs more work

A longer-term action in the HAP is to enhance system enablers to improve data and evidence on homelessness (New Zealand Government, 2020a).

Basically, there is very little data on homelessness. We have the census numbers that obviously only come out every five years, so it's not exactly up-to-the-minute information, and it's also just numbers of people in different groups. (Government agency)

Work on the data and evidence action is ongoing, and published data on people experiencing homelessness has improved. HUD recently published a [Homelessness Outlook](#) that contains data on the numbers and profiles of people experiencing homelessness. The dashboard also compiles [event-based information](#), such as the number of households and buildings impacted by severe weather events. HUD intends to keep the dashboard updated. Government agencies appreciated the Homelessness Outlook to monitor indicators of homelessness over time and identify data gaps and emerging areas of focus for the HAP.

We're definitely in a better place because we have the Homelessness Outlook that brings information together. That by no means fills all the gaps, but it highlights them. We can see there's a specific gap here that we're going to work on filling. (Government agency)

Improved data is needed to profile and understand the needs of diverse groups experiencing homelessness

Service providers note a lack of data exists for women, rangatahi, rainbow communities, older people, rural populations, ethnic communities, and people with disabilities. Understanding the scale

and nature of homelessness across these groups would inform decision-making related to the number and types of housing to be built and support services needed.

Learning approaches are needed to inform the HAP's implementation

Sector representatives and service providers noted the opportunities to strengthen the sharing of learnings from the implementation of HAP's actions at national, regional and local levels. Government agencies are regularly engaging with Te Matapihi and CHA to share insights and inform the ongoing response to homelessness. Given the complexity of responding effectively, mechanisms are needed to ensure the flow of insights across the sector.

Service providers suggested the data gathered for their contract reporting be used to identify learnings about homelessness. They noted their contracting data was not used. They highlighted the missed opportunity to gain a more nuanced understanding of HAP's implementation to inform ongoing work to prevent and reduce homelessness.

We're contracted to serve over 10,000 households and reporting on that monthly or quarterly. We have no idea what they're doing with it and what we're achieving. (Sector representative)

Alignment with HAP principles can be strengthened

This section addresses the evaluation question: How are the HAP principles being adhered to?

A summary of the HAP principles is [here](#).

HAP's principles are appropriate but not fully embedded

Stakeholders perceived HAP's underpinning principles as appropriate and relevant. However, the principles were not fully embedded in the design and implementation of the actions. The drive to promptly deliver the immediate HAP actions undermined the ability to adhere to the intent of some principles. For example, the joined-up approach principle was constrained by limited time for consultation on the design, innovation and restricted collaborations.

The inability to align with the principles was also due to other broader systemic barriers. For example, the principle on stable homes and wellbeing was restricted by a lack of affordable housing supply and limited access to mental health, addictions and wellbeing services due to service levels not meeting demand.

Te Tiriti o Waitangi: the HAP has invested in Māori-led solutions; opportunities to better meet Te Tiriti obligations

The government's role as Te Tiriti partner is to support Māori to get where they want to be and for the government to shape a platform that enables Māori to get there. The government's role is to support Māori to deliver solutions for Māori and empower local communities to achieve Māori housing and wellbeing outcomes. Systems, policies, and services must also be transformed to work better for Māori (New Zealand Government, 2020a, p5).

The HAP was not developed in partnership with Māori

Māori stakeholders interviewed noted engagement with Māori sector representatives occurred after the HAP was broadly drafted. Government agency stakeholders noted consultation with Māori on housing and homelessness tended to be with Te Matapihi and not wider Māori stakeholders. They recognised their narrow consultation process needs to be wider to include consultation with Iwi and hapū. The Waitangi Tribunal suggested the Crown could strengthen the consultation process by building 'smaller, representative groups from among the range of voices actively involved in Māori housing solutions' (Waitangi Tribunal, 2023, p. 148).

We sit in meetings and hear [HUD] staff talk that they've consulted with Māori. If you unpack, they've consulted with the CEO, Māori of a Pākehā organisation. It's a constant thing that we hear is they generally go with what they're comfortable with. (Māori sector representative)

The HAP was not developed in partnership and collaboration with Māori, including Iwi, hapū and Māori stakeholders. Māori stakeholders interviewed noted had this occurred from the outset, a Te Ao Māori perspective would have been embedded, and would have guided the priorities and actions. Instead, the HAP is seen as having a cultural component added on rather than underpinning it.

Having 75% of the model developed and then taking it to a group and asking them to endorse your ideas is not helpful. If you'd had a co-design process that had adopted a Māori approach from the get-go, chances are it would be implemented very differently to a mainstream document with a culture component as an add-on. (Government agency)

Some HAP actions contributed to capability building and funding for Māori-led solutions

The HAP enabled by Māori for Māori as Māori solutions to support whānau Māori experiencing homelessness. The HAP invested in Māori providers to build capacity and capability through He Taupae and He Taupua funds. Government agencies, linked through the HAP, have supported more Māori and Iwi providers to become Community Housing Providers (CHPs), from nine in 2019 to 19 in August 2021 (New Zealand Government, 2021b). More Māori providers are also learning about and accessing funding to help whānau into their homes (e.g. the Progressive Home Ownership Fund). Māori governance and leadership in developing Māori-led local housing solutions is supported through the He Ara Hiki Mauri fund, led by Arohanui ki te Tangata.

Despite positive shifts, some Māori stakeholders questioned the fairness of HAP's funding allocation and access. They noted historically, the government has invested in non-Māori providers, which has created their scale and experience to deliver housing solutions and wellbeing services. Some Māori providers noted competing against established providers with extensive housing experience for contracts is challenging.

Who is getting all the money? Well, it isn't Māori. All of those non-Māori organisations are getting the bulk of the funding that's been supported long-term to set up their organisations and their housing stock, all of those sorts of things. More needs to go into Māori organisations. (Māori Sector Representative)

Given Māori are overrepresented in unmet housing needs, some Māori stakeholders questioned whether HAP's funding allocation was proportionate to meet the needs of Māori through kaupapa Māori providers.

If 80% of the clientele in Auckland are Māori, then a percentage of funds should come to Māori. It doesn't make sense to be going to someone else. We should be allowed a percentage of that because those are our people. (Māori service provider)

Further, some Māori stakeholders noted they did not know about other non-Māori funding opportunities in the HAP and how to access them. A few Māori stakeholders questioned whether funding for kaupapa Māori initiatives was being awarded to organisations not owned by Māori but who have Māori staff working with Māori experiencing homelessness using kaupapa Māori frameworks. The extent to which this funding allocation is happening is not known. However, the feedback highlights the need to acknowledge the different roles and values of Māori and non-Māori housing providers (discussed [here](#)). Some Māori stakeholders felt their kaupapa Māori organisations were not being considered in the general funding pool of HAP and other housing strategies.

Officials never really spoke to Māori providers about the opportunities within [HAP funding]. They were like, "Oh, they've got that Māori budget". Our pushback was, "No, we're in that main pool as well because you're talking about us like we're not in the room". (Māori Sector Representative)

Opportunities exist for the Crown to meet Te Tiriti obligations better

The stage one findings of the WAI 2750 present insights into the Crown's current response to homelessness. One insight, also noted by Māori stakeholders, was the government's concept of

homelessness is inconsistent with Te Ao Māori, which considers the colonisation context and alienation from whenua.

My reading of the Wai 2750 report is that alienation from land and right to return is a critical component of understanding homelessness from a Māori perspective, but that was never going to be something that the Homelessness Action Plan addressed. (Government agency)

The Wai 2750 inquiry provided the following feedback on the HAP, which can inform the strengthening of implementation going forward (New Zealand Government, 2021b):

- more pace and clear deadlines on HAP actions
- improved partnership with Māori on policy, service design and implementation
- remove process and system barriers to Māori and Iwi organisations supporting whānau Māori
- base housing and homelessness solutions on a Te Ao Māori and whānau-centred framework led by Māori for Māori, and the approach is understood and supported by the Crown
- engage more with hapū, Iwi, Māori providers, smaller groups, and tangata whenua with lived experience of homelessness
- improve data quality to identify the scale and nature of the homelessness issues for Māori.

Some claimants also advocated for a national Māori housing authority.

Kaupapa Māori approaches: More work is needed to embed MAIHI Ka Ora principles

The HAP is to embed kaupapa Māori approaches to meet Te Tiriti obligations. Kaupapa Māori approaches (as set out by MAIHI Ka Ora) are intended to be embedded into the HAP's design and delivery (refer [here](#)). The HAP describes kaupapa Māori approaches as built on the foundation of the interconnections between whānau, whakapapa, whenua, and whai oranga (for Māori and Iwi) and whai rawa (for the Crown) (New Zealand Government, 2020a, p.5).

Confusion exists on the relationship between MAIHI Ka Ora and the HAP

MAIHI and the HAP were developed at the same time. Some stakeholders saw MAIHI Ka Ora and HAP as competing, with HAP receiving more funding and support. Others believed MAIHI Ka Ora and its principles only applied to Māori providers' service delivery and not all providers.

MAIHI is an addition to the HAP instead of being the action plan. We're going to be forever in competition with a Pākehā strategy that's well-funded and is built and designed on the misery of others. Māori have never been about working off the backs of the misery of others. We need to be forward-focused and future-proofing what this looks like down the track for our whānau. That's why reconnection is so important to it. (Māori Sector Representative)

HUD is working to incorporate MAIHI Ka Ora principles into their work, including HAP's implementation. Feedback from government agencies and sector representatives indicated varied levels of understanding of MAIHI Ka Ora and cultural competency. As a result, adherence to the MAIHI principles across the HAP actions depends on the knowledge of the contract holder and service provider. The application of MAIHI Ka Ora principles is likely to vary across HAP actions.

The key barrier we come up against is that extra justification of why Māori should be considered in all of the actions in the HAP. Because I think it's all well and good to say, we'll take a Te Tiriti approach and have MAIHI at the centre, but if people don't have the

capability, they don't understand what that means in the homelessness context, then it's just lip service. (Government agency)

MAIHI principles are embedded in Māori providers' delivery

Māori providers are kaupapa Māori practitioners and take a kaupapa Māori approach to supporting whānau by designing and delivering services that are for Māori, by Māori. Kaupapa Māori services tend to take a holistic whānau-centred approach that harnesses the knowledge of locality, whānau, hapū, and Iwi. Service delivery is grounded in Te Ao Māori and built on mātauranga Māori and local tikanga. Kaupapa Māori services are culturally responsive to the needs of Māori experiencing homelessness. As demonstrated in the Housing First evaluation (Litmus, 2023), whānau Māori valued Māori providers as they were not judged or discriminated against due to shared cultural identities, experiences of institutional racism, and the impacts of colonisation.

We [Māori providers and non-Māori providers] operate from two different spaces and two very different imperatives. One is about taking care of our own, whether we're an organisation that functions in the city, we still have all those whakapapa connections, to one that is, "Here's a client and we need to be caring and compassionate and we are well-intended to help them take control of their lives". It's a whole different mindset, eh? They are at odds with each other. I have no solution other than the bulk of the funding needs to come to by-Māori-for-Māori services, genuine Māori organisations. (Māori Sector Representative)

In contrast, non-Māori providers are not kaupapa Māori providers as their underlying ownership and knowledge base are not Māori. However, they can work to be culturally safe and responsive to whānau Māori. The evaluation cannot assess the extent to which the MAIHI Ka Ora principles are embedded in their HAP initiatives.

HAP systems can impede Māori providers from delivering kaupapa Māori service

Māori providers perceive some government agencies' systems and processes do not enable kaupapa Māori principles to occur. Some HAP initiatives have rigid service delivery requirements restricting Māori providers from working holistically with their whānau and adhering to local tikanga. For example, one Māori provider established 'no drinking' tikanga on housing built on their whenua. The community housing regulatory authority did not allow this. These imposed constraints result in some Māori providers not applying for government contracts so they do not compromise their tikanga and values.

Because we've been self-funded, we don't have to do what other people tell us to do, and we don't have to treat our people a certain way to get some funding. (Māori provider)

Māori providers perceive some HAP actions can negatively affect whānau mana motuhake. Examples include the perception that HAP lacks pathways to a stable home and concerns that even the related programmes designed to support these pathways, such as Progressive Home Ownership, may make home ownership unaffordable for whānau.

We're researching the PHO [Progressive Home Ownership]. I don't think it's a bad idea. Here's the kicker: they think people can pay their house off in 10 or 15 years, and if you don't buy out the shared equity partner within that timeframe, you have to start paying interest. That becomes unaffordable for the whānau. That's why we won't do it. You're going to bankrupt someone doing that. (Māori provider)

Whānau-centred and strengths-based: the HAP is seen to be focused on the short-term management of homelessness

The HAP states a whānau-centred and strengths-based approach to homelessness is to look at a person's needs in the context of their relationships, support networks, community, and connection to a place. A strengths-based approach considers people's strengths to achieve their aspirations. Tailored responses are intended to be used to meet the diverse needs of people experiencing homelessness (New Zealand Government, 2020a, p.5).

Many HAP actions focused on individuals rather than whānau

HAP actions tended to target individuals, focusing on supporting people into housing and providing them with person-centred support. Some actions include reconnection with whānau if this was what people wanted (e.g., Housing First, Rapid Rehousing, and the Reclaim Another Woman initiatives). Māori providers tend to reconnect whānau to their Iwi, hapū, and whenua (e.g., He Korowai Trust through Housing First and their wider kaupapa). Some actions support tamariki and children (e.g., flexible funding for families in emergency housing).

Our core principle of MAIHI is Te Mauri o te whānau, so whānau-centric. And I would still say a lot of our projects are based on the individual. (Government agency)

Some sector representatives and service provider stakeholders noted the HAP needed more focus on considering the inter-related needs of all whānau members. They also wanted more focus on the inter-generational impact of homelessness.

If you are talking about intergenerational, you're talking about mums and rangatahi. Rangatahi has some coverage in the HAP, but there's a complete absence of women who do a lot of the caregiving. Often, the younger women we're seeing have three or more kids, so your intergenerational impacts are right there, and that's a clear MAIHI principle that's not addressed at all. (Service provider)

Some stakeholders felt the HAP did not adequately address the diversity of people experiencing homelessness and their diversity of need

The HAP recognises different groups have diverse experiences of homelessness, its drivers, and its impacts. Some HAP programmes focus on specific cohorts working to prevent homelessness, such as young people leaving Oranga Tamariki care, women leaving prison, and returned overseas offenders. Some initiatives funded by the LIPF also directly support specific groups. An example is the [Making Space](#) partnership between RainbowYOUTH & Te Ngākau Kahukura, which aims to build workforce capacity to support takatāpui and Rainbow clients. Additional funding from Budget 2022 was used to enable transitional and supported accommodation for rangatahi and young people.

Government agencies, sector representatives and service providers highlighted the need for more nuanced responses to the diversity of people experiencing homelessness. Feedback indicated HAP needed more tailored responses, particularly for women, Pacific people, older people, rangatahi, Rainbow and disabled people.

A lot of the housing services we see are still quite gendered, and that can be really tricky in terms of placement. We still hear too many bad stories about people ringing up WINZ to try and support a trans woman and being told, "Oh, there's a bed available at the men's shelter tonight." It's not necessarily safe. (Service provider)

Further, sector representatives and service providers stakeholders noted the supply response of emergency and transitional housing does not meet the diversity of needs and can be inappropriate and worsen people's circumstances. Stakeholders' feedback reflects the findings of the Emergency Housing Review (New Zealand Government, 2022c). The review recommended, amongst others, quality standards for emergency housing, expanding support services, and alternatives to emergency housing. These stakeholders advocated the HAP or future plans or strategies to design more cohort-specific initiatives.

The trouble we have with emergency housing is they put all the cohorts at different levels of risk into a general, contracted emergency housing, not a cohort-specific housing facility, so you get these reintegrated offenders of domestic violence and people with mental health issues into a hotel, they call it emergency housing. They need cohort-specific services, not just general emergency housing. (Māori Sector Representative)

One of my concerns was that we would develop a homelessness management system and that's exactly the trajectory that we're on. (Sector representative)

More work is needed on embedding a strength-based approach

Government agencies, sector representatives, and service providers acknowledged that the HAP implementation efforts have worked to adopt a strengths-based approach. Examples of HAP's strength-based approach refer to the government agencies' staff mindsets, the language used, and how issues are framed in documents.

The teams I have been in have always tried to be very conscious of the language that we use, how we frame up issues so that they would be strengths-based, trying to get away from that classic victim-blaming lens that is often applied to people who have experienced trauma and have complex needs. (Government agency)

However, other sector representatives and service providers do not perceive the plan as strength-based. These stakeholders see the HAP as managing homelessness (e.g., getting people into temporary housing) rather than supporting long-term solutions which consider and enable people's strengths and long-term aspirations.

[The Government] needs to stop the narrative around homelessness because if you look at the plan, everything is to address homelessness, not to end it. People will remain homeless as long as you focus on homelessness. I think they've missed that bit entirely. (Māori Sector Representative)

Whānau centred funding as an alternative to programme-centred funding

Stakeholders proposed whānau and person-centred funding, where the funding followed a person or whānau until they are securely housed. The support provided would depend on their needs and aspirations.

Focus on stable homes and wellbeing: lack of housing and services are significant barriers

The HAP states preventing and reducing homelessness looks beyond providing short-term solutions to long-term sustainable housing solutions and using rapid rehousing approaches into permanent housing. People then have stability and space to recover and improve their wellbeing (New Zealand Government, 2020a, p.5)

The lack of affordable housing meant people could not be offered long-term homes

The HAP was implemented in the context of a lack of affordable houses, a growing number of people being identified as experiencing homelessness due to the COVID-19 response, and high levels of competition for houses. HAP's immediate supply focus was therefore on increasing the temporary emergency and transitional housing to give people somewhere to live. In this context, HAP initiatives designed to support people into long-term homes struggled to secure housing (e.g., Housing First, Rapid Rehousing, Housing Brokers).

The inaccessibility and unsuitability of services do not support people's wellbeing

Some HAP actions focus on enabling people's wellbeing and support needs. Examples include linking people to services for mental health, addictions, health issues, and financial support, reconnecting people with whānau, and reintegration with the community. Further, flexible funding supported children in emergency housing to reengage with school.

Feedback from clients and service providers in the evaluated HAP support initiatives highlighted the barriers to accessing support services (e.g., mental health and addiction services) (Litmus 2022 a&b, 2023; Family Centre Social Policy Research Unit, 2023; Ara Poutama Aotearoa Department of Corrections, 2022). Barriers are the lack of capacity across various workforces, the inaccessibility of services (e.g., due to eligibility criteria, location and other processes), and the service's unsuitability (e.g., cultural appropriateness).

Further, service providers and clients noted people with complex health and wellbeing needs can be shunted between government agencies and support services to try and get the 'right' support. This uncertain and time-consuming process increases clients' stress and the risk of re-traumatisation and can result in a sense of hopelessness and disengagement (Litmus, 2023).

It got complicated because social welfare started making us see other people, and those people would send us back to social welfare, and that's what it was like, back and forth, and we never got help. (Housing First whānau; Litmus, 2023)

Supporting and enabling local approaches: the LIPF and He Taupae and He Taupua funds enabled local approaches

The HAP is intended to support local communities to address homelessness issues in their areas and provide support to respond locally. Locally tailored approaches ensure solutions are culturally appropriate, evidence-based, and build on existing work, knowledge, strengths, and connections. Local approaches are led by local authorities, regional government representatives, NGOs, service providers, Iwi, and other community groups (New Zealand Government, 2020a, p.5).

Māori and sector representatives value resourced locally-led responses

Māori and sector representatives perceived value in locally-led responses and solutions that meet community needs. They appreciated being recognised as experts who know what works best for their communities. In this approach, government agencies are not the key decision-makers but support and enable community development.

There's a paradigm shift with these government agencies to understand they are enablers and supporters, not determinants of social services in communities that include Iwi/hapū. Place-based funding is good if the community come up with their own answers and Government understand the support and enablement. (Māori provider)

Key learnings is that we have to be prepared to do things differently. We have to trust in the Iwi and Māori entities that we're engaged with. That we don't always have to be in control of everything. (Government agency)

LIPF and He Taupae and He Taupua funds supported local approaches

He Taupae and He Taupua funds enabled Māori providers and Iwi to build capacity and capability to support whānau and hapū aspirations. The LIPF supported community-led approaches focused on preventing or reducing acute homelessness. The community had a strong voice in the LIPF's selection panel, which included community, Māori and Crown representatives. Some sector representatives perceived the LIPF as enabling innovations and local ways of working that specific communities prefer.

That's the first time the central government funded (LIPF) anything to do with Rainbow homelessness, which was exciting. It's been a great opportunity. The piece of the work we're focused on is building up the competency and capacity of housing and homelessness service providers. (Sector representatives)

Some sector representatives, service providers and government agency stakeholders questioned the LIPF's innovation criteria. They perceived that LIPF's innovation criteria limited communities applying for the support their community needed. Their feedback indicates improved communication is needed about the types of innovations supported through the fund. Further, some highlighted contestable funds set up a competitive environment which can undermine local and cross-sector collaboration.

After the first Innovation Fund rounds, we were told that they would come and consult with us about their prevention and solution focus fund. We applied the first time and got turned down. We spent a lot of time, effort and energy and got nothing. If we didn't fit into the category of the Innovation Fund. Why not contact us and say, "Actually, you know what, this is needed, why don't we look at some other kind of way to support?" (Sector representative)

A few sector representative stakeholders questioned how to sustain the innovation activities funded through the LIPF. A few also noted the LIPF did not have learning systems. As a result, the ability to assess what is working and share good practices across the sector is limited.

[The house for [names] people] was funded through the Local Innovation and Partnership Fund. I'm not quite sure what the ongoing intention of that is. That's fixed-term funding. I don't know whether [name] might continue supporting it or look for funding elsewhere. I'm not sure. But I get the impression that it's [LIPF] been useful. (Service provider)

Local approaches are not enabled across other HAP actions

Sector representatives and service provider stakeholders noted the support for local approaches is inconsistent across the HAP actions. Government agencies designed other HAP actions at a national level. While some adaptations can occur, the initiatives were not tailored to the different needs of the communities.

A regional or place-based focus certainly, by and large, hasn't occurred from my experience. (Service provider)

Opportunities exist to develop an approach to embed local approaches. The LIPF was significantly over-subscribed, where the number of applications and funding requested was much higher than what was available. Over-subscription indicates a high level of interest for local approaches.

The role of local authorities in implementing the HAP varies

Stakeholders agree that local councils and authorities play a key role in addressing homelessness in across regions. Stakeholder feedback indicated that, while referenced in HAP, local authorities' involvement varies. Some local councils have developed their homelessness strategies and funded local initiatives. Some councils developed action plans aligned with the HAP, while others did not. As a result, some misalignment, overlap or support gaps may exist. Consideration was needed on how to better involve and coordinate with local authorities.

A joined-up approach: connections were strengthened; more work was needed to foster collaboration

The HAP states addressing the complex drivers of homelessness requires partnerships and systems of support and housing that lead to inclusive and equitable outcomes. Working across government agencies and closely with providers and wider community partners is required (New Zealand Government, 2020a, p.5).

At the national level, cross-agency governance and working groups were set up to oversee and progress the HAP; interactions decreased over time

The HAP's governance group was comprised of senior leadership at the Deputy Chief Executive (DCE) level across key government agencies. Initially, the group met regularly to oversee HAP's implementation, track progress, and develop new actions. However, stakeholders noted that attendance was delegated over time, and the group stopped meeting.

The cross-agency working groups were set up around specific HAP actions. At meetings, they shared progress updates on the HAP actions they led. The cross-agency working groups enabled a deeper understanding of other agencies's roles and responses to supporting people experiencing homelessness. Over time, attendance at some cross-agency working groups declined. However, others, like the evidence and data technical working group, continued to meet and share information and data on homelessness.

[The working group] did go through its iterations. It changed its frequency, and then, like many things that happened, they faded away when membership started to dwindle or, in some cases, just changed some of its focus. (Government agency)

The reasons for the decline in attendance reflected:

- the need to focus on their agencies' COVID-19 response and associated pressures and other strategic priorities
- HAP actions, except for two¹⁵, were led by only one agency, limiting the opportunities to collaborate and the perceived value in meeting beyond reporting
- public sector funding structures made collaboration challenging as opportunities for shared funding were limited
- the perception that HUD had overall responsibility for the HAP dampened collaboration and shared responsibility for HAP delivery.

¹⁵ HAP actions with two government agency leads were: to increase public housing led by HUD and Kāinga Ora and to facilitate access to shared tenancies in public housing led by HUD and MSD

Without regular cross-agency interactions, government agencies tended to be unaware of what other agencies were doing. As a result, some government agencies' stakeholders felt opportunities to problem-solve and address system barriers and siloes were missed.

The focus became about doing the actions and less about how we worked together in problem-solving and breaking down barriers and problem-solving challenges. That's a missed opportunity. Because we are all still working in our systems, how much do I know about [other agencies]? (Government agency)

Connections and collaboration between government agencies, sector representatives strengthened

Constructive engagement with peak bodies, CHA and Te Matapihi enabled a platform for input and discussion. While relationships took time to build up, meetings are ongoing. Te Matapihi appreciated their HUD contacts, who listened to them, came to them for advice on local issues, and tried to remove system barriers. However, more work was needed to strengthen these relationships and ensure proactive engagement with sector representatives.

One of the positives within the organisation is that we have quite good relationships with the Homeless Sector Support Service providers. We have good relationships with Arohanui ki te Tāngata, we meet with them bi-weekly. Homeless Sector Support Services, we have bi-weekly meetings with them. (Government agency)

[Name] and [Name] from HUD have been good. The wonderful thing is that they come to us for advice about local issues related to local providers and the community, and policy parameters do not hamstring them. They understand and help us navigate policy, they try to remove the barriers of that policy. (Māori Sector Representative)

Service providers acknowledged mainly positive relationships with contract or project managers they interact with on HAP initiatives. However, government agencies' restructuring and staff turnover can make sustaining relationships challenging. As staff leave, institutional knowledge and relationships can be lost. Relationships with new staff take time to build and learn each other's preferred working methods, adding to providers' workload. Further, some service providers noted they had to invest time to inform new government agency staff about their communities' housing and broader needs and challenges.

We've also tried to have conversations with government agencies who are involved in the HAP. We have had some good conversations with [government agency], who was quite interested. But that person has moved on from that role and the new person in that role we don't have a connection with. (Service provider)

Further, work is needed to ensure people with lived experience have a voice in policy development

People with lived experience of homelessness have contributed to HAP actions through evaluations completed of initiatives and programmes. Their feedback mainly relates to their service experiences and personal changes related to HAP services and support received. Work to directly involve people with lived experience of homelessness in the design and implementation of the HAP was progressing slowly. Some sector representatives questioned whether the appropriate systems and processes were in place to support people with lived experience to engage with HAP design and implementation in culturally and psychologically safe ways.

Enablers and barriers influenced the implementation of HAP

This section addressed the following evaluation question: What enablers/barriers are influencing the success or otherwise of the HAP?. We summarise below the enablers and barriers influencing the design and implementation of HAP drawn from the previous sections' findings.

Table 2: Summary of enablers influencing HAP

| Domain | HAP enablers |
|----------------|---|
| The HAP | The HAP enabled focus and drive on reducing and preventing homelessness |
| Funding | HAP funding allocation enabled investment into supply, prevention, support and system enablers |
| Collaboration | Cross-agency governance and working groups enabled drawing on existing initiatives, new initiatives and expansion of others |
| MAIHI | MAIHI Ka Ora ensured a focus on Te Tiriti obligations |
| Governance | Ministerial leadership and oversight gave gravitas to the need for action and timely outputs |
| Implementation | Cross-agency and sector commitment and collaboration enabled innovation, deeper understanding of homelessness through challenging conversations |
| Accountability | Six monthly published progress reporting |
| Flexibility | Flexibility to respond to emerging need (e.g., rangatahi youth) |

Table 3: Summary of barriers impeding HAP

| Domain | HAP barriers |
|-------------------------|--|
| Action plan or strategy | Lack of agreement on the HAP's intent (i.e., short-term management of homelessness or long-term focus on secure homes) |
| MAIHI | Lack of understanding of how to apply in HAP's implementation |
| Time pressures | Time-limited consultation on HAP meant narrow engagement with Māori and other groups |
| Lack of voice | Limited voice of people with lived experience in design and ongoing implementation |
| Accountability | Data limitations to assess outputs and outcomes |
| Collaboration | Decreased cross-agency engagement |
| Funding processes | Funding structures and contestable funding processes |
| Environmental context | Growing number of people experiencing homelessness, lack of affordable housing supply and COVID-19 impact |
| Workforce | Lack of workforce capacity and capability, cultural safety and risks of burnout |
| Reflective learning | No learning systems in place to share innovations and insights |

Future work needs prevention, whānau-centred and diversity lens

This section addresses the following evaluation questions:

- What could be changed from Phase 1 to improve the design and functioning of HAP?
- What design approach may be taken to develop future HUD-led homelessness work?

Ongoing coordinated homelessness work is needed

More work is needed to prevent and reduce homelessness

While most HAP actions have been completed within a challenging context, more work is needed, given the increased number and diversity of people experiencing homelessness. All government agencies, sector representatives and service providers interviewed agreed that long-term (20 years) coordinated and targeted work with a stronger focus on prevention was needed.

One of my big frustrations with New Zealand is every document review, policy, research, and way of thinking is indexed to a political cycle. Everyone's obsessed with seeing results within a three-year period. We need the HAP to be the 2040 HAP. (Service provider)

The potential risks exist of having no coordinated approach with cross-sector governance and monitoring. The risks related to gains are lost, responses become siloed, and specific groups of people experiencing homelessness are overlooked.

Consensus exists on the need for a homelessness strategy or action plan but not its design

Sector representatives and service providers advocated for a long-term homelessness strategy. Some also wanted the development of specific strategies for different cohorts experiencing homelessness (e.g., women, rangatahi, Pacific people, Rainbow and disabled communities). Further, Māori providers and Iwi advocated for MAIHI Ka Ora as the long-term homelessness strategy.

Sector representatives and service providers highlighted the need to change the HAP vision of '*Homelessness is prevented where possible or is rare, brief, and non-recurring*'. They supported a vision where '*all people are well-housed*'. The shift reflected the feedback on moving from managing homelessness to ensuring long-term stable homes that meet the people's differing needs and enable their aspirations.

When we're thinking about what's next, we're evolving it to be the plan for ensuring everyone is well-housed, and that takes into account all of the intersections we've been discussing. (Sector representative)

A long-term action plan is appropriate given the broader strategic framing

Confusion exists about how the HAP's links to GPS-HUD, MAIHI Ka Ora and Fale mo Aiga – Pacific Housing Strategy and Action Plan. GPS-HUD sets the 30-year vision of: '*Everyone in Aotearoa New Zealand lives in a home, and within a community, that meets their needs and aspirations*' (New Zealand Government & Ministry of Housing and Urban Development, 2021, p. 5). MAIHI Ka Ora vision is '*All whānau have safe, healthy, affordable homes with secure tenure, across the Māori housing continuum*'.

Fale mo Aiga focuses on achieving intergenerational wealth through home ownership. These visions align with government agencies and the wider sector's preferred long-term direction for the HAP going forward.

In this context, developing a long-term action plan linked to GPS-HUD vision and framed on the Kaupapa Māori principles in MAIHI Ka Ora may offer a clearer direction in the future. Creating more apparent links to these strategic frameworks will place long-term focus on families, whānau and individuals having secure, safe, healthy, affordable homes that enable their aspirations. Further, enacting the guidance of MAIHI Ka Ora will enable government agencies to meet the Crown's obligations as a Te Tiriti partner.

There has to be solutions by Māori for Māori, otherwise nothing's going to work. It won't be representative of the types of support that Māori need. (Government agency)

Consideration is needed on the links to Fale mo Aiga, given that the Pacific housing providers interviewed did not support or have clarity on the role of the strategy.

The long-term action needs to reflect the changing housing narrative

If agreement is reached to develop the next phase of the action plan rather than a long-term strategy, consideration must be given to the language used in the plan. Feedback from some sector representatives highlighted the narrative on homelessness and houselessness is changing. Some stakeholders noted the use of the term homelessness in the HAP places focus on managing homelessness, not ending it. Others noted the use of homelessness places blame on people and reduces focus on the system and structural issues contributing to people being homeless.

They focus on people who are homeless rather than the system and structural failure that has created this whole situation where we have housing need. Housing needs have not been created by whānau with drug and alcohol, and mental health issues. That housing need has been created because of system failure intergenerationally, and now it gets focused on the individual or the whānau, and they're dysfunctional. How do you change that narrative? It comes from a place where people aren't broken, it's the system that's broken and created all of these issues. (Māori sector representative)

Further, they note people described as homeless are not necessarily without homes, as they have personal communities. Alternatively, for whānau Māori they may have a house but are homeless due to a disconnect from Iwi, hapū and their whenua. They commented that the language used determines the lens through which government agencies respond.

A theory of change can frame the future direction

A whānau-centred and preventive focus theory of change is preferred

A theory of change is a tool to explain and assess changes to move towards the desired outcomes. Assessment of progress against a theory of change can create learning opportunities through shared conversations. Developing a theory of change requires a shared agreement on the long-term vision and, ideally, collective input from across the sector and those with lived experience. Given the lack of consensus on the vision, developing a new theory of change for this report is not possible.

The HAP has an outcomes framework to track progress (Appendix 1). The outcomes framework focuses on the four action areas contributing to the HAP's vision – prevention, supply, support and system enablers. These action areas are deemed appropriate by stakeholders. However, stakeholders also critiqued the HAP as system focused on seeking to manage people experiencing homelessness in

the short term. Stakeholders are seeking a shift in working to support people experiencing homelessness with a greater focus on prevention, the diversity of housing needs, and contributing to positive long-term outcomes for whānau, families and individuals.

Below is an example of a family-centred theory of change. Scottish Government (2020) updated their ‘Ending Homelessness Together’ action plan and used the following theory of change to demonstrate the changes wanted for individuals and families.¹⁶ The framework recognises the need for a diverse response and strongly focuses on prevention. The framework was used to identify and monitor the actions that contributed to the five areas. We share the framework to demonstrate a more family-centred theory of change. We acknowledge when shared in a hui, some Māori stakeholders did not like the approach. The development of the theory of change will differ for Māori and needs to be led by Māori.

Figure: Scotland’s theory of change for ending homelessness



Source: [Ending Homelessness Together: Updated action plan, October 2020 \(www.gov.scot\)](https://www.gov.scot)

Work needs to shift to a prevention lens

Consistent feedback from sector representatives and service providers recommended a shift from a crisis response to a prevention response. However, they did not articulate what this meant in an Aotearoa context. Dej et al. (2020) argued ending homelessness is not possible without effective prevention strategies. They also noted a knowledge gap about effective homelessness prevention strategies. Dej et al. (2020, p. 402) defined homelessness prevention as:

¹⁶ Some Māori stakeholders did not support this type of theory of change.

'the policies, practices, and interventions that reduce the likelihood that someone will experience homelessness. It includes providing those who have been homeless with the necessary resources and supports to stabilize their housing, enhance integration and social inclusion, and ultimately reduce the risk of their recurrence of homelessness. Homelessness prevention is housing-led; it requires the immediate provision of housing and supports for people experiencing homelessness, or the immediate protection of existing housing for those who are at risk of becoming homeless (alongside additional supports).'

They reflected emergency and transition housing are essential for short-term assistance when people are in crisis, but they do not prevent homelessness. Further, sector representatives also commented on the need for a flexible approach to quickly respond when crises impact people's housing needs and lives.

[Covid-19] was something the HAP hadn't planned for. How do you create space and ensure that you're building that into some of the strategy and planning going forward and funding to support these emergency responses? (Sector representative)

Dej et al. (2020) put forward five components of homelessness prevention, and they noted all must be present to end homelessness effectively:

- Structural prevention focuses on prevention-oriented legislation, policy, and investments likely to build the economic, social, and cultural context conducive to homelessness prevention.
- Systems prevention addresses the institutional barriers or inequities increasing the risk of homelessness (e.g., limited service and support access to get and maintain housing)
- Early intervention programmes for those at risk of homelessness or who have recently become homeless to provide supports to keep their homes or help rapidly move out of homelessness.
- Eviction prevention is support for people who have received an eviction notice or are at high risk of losing their rental housing.
- Housing stabilisation is access to appropriate and affordable housing and support to retain.

Current HAP initiatives and actions align with homelessness prevention components and opportunities exist for further strengthening. A critical improvement area is ensuring the HAP actions and initiatives are tailored and reflect the differing groups of people experiencing homelessness and their diverse needs.

How do we collectively respond to the unique needs of all of these groups within the context and current policy settings? Is it a set of principles that can support all these different and unique responses? Our failure to do so will result in more competition because of more focused lobbying on behalf of more groups. (Sector representative)

Building housing supply needs to continue and reflect the diversity of needs and aspirations of people experiencing homelessness. Without an adequate housing supply of fit-for-purpose houses, preventing homelessness is not possible.

Implementation enablers need to be strengthened

To deliver the homelessness work going forward, implementation enablers need strengthening, including those identified through the Waitangi Tribunal, specifically:

- Improving partnership and collaboration with Māori on strategy, policy, service design and implementation and engaging with hapū, Iwi, Māori providers, groups and tangata whenua with experience of homelessness.

- Ongoing strengthening of cross-government agency and sector governance and leadership to provide direction on progress and adaption needed to strive for vision, adapt to changing context and manage risks
- Ongoing long-term funding and trialling new funding approaches (e.g., whānau or person-centred funding)
- Ongoing support of locally-led approaches and responses
- Continuing to build workforce capacity and capability and ensuring their safety and support, particularly iwi and Māori providers
- Removing process and system barriers to Māori and Iwi organisations supporting whānau Māori
- Improving data quality to identify the scale and nature of the homelessness issues for Māori.
- Continuing to build knowledge and data with learning mechanisms to inform ongoing adaptation.

Conclusions

The HAP has delivered its intent against the agreed immediate actions

The HAP directed focus and resources to address homelessness at a national level. In the past three years, HAP's target of supporting 10,000 individuals and whānau by 2023 was achieved. Compared to 2020, the supply of transitional and Māori housing has increased. New housing and support initiatives supported people experiencing homelessness who have achieved positive personal changes. Some work was also done to enable the system through cross-agency relationships and better data collation.

The HAP has laid the foundations for ongoing work to prevent and reduce homelessness

HAP's implementation has laid the foundations of enhanced cross-sector collaboration, built workforce capacity and capability, particularly for Iwi and Māori providers, increased housing supply, enabled local responses and improved systems to inform more effective responses. HAP's implementation and associated work have strengthened the sector's understanding of meeting the diverse needs of people experiencing homelessness and improving emergency and transitional housing.

The HAP is not without critique, particularly the lack of consultation with Māori, the emphasis on managing homelessness rather than long-term prevention, and the need to respond appropriately to the diversity of people with housing needs and aspirations. These foundations and critiques inform the ongoing work to prevent and reduce homelessness.

More work is needed to prevent and reduce homelessness

A long-term (20 years) and well-resourced action plan is needed linked to GPS-HUD's vision and framed on the Kaupapa Māori principles in MAIHI Ka Ora. Creating clearer links to these strategic frameworks will place long-term focus on families, whānau and individuals having secure, safe, healthy, affordable homes that enable their aspirations. Further, enacting the guidance of MAIHI Ka Ora and the recommendations from WAI 2750 homeless inquiry will enable government agencies to meet the Crown's obligations as a Te Tiriti partner. The homelessness work going forward needs to be preventive and whānau-centred.

Ongoing work is needed to continue to strengthen implementation enablers:

- Improving partnership with Māori on strategy, policy, service design and implementation and engaging with hapū, Iwi, Māori providers, smaller groups, and tangata whenua with lived experience of homelessness.
- Ongoing strengthening of cross-government agency and sector governance and leadership
- Ongoing long-term funding and trialling new funding approaches
- Ongoing support of locally-led approaches and responses and meaningful engagement with people experiencing homelessness
- Continuing to build workforce capacity and capability and ensuring their safety and support
- Removing process and system barriers to Māori and Iwi organisations supporting whānau Māori
- Improving data quality to identify the scale and nature of the homelessness issues for Māori and inform evidence-based policy decision-making
- Continuing to build knowledge and data with learning mechanisms.

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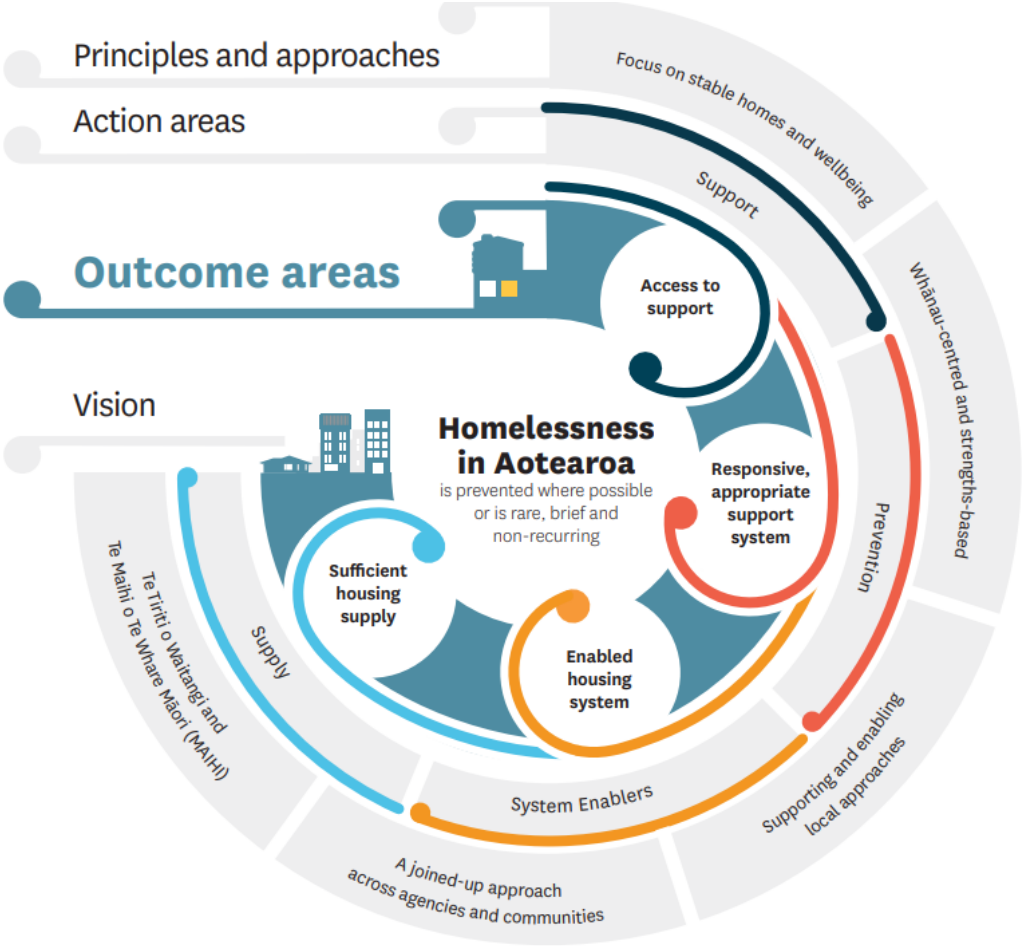
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Appendices



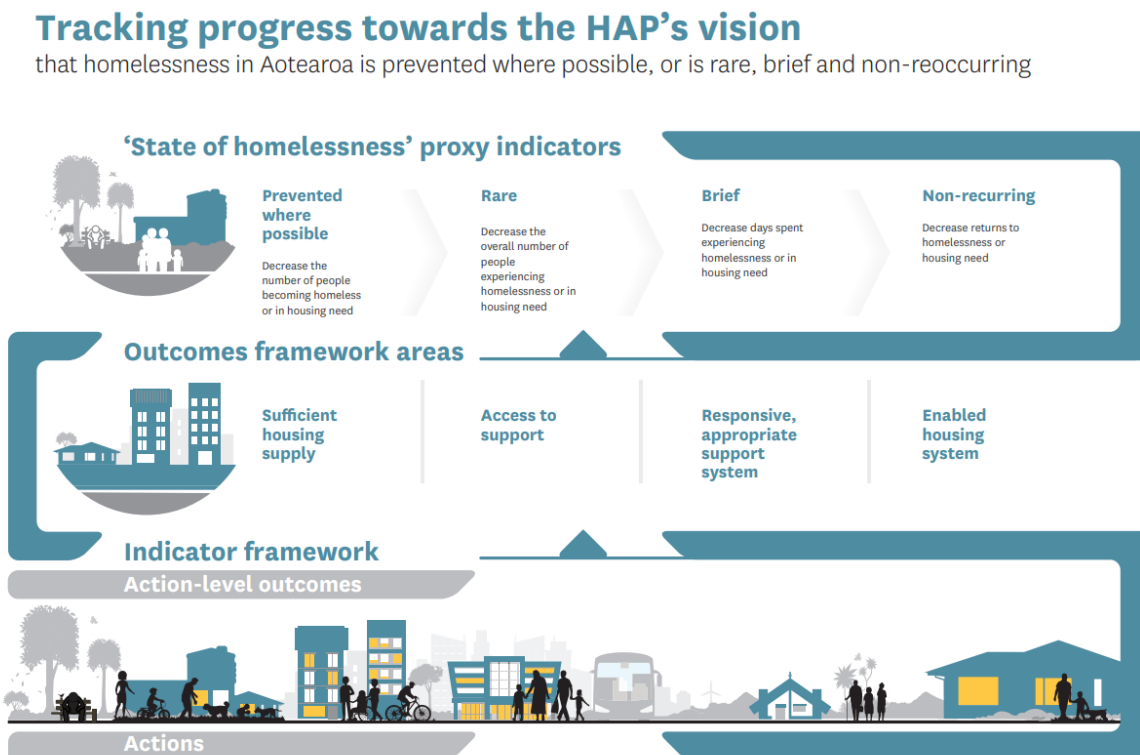
Appendix 1: HAP outcomes framework

Figure 4: HAP outcomes framework



Source: Ministry of Housing and Urban Development. (n.d.b)

Figure 5: Framework to track progress towards the HAP's vision



Source: Ministry of Housing and Urban Development. (n.d.b)

Appendix 2: Overview of the GPS-HUD



Appendix 3: MAIHI Ka Ora – the National Māori Housing Strategy

Te Maihi o te Whare Māori
Māori and Iwi Housing Innovation (MAIHI) Framework for Action

Nau mai, tēhuti mai! Tōmōkōka tō tētou whānau.

Te Maihi o te Whare Māori - Māori and Iwi Housing Innovation (MAIHI) puts Māori at the heart of the approach to housing in Aotearoa, creating a framework and strategy to change the housing system so it delivers better solutions for Māori.

The four main components of MAIHI are:

| | | | |
|---|---|---|---|
| <p>MAIHI Framework for Action</p> <p>Te Maihi o te Whare Māori - Māori and Iwi Housing Innovation (MAIHI) puts Māori at the heart of the Aotearoa New Zealand's housing narrative, acknowledges the history of Māori housing and responds to these needs through kaupapa Māori approaches.</p> | <p>MAIHI Ka Ora - the National Māori Housing Strategy</p> <p>MAIHI Ka Ora - the National Māori Housing Strategy - elevates the Māori and Iwi Housing Innovation (MAIHI) Framework for Action, providing a strategic direction that puts Māori at the heart of Aotearoa New Zealand's housing system.</p> | <p>MAIHI Implementation Plan</p> <p>While MAIHI Ka Ora sets the vision for Māori housing for the next 30 years, the Implementation Plan spans three to four years. Its purpose is to take us a step closer to the MAIHI Ka Ora overall vision.</p> | <p>MAIHI Partnerships Programme</p> <p>The MAIHI Partnership Programme makes it easier for iwi, hā, and Māori housing providers to find and access the support that's available from different government agencies for Māori-led housing projects.</p> |
|---|---|---|---|



Appendix 4: Overview of Fale mo Aiga (Pacific Housing Strategy 2030)

Fale mo Aiga Pacific Housing Strategy 2030

Vision

Pacific peoples own and live in affordable, quality, fit-for-purpose, healthy homes that enhance their wellbeing.

Critical Success Factors

- A collaborative and joined-up housing system.
- A responsive, accountable, and capable Pacific housing sector.
- Tailored ongoing support for Pacific peoples throughout their housing journey.
- Pacific families and communities are consulted and part of the decision making process.
- Strong system leadership and governance.
- A place-based approach.

Pacific Principles

| | | |
|--|--|--|
| <p>Ava fatafata (avaava) Te uala ni kaiterāne ao n reitaki (kotahi)</p> <p>Maintaining respectful and trusting relationships</p> | <p>Taupulega (tuwaka) Kāfatahi - Favahevehe'aki 'a e ngaahi fatongia (tuwaka)</p> <p>Reflecting the opinion of others in decisions</p> | <p>Te aso mo tena fakasoaga (tuwaka) 'Oror sin' ahae ma pot' forou (tuwaka)</p> <p>Being ready to change, innovate and reset</p> |
| <p>Mokoina e tau manatu tagata (tauwaka) Vaicipomi (tauwaka)</p> <p>Valuing the views, knowledge, and experiences of others</p> | <p>Adag ne potu ma 'inea la fuog n putukā (tuwaka) Manamanatu loa (tauwaka)</p> <p>Searching for enduring solutions</p> | <p>Kia 'ikotai, kia mātorū 'ei reira e (tauwaka) 'ei, eiaa (tauwaka) Fai nuku maapoopo (tauwaka)</p> <p>Acting collectively, taking others with us</p> |

Pacific Housing Statistics

| | | |
|--|---|--|
| <p>Homelessness</p> <ul style="list-style-type: none"> 24% of households experiencing severe housing deprivation identify as Pacific peoples, six times the rate of New Zealand Europeans. 11% of households in emergency housing identify as Pacific peoples. (4/10, March 2022) | <p>Overcrowding</p> <ul style="list-style-type: none"> 39% of Pacific peoples living in private homes are in crowded conditions, compared with 23% of Māori and 11% of New Zealanders. Around 46% of Pacific peoples aged 15-24 live in a crowded house. | <p>Unhealthy Homes</p> <ul style="list-style-type: none"> 46% of Pacific peoples live in damp housing, compared to 40% of Māori and 21% of New Zealand Europeans. 42% of Pacific peoples live in homes with visible mould, compared to 33% of Māori and 17% of New Zealand Europeans. |
| <p>Public Housing</p> <ul style="list-style-type: none"> 26% of households living in public housing identify as Pacific peoples. (4/10, March 2022) 12% of those on the housing register identify as Pacific peoples. (4/10, March 2022) | <p>Private Rental</p> <ul style="list-style-type: none"> More than 64% of Pacific households rent their home, compared to 32% of New Zealand households. | <p>Home Ownership</p> <ul style="list-style-type: none"> 21% of Pacific households own their home, compared to 31% of Māori and 60% of New Zealand Europeans. |

* Ethnicity data is self-identified and multiple ethnicities may be chosen. People are counted in each group they identify with.
* Pacific peoples are 8% of the NZ population
* Unless stated otherwise are from the 2018 Census

Key Priorities



Priority 1: Demand

Build intergenerational Pacific wealth through home ownership

- Enhance Pacific peoples' capability to manage their finances and save towards home ownership.
- Create pathways towards home ownership through financial capability programmes and progressive home ownership schemes, such as shared equity and rent to buy.



Priority 2: Supply

Build affordable, quality, healthy, fit-for-purpose homes for Pacific peoples

- Increase the supply of affordable, quality homes that meets the needs of Pacific peoples.
- Develop partnerships with Pacific churches, housing trusts, private developers, iwi and Māori, central and local government and non-governmental organisations (NGOs) to provide secure housing opportunities for Pacific peoples.



Priority 3: Pacific housing sector

Develop and grow the Pacific housing sector

- Support Pacific organisations to deliver housing, and tailored, ongoing services to Pacific peoples across the housing continuum.
- Increase capability and capacity of Pacific housing providers to help Pacific peoples work toward home ownership.



Priority 4: Housing system

Influence and strengthen the housing system to improve housing outcomes for Pacific peoples

- Support the Government, iwi and Māori, NGOs and community groups to deliver housing solutions that are tailored to the needs of Pacific peoples.
- Embed enduring and effective collaboration across the housing system to prioritise and support Pacific peoples in their housing journey.
- Strengthen Pacific cultural capability across the housing system.
- Improve the experience and transition of Pacific peoples across the housing continuum.

Outcomes

- A joined-up, well-functioning and culturally responsive housing system
- A strong Pacific housing sector supporting Pacific peoples across the housing continuum

- Pacific peoples, including youth, elderly, women and those with disabilities, are prioritised and supported through government housing initiatives

- Affordable, quality, fit-for purpose, healthy homes
- Increased home ownership
- Security of tenure
- Employment and investment in Pacific communities through social procurement
- Intergenerational wealth transfer

Pacific Aotearoa Lalanga Fou vision:
We are confident in our endeavours, we are a thriving resilient and prosperous Pacific Aotearoa

Government Policy Statement on Housing and Urban Development vision:
Everyone in Aotearoa New Zealand lives in a home and within a community that meets their needs and aspirations

Appendix 5. Evaluation method

We conducted nine scoping interviews

The scoping interviews discussed the evaluation scope, evaluation needs, and other contextual information. We interviewed nine key stakeholders, including senior leaders and key teams at HUD and MSD, Te Matapihi, and CHA.

We reviewed relevant documents

The purpose of the desktop review was to use existing documents and reporting to assess the progress and implementation of the HAP. We retrieved documents from stakeholders and online.

We reviewed:

- policy and strategy documents and frameworks
- cabinet papers
- six-monthly and 18-month HAP progress reports
- Waitangi Tribunal Report Kāinga Kore (2023)
- research and evaluations of HAP initiatives and programmes
- other relevant documentation.

A complete list of documentation reviewed is in the bibliography.

We interviewed 38 key stakeholders

The interviews gathered diverse stakeholder perspectives on the implementation and outcomes of HAP and aspirations for further policy work to support people experiencing homelessness. The interviews focused on the key evaluation questions.

Interviews were conducted individually or in groups. Interviews were semi-structured and followed informed consent procedures. The interviews lasted up to 60 minutes and were conducted virtually on Teams. With participants' permission, all interviews were audio-recorded.

The majority of interviews were completed from June to July 2023. A few interviews were conducted in August and September 2023 due to limited stakeholder capacity.

Table 4: Interviews conducted by stakeholder group

| Stakeholder group | Interviews undertaken | People interviewed |
|--|-----------------------|--------------------|
| HUD stakeholders | 7 | 11 |
| Cross-sector government agencies involved in delivering HAP initiatives | 6 | 8 |
| Te Matapihi representatives and Iwi providers and Māori housing providers | 3 | 6 |
| CHA representatives and community housing providers | 7 | 13 |
| TOTAL | 23 | 38 |

Interviews were transcribed and analysed

Audio recordings were transcribed verbatim. We thematically analysed the interviews. We identified overarching themes and developed a detailed code frame. We coded all transcripts based on the code frame in an analysis spreadsheet.

We conducted seven workshops to inform future work on reducing homelessness

The workshops presented key insights from the interviews and discussed implications for future work to support people experiencing homelessness. Workshops were 90 minutes long and conducted virtually.

We invited participants who were interviewed and other key stakeholders. The groups included:

- Ministry of Housing and Urban Development – Te Tūāpapa Kura Kāinga (HUD) n=17
 - Te Kāhui – Māori Housing (n=7)
 - Other policy, service design and delivery teams at HUD (n=10)
- Other central government agencies delivering HAP (n=8)
- Cross-sector agencies (n=8)
- Te Matapihi and Māori housing providers (n=2)
- Pacific housing providers (n=4)
- CHA and community housing providers (n=7).

We drafted and finalised this report

We prepared a draft report addressing the key evaluation questions. HUD and other key stakeholders reviewed the draft report. We incorporated their feedback and finalised this report as appropriate to the evidence.

Evaluation limitations

The evaluation findings reflect the interviews and workshops completed and the documents reviewed.

We acknowledge the evaluation limitations:

- No direct voice of people experiencing homelessness. Given the evaluation’s strategic focus, we were not commissioned to interview people directly who received support from the HAP initiatives or programmes. We drew their perspectives from research and evaluations that contained their voice, Kāinga Kore (Waitangi Tribunal Report, 2023), and provider feedback.
- Limited input from providers directly delivering services to people experiencing homelessness. Key stakeholders from Te Matapihi and CHA offered a provider perspective on HAP’s implementation and future policy directions needed. While we heard about their challenges, we did not directly engage with providers with a perspective on the needs of older people, disabled people, migrant communities, or refugee communities experiencing homelessness.
- The potential for a positive bias. We acknowledge some government stakeholders may be vested in their involvement in HAP being portrayed positively. We positioned the evaluation as an opportunity to learn and inform further homelessness policy development. We have triangulated insights across the data streams to present a balanced view and diverse perspectives.

Data collection tools

Information sheet



HAP%20evaluation%
20information%

Consent form



HAP%20evaluation%
20consent%20fo

Discussion guide



HAP%20evaluation%
20discussion%2

Workshop presentation



HAP%20evaluation_k
ey%20findin

Appendix 6: Assessment of the HAP actions

Tables 5 and 6 below present the assessment of the HAP’s immediate and long-term actions as reported in the 36-month progress report (New Zealand Government, 2023). HAP’s reporting at 36 months used classifications to demonstrate the progress of each action (New Zealand Government (2023)). The progress report did not define each progress classification. We have interpreted each classification based on their use in the progress report and the evidence presented to support the classification. Progress classifications were:

- ‘Delivered’ – the action, as defined in the HAP, has been delivered and met the agreed target or success measure (e.g., increasing transitional housing supply by 1000 places)
- ‘Delivered/BAU’ – the action, as defined in the HAP, has been delivered and is now business as usual (BAU) within the government agency’s operation (e.g., Rapid Rehousing was piloted, evaluated and now part of HUD’s BAU)
- ‘In place’ – action, as defined in the HAP, is being actioned (e.g., Support women/wāhine who are leaving prison).
- ‘Underway’ and ‘in development’ – are used interchangeably to indicate scoping and design work is in progress (e.g., design work for the Homelessness Outreach Services).

We have also assessed the immediate HAP actions against targets noted in HUD’s draft success measures for HAP (Ministry of Housing and Urban Development, n.d., c). We have used the following assessment criteria:

- Met – evidence exists demonstrating the agreed target was met
- On track – evidence exists indicating the likelihood of the target being
- Not met – target not met
- Not known – the target cannot be assessed as the data or information is not available or accessible to this evaluation
- Other positive output – where a target was not set for an action or was not assessable – consideration was given to whether other positive outputs were evident. If noted, the positive output is described.

No targets were set for the long-term HAP actions across the four focus areas.

Table 5: The progress on meeting the immediate HAP actions across the four focus areas and assessment against agreed target (if any)

| Action and responsible agency | Progress at 36 months (New Zealand Government, 2023) | Agreed draft targets/success measures (HUD, n.d, a) |
|--|--|---|
| Prevention | | |
| Partner with Māori, Iwi, hapū and marae to prevent homelessness through whenua-based initiatives (HUD) | Delivered: He Taupae and He Taupua funds allocated. Future funding through Whai Kāinga Whai Oranga (MAIHI funding stream). | Target: Access to whenua Māori for housing purposes is increased. Met: He Taupae and He Taupua funds increased access to whenua Māori for housing purposes |
| Redesign and expand Sustaining Tenancies (HUD) | In place: | Target: % of clients having graduated from the programme |

| Action and responsible agency | Progress at 36 months (New Zealand Government, 2023) | Agreed draft targets/success measures (HUD, n.d, a) |
|--|---|--|
| | Redesign and expansion complete. 1,517 participants in Feb 2023, an increase from 1,235 in Feb 2020. | Target met: Increased reach of Sustaining Tenancy |
| Expand housing support for young people leaving Oranga Tamariki care (Oranga Tamariki) | In place: 110 placements, on track to deliver 120 by the end of June 2023 (+35 from Oranga Tamariki funding) | Target: none set Other positive output: more placements for young people |
| Improve transitions from acute mental health and addiction inpatient units (Ministry of Health) | In place: Two pilot sites with 60 tāngata whaiora referred: 5 active cases | Target: none set Other positive output: Tāngata whaiora receiving support not previously available |
| Support women/wāhine who are leaving prison(Ara Poutama Aotearoa) | In place: 26 women total (4 remain, 17 independent) | Target: 20 per annum (draft success measures - 72 women/wāhine leaving prison). Not met: Due to reducing women's prison population and access issues to prisons. |
| Support returned overseas offenders who are homeless (Ara Poutama Aotearoa) | In place: 41 men supported (27 completed) | Target: Support for up to 30 people a year (90 people in total). On track |
| Supply | | |
| Increase transitional housing supply (HUD, Kāinga Ora, MSD) | Delivered: 1,005 places from HUD funding (total 5,824) | Target: Set target of 1,000 places Met |
| Support Māori Community Housing Providers and other Māori and Iwi providers to expand supply (HUD) | Delivered: He Taupae and He Taupua funds allocated. Future funding through Whai Kāinga Whai Oranga (MAIHI funding stream) | Target: none set Other positive output: increased access to support Māori and Iwi providers. 206 homes approved or contracted through the He Kūkū ki te Kāinga fund. Funding allocated to 28 He Taupua providers, across 30 projects. |
| Support | | |
| Pilot a rapid rehousing approach (HUD) | Delivered/BAU: Rapid rehousing was piloted, evaluated and now is part of HUD's BAU At August 2021, 524 people engaged in the service and 159 people housed | Target: 340 approved; increased to 549 contracted places by December 2021 Met |
| Expand supports to all people in emergency housing (MSD) | Delivered/BAU: 1,987 engaged with an ICM, and 649 engaged with a Navigator (March 2023). All emergency housing clients have a case manager or ICM. | Target: none set Other positive output: All emergency housing clients have a case manager or ICM. |
| Introduce housing broker roles to increase access to private rental housing (MSD) | Delivered/BAU: 800 assisted with accessing private housing; 462 prevented from entering emergency housing; evaluated | Target: none set Other positive output/outcome: Positive evaluation (see appendix 7) |
| Better prepare people for private rental (Ready to Rent programmes) (MSD) | Delivered/BAU: 55 programmes across 12 regions between July 22-March 23; evaluated | Target: none set |

| Action and responsible agency | Progress at 36 months (New Zealand Government, 2023) | Agreed draft targets/success measures (HUD, n.d, a) |
|--|---|---|
| | | Other positive output/outcome: Positive evaluation (see appendix 7) |
| Assistance for families/whānau with children in emergency housing (flexible funding) (MSD) | Delivered/BAU: One-off flexible funding has covered extra-curricular activities, tuition, mentoring, activity packs and support for children to re-engage with school following lockdown. | Target: none set Other positive output: Support for children in emergency housing |
| Homelessness Outreach Services (HUD) | Underway: Received funding in Budget 2022 to engage individuals to gain appropriate support to transition safely to longer-term housing solutions. The design and locations for the service are nearly finalised. | Target: none set Not known: too early to assess |
| System enablers | | |
| Create a local innovation and partnership fund (LIPF) (HUD) | Underway: Annual funding rounds to 2023; \$16.6 million allocated | Target: none set Other positive output: Funding allocated |
| Build capacity and capability of Māori providers (HUD) | Delivered (He Taupua) He Taupua and He Kūkū ki te Kāinga funds allocated. Future funding through Whai Kainga Whai Oranga (MAIHI funding stream). | Target: Up to 30 individuals each year nationally over three years. Met: funding allocated to 28 He Taupua providers, across 30 projects |
| Enable and support Kaupapa Māori approaches (HUD) | Underway: He Ara Hiki Mauri \$25 million for Māori providers to lead a tangata whenua-led response to homelessness. | Target: none set Not known |
| Ongoing involvement of people with lived experience of homelessness (HUD) | Delivered: Homeless Sector Support Services is leading Ngā Puna Kōrero – the voices of lived experience initiative. Homeless Sector Support Services has completed stakeholder engagement | Target: none set Other positive output: increased knowledge |
| Improve evidence and data on homelessness (HUD) | In place: Various data dashboards have been developed, and work is ongoing | Target: none set Other positive output: HUD's Homelessness Outlook , |

Table 6: Progress on meeting the long-term HAP actions across the four focus areas

| Action and responsible agency | Progress at 36 months (New Zealand Government, 2023) |
|--|--|
| Prevention | |
| Develop further earlier interventions and prevention measures (MSD) | In development: Five groups were identified as requiring further focus, including disabled people, older people (over 50 years), Pacific peoples, Rainbow, and ethnic communities. |
| Review and develop further responses for at-risk groups (MSD) | In development: As above |
| Improve discharge planning for people leaving hospital and inpatient units (Ministry of Health) | In development: Scoping work completed on challenges and opportunities |
| Enhance referral and information processes (MSD) | In development: Through Emergency Housing System review |
| Supply | |
| Continue to increase public housing (HUD, Kāinga Ora) | Underway: On track to add 18,000 public and transitional housing by June 2024. Demand for public housing continues to exceed supply. |
| Explore options for affordable housing and private rentals (HUD) | Underway: Continuing to explore |
| Explore options to convert transitional housing and other short-term housing to longer-term housing (HUD/Kāinga Ora) | Reprioritised: Due to the pressure on places for transitional and emergency housing since 2020, this work was put on hold. |
| Develop a Progressive Home Ownership scheme (HUD) | Completed/BAU |
| Look to facilitate access to shared tenancies in public housing (HUD/MSD) | Reprioritised: Due to the pressure on places for transitional and emergency housing. |
| Expand Rangatahi transitional housing – new action (HUD) | Underway: Through Budget 2022, funding was provided to expand provision of rangatahi transitional housing 139 rangatahi transitional housing places in Feb 2023, majority operational by end 2023 |
| Expand Rangatahi Supported Housing – new action (HUD) | Underway: Through Budget 2022, aimed at supporting rangatahi with higher or more complex needs design underway and operational mid-2023 |
| Support | |
| Continue to roll out Housing First (HUD) | BAU: Housing First provision continues the following an evaluation |
| Explore options for housing support and supported housing (HUD/MSD) | Underway To be informed by Supported Housing Review and Emergency Housing System Review |
| Review the effectiveness of existing support services (HUD/MSD) | Underway: Supported Housing Review, Emergency Housing System Review |
| Improve access to healthcare for people who are homeless (Ministry of Health) | In development: Scoping work completed |

| Action and responsible agency | Progress at 36 months (New Zealand Government, 2023) |
|--|--|
| Explore initiatives to increase access to private rentals | Reprioritised: Focus on Sustaining Tenancies and Ready to Rent programmes to support access to private rentals |
| System enablers | |
| Continue to work closely with Iwi and Māori providers (HUD) | Underway: Through the implementation of MAIHI Ka Ora |
| Continue to support the capability and capacity of providers (HUD) | BAU: Ongoing work with Homeless Sector Support Services to identify ways to improve capability and capacity |
| Work to enhance assessment processes (MSD) | Underway: Emergency Housing System Review to identify a new assessment and referral pathway to be piloted |
| Explore the potential for legislative changes (HUD) | Reprioritised: Completed policy work but no short-term opportunities identified. |

Appendix 7: Support initiatives' evaluations

Summary of key insights from support initiatives evaluation

The Housing First evaluation and Rapid Rehousing review

The Housing First evaluation and Rapid Rehousing review found whānau had a positive service experience working with kaimahi to access housing and wraparound support. Service experiences of the two programmes were similar, except for the 12-month duration of Rapid Rehousing.

Whānau achieved positive outcomes (e.g. housing security, steps toward sobriety, improved health and wellbeing), with some adverse unintended outcomes noted (e.g. lack of accountability, dependency on the system). Compared to Housing First, Rapid Rehousing whānau progressed quicker once in accommodation, and some restarted employment and study.

The programmes support whānau Māori along the early stages of the MAIHI Ka Ora Māori housing continuum (Litmus, 2023). Various national and operational challenges were highlighted and are discussed below (Litmus, 2022b).

ICM and Navigator Initiatives evaluation

ICM and Navigator Initiatives evaluation found the training, programmes and personalised support and advocacy were building the capability of whānau in emergency housing to search for houses and sustain their tenancies. ICM and Navigator Initiatives also contributed to the system's enabler focus area by strengthening inter-agency collaboration and networks.

ICM and Navigator Initiatives were not designed to address the underlying barriers and lack of housing supply, resulting in whānau being in emergency housing. As a result, some whānau were disappointed with the service as they presumed the Initiatives would secure them a home (Litmus, 2022a).

Reclaim Another Woman reintegration services (He Haumarua and Wāhine Ora Tua Tahī)

Reclaim Another Woman reintegration services (He Haumarua and Wāhine Ora Tua Tahī) evaluation found women appreciated the service. They felt safe, well-supported, had the space to take care of their own needs, reconnected with whānau, felt part of the community, and some achieved education and employment. Several operational challenges existed and are discussed below (Ara Poutama Aotearoa Department of Corrections, 2022).

Evaluation of the Housing Brokers and Ready to Rent initiatives

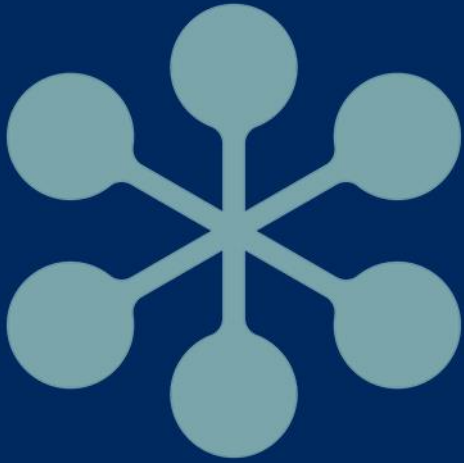
Evaluation of the Housing Brokers and Ready to Rent initiatives found participants had positive experiences with the services. Participants who took part in Ready to Rent thought they were prepared well, felt heard, and a welcoming space was created. Clients in the Housing Brokers initiative trusted their Housing Broker and developed a positive mindset and knowledge. Many landlords, property managers, and investors were also satisfied with the Housing Brokers and their experience (Family Centre Social Policy Research Unit, 2023)

Common areas to strengthen support actions

The evaluations identified challenges and areas to strengthen common across the initiatives. The common themes highlight areas for future work to continue strengthening the work to support people experiencing homelessness or with housing needs.

The common areas to strengthen include:

- Better alignment to MAIHI, associated with the improved partnership with Māori in service design and enabling whānau to have a choice between kaupapa Māori and non-Māori services.
- Enhance the cultural competency of the workforce, particularly when working with whānau Māori and Pacific clients, to ensure services are culturally appropriate and safe.
- Provide professional development and relevant training for roles, recognising the skills needed when working in homeless sector support services and with people, families and whānau with complex needs.
- Enhance systems and processes related to referral, assessment, and reporting to be more streamlined and consistent. Improving referral and assessment processes would enable a seamless service experience. Standardised and purposeful reporting would improve data collection and inform better practices.
- Share practices and learnings across providers and agencies to develop a common knowledge and practice base.



Litmus

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