



Aotearoa/New Zealand **HOMELESSNESS ACTION PLAN**

Phase One 2020-2023

Working together to prevent
and reduce homelessness

Ministerial Foreword

Working together to end homelessness in Aotearoa/New Zealand

The *Aotearoa/New Zealand Homelessness Action Plan (2020–2023)* signals a shift in our response to homelessness.

This is the first time a comprehensive central government-led and cross-agency plan has been developed to prevent and reduce homelessness. The plan provides an overarching framework and sets out immediate and longer-term actions to prevent and reduce homelessness throughout our communities.

Homelessness is more than rough sleeping. It includes people who are without shelter, in emergency and temporary accommodation, and living temporarily in severely overcrowded accommodation.

Through the plan, and wherever possible, the government will work together with the sector and wider community partners to prevent homelessness from occurring in the first place. This means working closely together to support individuals, families and whānau at risk of experiencing homelessness at crucial points, such as insecure tenancies, leaving prison or hospital. Where homelessness occurs, individuals, families and whānau need quick access to stable housing and support services, to stay housed and improve wellbeing.

Achieving this change in our response isn't easy and requires an ongoing and collective effort over many years. Substantially increasing public housing and improving the ability of individuals, families and whānau to afford rents in the private market are vital to the success of the action plan.

These aims are alongside the wider government effort to improve New Zealanders' incomes, address poverty, fix the housing crisis, increase access to health services, and grow our economy to everyone's benefit.

Enabling the housing aspirations of Māori, partnering with Māori to build on successful Māori-led approaches, and placing whānau at the centre of all that we do will be critical to the success of the action plan. Kaupapa Māori principles and partnerships underpin the development of the plan and will drive the design and delivery of actions to seek measurable change for whānau, hapū and Iwi. A kaupapa Māori approach to homelessness means responding not just to the physical realities of homelessness, but the cultural, emotional and spiritual disconnections from kāinga and whenua.

By taking the immediate actions in the plan to reduce and prevent homelessness, we will support over 10,000 individuals, families and whānau at risk of or experiencing homelessness. These actions are backed by over \$300 million of government funding, and build on significant investment in the Housing First programme and continued investment in public housing.

Homelessness in New Zealand will not be solved overnight and not by government working alone. This is why we remain committed to working with providers, Iwi, local government, individuals, families and whānau with experience of homelessness and social service agencies in our communities around New Zealand, to build on the progress we've collectively made to date.

Our sincere thanks to everyone who has helped develop the *Aotearoa/New Zealand Homelessness Action Plan*.

Together, we can make sure all New Zealanders have a place and a thriving community to call home.



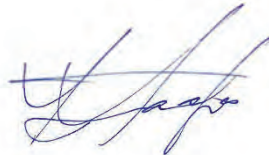
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Executive Summary

Our vision is that homelessness in New Zealand is prevented where possible, or is rare, brief and non-recurring.

This action plan is an important step in delivering on this vision. It sets out an overarching framework for communities, Māori, Iwi, providers and government agencies to continue to work together to prevent and reduce homelessness. The framework consists of the vision, guiding principles, action areas, outcomes and actions.

This action plan sets out new immediate actions to be put in place in 2020 and provides a road map for longer-term actions across the first phase of the plan (2020–2023) to prevent and reduce homelessness. Actions will build on and support the local work already underway around New Zealand and put in place essential changes to address gaps in responses to homelessness.

Agencies are committed to partnering with Iwi, hapū, marae and Māori organisations, local authorities, providers and people with lived experience of homelessness to take sustained action that is grounded in, and responsive to, local needs and aspirations over multiple years.

Increasing public housing and affordable housing is crucial, as is improving the ability of individuals, families and whānau to afford rising rents in the private market. The actions in this first phase focus on:

- providing additional support for individuals, families and whānau at risk of homelessness and currently experiencing homelessness
- reducing the use of motels as emergency accommodation by urgently putting in place new supply and continuing to build more public houses
- partnering with, supporting and empowering Māori, Iwi and local communities in responding to local needs
- setting up an ongoing process to include the voices of individuals, families and whānau with lived experience of homelessness in the development, design and delivery of changes
- putting in place a framework for reviewing, monitoring and evaluating the changes made and enhancing data on homelessness.

To reduce disproportionate homelessness experienced by Māori, we aim to ensure that strengths-based, positive kaupapa Māori approaches are supported and promoted.

Immediate actions are backed by over \$300 million in new funding. This is in addition to the existing substantial investment in public housing and the Housing First programme, which supports people with multiple, high and complex needs experiencing homelessness. It also builds on the investment over previous Budgets and the recent investment in August 2019 of \$54 million for initiatives to support individuals, families and whānau to stay in their existing tenancies and provide wrap around services and navigators for those in emergency housing.

Future phases of action to address homelessness (from 2023) will continue to expand on the progress made, address additional gaps in responses, and continue to focus on ensuring that all New Zealanders have a stable and affordable place to call home and the support to keep it. In the long-term, the action plan and associated work would see:

- people at risk of homelessness accessing the support, advice and appropriate housing needed to help prevent homelessness
- enough permanent, adequate and appropriate housing for people experiencing homelessness or at risk of homelessness, and rare use of motels as emergency housing
- a system of support that responds flexibly, quickly and appropriately to people's needs
- a responsive and resilient system in which government agencies work effectively together, and with the wider sector.

An urgent need to act

Too many New Zealanders are currently experiencing homelessness.

Homelessness is associated with a range of poor social and economic outcomes. Becoming homeless can be a devastating experience and exacerbate physical health, mental health and increase the use of coping mechanisms, such as drug and alcohol use. Without the proper supports, individuals, families and whānau can cycle in and out of homelessness several times. For children and young people, homelessness can be especially harmful and have longer-term impacts on wellbeing.

Housing shortages and rising rents, coupled with low incomes and high costs of living, are causing acute increases in homelessness in some places in New Zealand, impacting heavily on the lives of individuals, families and whānau in our communities. Motels are increasingly being used as emergency housing for individuals, families and whānau in need.

The Crown's Treaty partners, Māori, are disproportionately represented in all areas of housing need and homelessness, driven by the ongoing impacts of dispossession of land, and subsequent displacement and disconnection from whānau, hapū and iwi.

Other ethnic groups more likely to experience homelessness include Pacific peoples.¹

People who experience homelessness often face other disadvantages and vulnerabilities, including low income, poverty, experience of trauma, and poor mental health and physical health. Research has shown that people experiencing homelessness have a high level of interaction with government services such as the

¹ Amore K. (2016). Severe housing deprivation in Aotearoa/New Zealand: 2001–2013. He Kāinga Oranga/Housing & Health Research Programme, University of Otago, Wellington. Available from: <http://www.healthyhousing.org.nz/wp-content/uploads/2016/08/Severe-housing-deprivation-in-Aotearoa-2001-2013-1.pdf>

justice system, health and social development.² However, these systems of support often fail to prevent homelessness.

Under the official definition, there are more than 41,000 people experiencing homelessness in New Zealand. This definition covers people who are without shelter, in emergency and temporary accommodation, and living as a temporary resident in a severely overcrowded private dwelling.³

Given demand for emergency housing and public housing has continued to increase, it is expected that the levels of homelessness are higher. Thousands of New Zealanders are also at risk of homelessness from rising costs of living, low incomes, housing pressures and other circumstances such as family violence, transitioning from government care and relationship breakdowns.

Engagement and support for this plan

Providers and services working to address homelessness have been calling for national action.

The action plan will build on and support local action already taking place. For decades, Iwi, hapū, marae, churches, housing providers, and other community groups have been offering support and accommodation to people experiencing homelessness. Some local areas, including Auckland, Waikato and Wellington, have already developed their own responses and strategies to address homelessness and housing issues, in partnership with their local community stakeholders.

There is widespread support for greater action to prevent and reduce homelessness. Engagement with stakeholders to develop the plan highlighted and reinforced the need for:

- a kaupapa Māori framework as part of this action plan
- ensuring interactions with people experiencing, or at risk of, homelessness are culturally appropriate
- a joined-up approach across government, and with Iwi and Māori organisations, non-governmental organisations, local government and providers
- better addressing the link between homelessness and mental health, family violence and discharge planning from hospitals and prisons
- more funding for proactive and preventative initiatives, such as Sustaining Tenancies, and to identify and address the needs of people at risk of homelessness earlier

² Pierse, N. et al. (2019). Service usage by a New Zealand Housing First cohort prior to being housed. SSM- Population Health – 8. Available from https://www.researchgate.net/publication/333732987_Service_usage_by_a_New_Zealand_Housing_First_cohort_prior_to_being_housed

³ Amore, K. (2016). Severe housing deprivation in Aotearoa/New Zealand: 2001–2013. He Kāinga Oranga/Housing & Health Research Programme, University of Otago, Wellington. Available from: <http://www.healthyhousing.org.nz/wp-content/uploads/2016/08/Severe-housing-deprivation-in-Aotearoa-2001-2013-1.pdf>

- more housing, with requests to look at a variety of options to bring on more affordable supply and more flexible regulations, with support for home ownership and shared housing options
- strengthened data, analysis and information-sharing to make it easier to support individuals, families and whānau in need.

Moving towards the vision

Action is needed now to prevent homelessness, increase housing supply and provide support services.

Increasing the availability and affordability of homes is a key part of any response to homelessness. Action is needed now to reduce the number of individuals, families and whānau currently staying in emergency accommodation. This requires an increase in the supply of public houses and affordable rentals.

Alongside supply, this plan provides an enhanced focus on prevention, supporting local action and ensuring that agencies work better together to prevent and reduce homelessness.

A phased approach is needed to track the progress being made, to reflect on what is working well and make changes where needed.

The framework for this action plan consists of the overarching vision, guiding principles that underpin the work, four action areas, associated outcomes and specific actions to be put in place immediately and longer-term.

Supporting this plan is an approach for addressing Māori housing across all needs and aspirations (Te Maihi o Te Whare Māori: Māori and Iwi Housing Innovation [MAIHI] framework), developed by the Ministry of Housing and Urban Development. MAIHI focuses work around both urgent actions to reduce homelessness for Māori, and the deeper system changes needed to improve Māori housing.

Actions will be put in place across the following areas:

- **Prevention:** Individuals, families and whānau receive the support they need so that homelessness stops happening in the first place.
- **Supply:** All New Zealanders have a place to call home and the use of motels for emergency housing is reduced.
- **Support:** Individuals, families and whānau experiencing homelessness move quickly into stable accommodation and access wider social support to address needs.
- **System enablers:** The system supports and enables our vision and together we address homelessness.

Immediate and longer-term actions are set out below across the four areas. All actions will embed bespoke kaupapa Māori support in the right place at the right time.

Guiding principles that underpin this plan and all actions

Te Tiriti o Waitangi

Te Tiriti o Waitangi guaranteed Māori rangatiratanga. The government's role, as Treaty 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. This means supporting Māori to deliver solutions for Māori, and empowering local communities to develop and deliver services to achieve Māori housing and wellbeing outcomes. It also means transforming 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 focused on improving the wellbeing of whānau and addressing individual needs within a whānau context. Within the context of homelessness, this can mean addressing individual needs within the context of that individual's relationships, support networks, community and connection to place.

Focus on stable homes and wellbeing

This means looking past the short-term approach of providing an immediate crisis response to providing long-term sustainable housing solutions and using rapid rehousing approaches. This will provide individuals and whānau with stability and space to recover and improve their wellbeing, and be part of their community.

Kaupapa Māori approaches

Kaupapa Māori approaches are embedded within this plan and throughout the delivery of actions. Services will be enabled to develop kaupapa Māori approaches to address homelessness in a way that they consider best meets the needs and aspirations of their communities. The overarching kaupapa Māori approach is built on the foundation of the interconnections between whānau, whakapapa, whenua and whai oranga (for Māori and Iwi) and whai rawa (for the Crown).

Supporting and enabling local approaches

All communities around New Zealand are different, with their own distinct challenges and aspirations. This plan aims to support local communities to address the housing and homelessness issues they face, in ways that respond to their different needs and build on responses already in place.

A joined-up approach across agencies and communities

Addressing homelessness requires true partnerships and systems of support and housing to be functioning well in inclusive and equitable ways. This means having a well-functioning welfare system, employment and education opportunities, and a housing market that provides enough affordable supply.

PREVENTION



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

Support at the right time can prevent someone from becoming homeless or needing emergency housing. Immediate actions will help people address issues that put their tenancies at risk and support people at points where they are at risk of homelessness.

In the longer term, agencies will continue to embed prevention responses and work to better coordinate services so that no one falls through gaps in support.

Immediate actions (in place in 2020):

- **Partner with Māori, Iwi, hapū and marae to prevent homelessness** through whenua-based initiatives.
- **Redesign and expand Sustaining Tenancies**, which provides tailored support to assist people with a range of needs such as mental health and addiction, budgeting or home-care, in order to maintain existing tenancies.
- **Expand housing support for young people leaving Oranga Tamariki care** to provide supported accommodation options.
- **Improve transitions from acute mental health and addiction inpatient units** to support people into suitable accommodation.
- **Support women who are leaving prison** by providing safe and stable accommodation with reintegration support services.
- **Support returned overseas offenders who are homeless** with accommodation and support to better reintegrate back into New Zealand communities.

Longer-term actions (from 2020–2023):

- **Develop further earlier intervention and prevention measures**, such as exploring the need for frontline services to have conversations about housing earlier so they can identify, refer and respond to need.
- **Review and develop further responses for at-risk groups**, including people experiencing family violence, disabled people, Pacific peoples, young people, older people and LGBTQI+ groups.
- **Improve discharge planning for people leaving hospital and inpatient units**, focusing on ensuring that people who are discharged do not become homeless.
- **Enhance referral and information processes** between government agencies and providers to ensure that everyone gets the support they need to access and maintain housing.



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

There needs to be enough houses for people to call home. Despite the significant investment already made, demand for public housing is increasing faster than new supply, and in some locations new supply is needed urgently.

Immediate actions (in place in 2020):

- **Urgently increase supply** of Transitional Housing to help reduce the use of motels as emergency accommodation.
- **Support Māori Community Housing Providers and other Māori and Iwi providers** who want to expand supply and use land for transitional housing and long-term housing.

Longer-term actions (from 2020–2023):

- **Continue to increase public housing** in areas of high need across New Zealand.
- **Explore options for affordable housing and private rentals** so that all people can afford and access housing, regardless of their income.
- **Explore options to shift to longer-term housing** through converting transitional housing or other short-term housing into permanent places.
- **Develop a Progressive Home Ownership scheme** to help move families into home ownership.
- **Look to facilitate access to shared tenancies** for people who want them so they can build social supports, reduce their housing costs and better use existing properties.



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

Some individuals, families and whānau require support to navigate through the system, so they do not cycle round the system or get stuck in short-term accommodation. This should involve identifying and addressing a range of needs, including the need for on-going support. Housing First will continue to be the core response to chronic homelessness.

Immediate actions will build upon the recent investment in Intensive Case Management and navigators, to support people in emergency housing and reduce the risk of housing instability. Support will be tailored to individuals, families and whānau, including culturally appropriate support for Māori and Pacific peoples.

Immediate actions (in place in 2020):

- **Pilot a rapid rehousing approach** to help individuals, families and whānau quickly exit homelessness, return to permanent housing in the community, and maintain their tenancies.
- **Expand support to all people in emergency housing** through further Intensive Case Managers and/or navigator resources for all people in receipt of Emergency Housing Special Needs Grants.
- **Introduce housing broker roles** to increase access to private rental housing and help people in emergency housing and on the public housing register who are able to sustain a tenancy.
- **Better prepare people for private rental** by providing a programme that educates and prepares tenants to successfully sustain a private rental home.
- **Assistance for families/whānau with children in emergency housing** to provide support while living in emergency housing, aimed at easing stresses associated with unstable housing.

Longer-term actions (from 2020–2023):

- **Continue to roll-out Housing First** places so that people experiencing chronic homelessness can access stable housing and are supported for as long as they need.
- **Explore options for housing support and supported housing**, with the aim that people can access the support they need for as long as they need it.
- **Improve access to healthcare for people who are homeless**, including exploring ways to improve access to health services for people without a permanent address.
- **Review the effectiveness of existing support services**, including how initiatives informed by international models can be best tailored to meet needs in New Zealand, including the needs of Pacific peoples.
- **Explore initiatives to increase access to private rentals** and develop programmes, potentially social letting agencies, a new service for landlords or tenants, or support for existing services.



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

To prevent and reduce homelessness requires everyone to work together to respond to the different challenges faced in communities around New Zealand. Building the capability and capacity of the workforce is a crucial component of any response, along with collaboration, and better data and information on homelessness.

Immediate actions (in place in 2020):

- **Create a local innovation and partnership fund** to support local initiatives to respond to and prevent homelessness.
- **Build capacity and capability of Māori providers** to enhance their ability to provide services and support new and potential Māori Community Housing Providers.
- **Enable and support kaupapa Māori approaches** and innovative responses to Māori homelessness, working in partnership with Iwi, hapū, marae, and Māori organisations.
- **Ongoing involvement of people with lived experience of homelessness** to inform policy, delivery and design work at a local, regional and national level.
- **Improve evidence and data on homelessness** to build a stronger evidence base for informing responses to homelessness and funding decisions, based on New Zealand data and information.

Longer-term actions (from 2020–2023)

- **Continue to work closely with Iwi and Māori providers** building partnerships and addressing homelessness together.
- **Continue to support the capability and capacity of providers** supporting the use of peer workers, multidisciplinary outreach and whānau-centred services. This will look at supporting Pacific housing providers to deliver more housing services.
- **Work to enhance assessment processes** so people accessing housing support receive the right level of support for their needs, including ensuring the Social Allocation System for public housing is working effectively.
- **Explore the potential for legislative changes** to strengthen the prevention of homelessness.

The need to measure and track progress

Reversing the growth in homelessness will require a phased multi-year approach and ongoing commitment across government. Agencies are committed to working with and alongside Iwi and Māori organisations, people with lived experience of homelessness, non-governmental organisations, private sector and local authorities to develop and put actions in place.

All actions put in place will be monitored, reviewed, evaluated and reported on regularly. This will help government, providers and support services to better understand how effective an action is, why it was effective, and what actions work well for different people. Evaluations with Māori will adopt the key principles of kaupapa Māori research (such as whakapapa, rangatiratanga, use of te reo and tikanga).

Outcomes will be measured and reported on regularly, and, along with improvements to data on homelessness, this will help to measure impact made across the action plan. Cross-agency Chief Executive and Deputy Chief Executive governance groups will continue to meet regularly to monitor progress in delivering on the actions.

To assist with reporting, a set of indicators will be established to help measure progress in achieving the outcomes in the plan. Due to current limitations around data availability, indicators and measures will be built on and improved over time.

It will take time to measure progress against the key outcomes. Progress on this action plan will be publicly reported on every 6 months, with a full progress update and review of the action plan in 18 months. Work to develop the next phase of the action plan will begin in early 2023, with the intention to release the next phase of the action plan in late 2023.

Introduction

The purpose of this action plan

Phase One of the *Aotearoa/New Zealand Homelessness Action Plan (2020–2023)* will drive actions that aim to improve the wellbeing and housing outcomes of individuals, families and whānau who are at risk of, or experiencing, homelessness.

Many actions will be put in place immediately, and agencies will continue to work with communities to support them to develop local solutions and longer-term actions. National changes will be made where required to support local action.

This plan:

- provides an overarching framework for communities, Iwi, providers, the private sector, local authorities and government agencies to continue to work together to prevent and reduce homelessness
- sets out new immediate actions to be put in place in 2020 to improve wellbeing and housing outcomes for people experiencing homelessness
- provides a road map for long-term solutions over the next three years to continue to build on and support the local work already underway around New Zealand.

This first phase goes until 2023, with further phases planned after that. The actions in this first phase focus on:

- providing additional support for individuals, families and whānau at risk of homelessness and currently experiencing homelessness
- reducing the use of motels as emergency accommodation by urgently putting in place new supply and continuing to build more public houses partnering with, supporting and empowering Māori, Iwi and local communities in responding to local needs
- setting up an ongoing process to include the voices of individuals, families and whānau with lived experience of homelessness in the development, design and delivery of changes.

Future phases of the action plan will continue to expand on the progress made and address additional gaps in responses.

How this plan is structured

The framework for this action plan consists of the overarching vision, guiding principles, four action areas and associated outcomes, and actions to be put in place immediately and in the longer-term.

The overarching vision:

Homelessness in New Zealand is prevented where possible, or is rare, brief and non-recurring.

The guiding principles:

- **Te Tiriti o Waitangi:** The government's role, as Treaty partner, is to enable Māori to get where they want to be.
- **Whānau-centred and strengths-based:** Focused on improving the wellbeing of whānau and addressing individual needs within a whānau context, community and connection to place.
- **Focus on stable homes and wellbeing:** Looking past the short-term approach of providing an immediate crisis response to providing long-term sustainable housing solutions.
- **Kaupapa Māori approaches:** Delivering actions in a way that embodies kaupapa Māori principles and ensuring delivery in line with those principles and ways of working, which includes partnering with Māori and enabling Māori self-determination.
- **Supporting and enabling local approaches:** Supporting local communities to address the housing and homelessness issues they face in ways that respond to their different needs.
- **A joined-up approach across agencies and communities:** Addressing homelessness using true partnerships, collaboration, and systems of support and housing.

The four action areas and high-level outcomes:



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

- People are supported to keep tenancies, and everyone at risk of homelessness can access the support and advice needed to help prevent homelessness.
- People transitioning from agency care who are at risk of homelessness receive support to transition into appropriate housing.

SUPPLY



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

- People can access affordable and stable housing.
- People have a place and a community they can call home.
- Motels are rarely used as a form of emergency accommodation.

SUPPORT



Individuals, families and whānau experiencing homelessness move quickly into stable housing and access wider social support to address needs and stay housed

- People receive the support they need to stabilise their housing situation and meet their needs, so homelessness doesn't recur.
- People's immediate needs are met and the support is tailored to their needs, including health and wellbeing needs.
- People have the support they need to access housing and navigate the private rental market.

SYSTEM ENABLERS



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

- Kaupapa Māori approaches and partnerships are embedded into all responses to homelessness.
- Local solutions are supported, and people with lived experience of homelessness are involved in designing responses.
- The sector has the capability and capacity to respond to all forms of homelessness.
- Coordination between government agencies and providers is strengthened, and government agencies work across traditional boundaries to deliver joined-up responses.
- The level, drivers and causes of homelessness are understood.

How this plan was developed

This plan has been developed and is jointly owned by the Ministry of Housing and Urban Development, the Ministry of Social Development, Kāinga Ora – Homes and Communities, Ministry of Health, Te Puni Kōkiri, the Ministry for Pacific Peoples, Ara Poutama Aotearoa/Department of Corrections, New Zealand Police and Oranga Tamariki—Ministry for Children (Oranga Tamariki), with support from other government agencies.

Content was developed and shaped in conjunction with key stakeholders and reviews of international evidence and New Zealand research. This includes the work being undertaken by the Building Better Homes, Towns and Cities National Science Challenge, particularly the Kāinga Tahī, Kāinga Rua strategic research area.⁴ Findings and case studies from evaluations of emergency housing and Housing First, and international and local plans and strategies have been drawn on.

Engagement to inform the action plan included targeted conversations with sector experts and workshops with stakeholders. The Ministry of Housing and Urban Development and the Ministry of Social Development hosted workshops in Northland, Hamilton, Rotorua, Napier/Hastings, Wellington, Nelson/Blenheim, Christchurch and Auckland. Representatives from housing providers, non-governmental organisations, Iwi, local government and research institutions attended these workshops.

Initial discussions with people with lived experience of homelessness have taken place to develop an ongoing engagement platform to inform policy, design and delivery of the plan. This will provide critical insights into how services can support people when they are at risk of, or experiencing, homelessness.

Engagement with stakeholders during the development of the plan highlighted and reinforced the need for:

- a kaupapa Māori framework as part of this action plan
- ensuring interactions with people experiencing, or at risk of, homelessness are culturally appropriate
- a joined-up approach across government, and with Iwi and Māori organisations, non-governmental organisations, local authorities and providers
- better addressing the link between homelessness and mental health and addiction, family violence, and discharge planning from hospitals and prisons
- more funding for proactive and preventative initiatives, such as Sustaining Tenancies, and to identify and address the needs of people at risk of homelessness earlier
- more housing, with requests to look at a variety of options to bring on more affordable supply and more flexible regulations, with support for home ownership and shared housing options
- strengthened data, analysis and information-sharing to make it easier to support individuals, families and whānau in need.

⁴ Kāinga Tahī, Kāinga Rua. Retrieved 22 November 2019 from: <https://www.buildingbetter.nz/research/kaingarua.html>

Background

Tūrangawaewae – The importance of home, community and place

A home is more than a house. A home encompasses a sense of belonging and connection to the community within which it sits. Being at home should encompass feelings of safety and security, allowing growth and the sharing of knowledge and restoration.

Māori have a unique relationship to kāinga (home) and the place of kāinga in the well-being of individuals, whānau and future generations. The loss of kāinga and subsequent disconnection from whenua and whānau can be significant. Connections and opportunities enable people and whānau to put down roots, build their sense of belonging to a community, and through that fulfil and realise their potential.

A safe, stable and affordable home plays a significant role in wellbeing. A home provides a platform for improved physical and mental health, educational attainment, employment, social cohesion and connection, from which individuals, families and whānau can lead healthy lives and achieve their aspirations.

Homelessness is an increasing challenge across Aotearoa

New Zealand's official definition of homelessness is broad, including people sleeping on the street as well as those in temporary accommodation or those sharing with other households. The 2013 Census estimated there were approximately 41,000 New Zealanders in severe housing deprivation. Of those identified as homeless:

- around 10 percent were without shelter, such as living in cars, sleeping rough or in improvised housing
- 20 percent were in temporary or emergency accommodation, such as campgrounds, boarding houses, motels or night shelters (including government-funded accommodation)
- 70 percent were sharing accommodation with another household, defined as a temporary resident in a severely overcrowded private dwelling.⁵

⁵ Amore, K. (2016). Severe housing deprivation in Aotearoa/New Zealand: 2001–2013. He Kāinga Oranga/Housing & Health Research Programme, University of Otago, Wellington. Available from: <http://www.healthyhousing.org.nz/wp-content/uploads/2016/08/Severe-housing-deprivation-in-Aotearoa-2001-2013-1.pdf>

Given the continued demand for emergency housing and public housing, it is expected that the levels of homelessness are higher. For example:

- As at September 2019, 2,640 clients had received an Emergency Housing Special Needs Grant generally for a stay in a motel, an increase of 741 on the previous quarter.⁶ Māori make up around 60 percent of emergency housing recipients.
- The overall number of Emergency Housing Special Needs Grants has increased 88 percent from the year prior. The estimated average emergency housing stay is also increasing. Currently 62 percent of clients in emergency housing have stayed there for four or more weeks.⁷
- Despite the significant investment already made, demand for public housing is increasing faster than new supply can be added. As at September 2019, there were 16,867 applicants on the public housing register, a 43 percent increase from the year prior.⁸

The number of people presenting with a severe housing need is also rapidly growing. This number has grown 20 percent in just one year and is 40 percent higher than September 2015.

Government administrative data only captures people who access government assistance. There is a significant ‘hidden homeless’ population of people who are rough sleeping, in boarding houses, camping grounds or sharing accommodation, who do not access government housing assistance, or are turned away from providers who have no capacity to provide help.

Different communities experience and respond to homelessness differently, or have distinct issues at play, which means they feel the outcomes more or less acutely because of these local factors. Results from Ira Mata, Ira Tangata: Auckland’s Homeless Count found that of those living without shelter and in temporary accommodation across the Auckland region:

- Māori were overrepresented among those living without shelter and in temporary accommodation.
- Pacific peoples⁹ were overrepresented in temporary accommodation.
- Single-parent families were 2.5 times more likely than two-parent families to be experiencing homelessness in temporary accommodation. Nearly 83 percent of these families were single mothers.
- Nearly half the total number of people who were in temporary accommodation on the night of the count were children (1,300 under 18 years old).
- Disabled and LGBTIQ+ people were overrepresented among those living without shelter.¹⁰

⁶ In the week ending 31 May, 1,899 clients received EH SNG – Data from MSD.

⁷ Ministry of Social Development, Data source (as at 27 September 2019).

⁸ Ministry of Social Development. (2019). Administrative data.

⁹ The terms Pasifika or Pacific can be considered Western constructs. However, this is often how statistics are reported. See Tanielu, R. (2019) The Housing Crisis Facing Pasifika People in Aotearoa. The Salvation Army.

<https://www.salvationarmy.org.nz/article/housing-crisis-pasifika-people>. Sixty-four percent of the Pacific population in New Zealand live in Auckland. See Statistics New Zealand (2019). 2018 Census population and dwelling counts <https://www.stats.govt.nz/information-releases/2018-census-population-and-dwelling-counts>

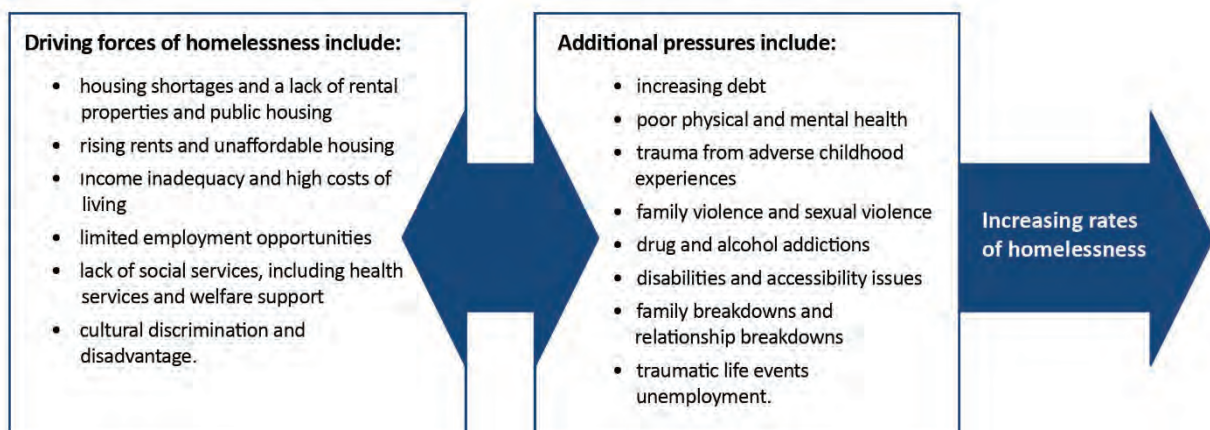
¹⁰ Housing First Auckland. (2019). Ira Mata, Ira Tangata: Auckland’s Homelessness Count Report. Available from: <https://www.aucklandshomelesscount.org.nz/uploads/files/PIT-FinalReport-Final.pdf>

Drivers and causes of homelessness across New Zealand

Homelessness is driven by structural issues and system failures (such as poverty, a lack of affordable housing and limited supply, discrimination, welfare support issues, and a lack of employment opportunities). People who experience homelessness often face other disadvantages and exclusion, including low income, debt, experience of trauma, and poor mental health and physical health.

There are many pathways into homelessness. A change in personal circumstances, such as a change in relationship status, loss of income, serious illness or mental health and addiction needs, can lead to a loss of tenancy and homelessness. People may have to leave their homes due to rent increases, following an illness or accident or disagreement with landlords or time in the criminal justice system. It can be difficult to find a new place for a range of reasons, such as high rents, prior involvement with the Tenancy Tribunal, discrimination, debt and accessibility issues. Changes in family composition can have an impact and lead to overcrowding.

Research has shown that people experiencing homelessness have a high level of interaction with government services, such as the justice system, and health and social development.¹¹ However, without the proper supports, an individual or whānau can cycle in and out of homelessness several times. Administrative procedures, along with a lack of agency co-ordination, can make connecting and staying engaged with services difficult. A limited supply of appropriate housing, coupled with a lack of effective support to transition out of government care (including Oranga Tamariki care, hospitals and prisons) can result in homelessness for vulnerable individuals.



¹¹ Pierse, N. et al. (2019). Service usage by a New Zealand Housing First cohort prior to being housed. SSM- Population Health – 8. Available from: https://www.researchgate.net/publication/333732987_Service_usage_by_a_New_Zealand_Housing_First_cohort_prior_to_being_housed

For Māori, the ongoing impact of cultural discrimination and disadvantage are key drivers of homelessness

Work to prevent and reduce homelessness in New Zealand must recognise and acknowledge the impacts of the dispossession of land, social disadvantage, institutional racism, cultural disconnection and poverty for many Māori.

In addition to dispossession of land, and subsequent displacement, many Māori have experienced disconnection from whānau, hapū and Iwi. This has had a major impact as Māori are significantly more likely than the general population to be homeless, on the public housing register, or in public housing. In 2013, Māori were five times more likely to be homeless than Pākehā,¹² Nearly 60 percent of the full number of households currently receiving emergency housing support are Māori.¹³

Acknowledging that the Crown's Treaty partners are disproportionately impacted by homelessness is an important step in this mahi. It situates work on homelessness within a wider political, social and economic context and seeks to address the impact and consequences of land loss and cultural disconnection on Māori. Bringing a kaupapa Māori approach to addressing these impacts is essential in meeting Māori needs, by Māori, for Māori, and transforming systems, policies and services to work better for Māori.

Housing shortages and affordability pressures are driving homelessness

Housing supply in New Zealand has not kept pace with population growth, with estimates showing that in 2017 there was a nationwide shortage of at least 70,000 homes.¹⁴ This has significantly affected people's ability to access housing of their choice and has increased pressure on affordable housing and in turn, the private rental market. The 2018 Census showed that there was a 10 percent increase in population over the past five years, but only a 4 percent increase in homes.¹⁵

In some areas in New Zealand, pressures in the housing market are especially acute and have resulted in significant increases in homelessness. These factors have been further exacerbated by increased population growth, including migration, demand from seasonal workers and demand for short-term holiday rentals, which has pushed up house prices and rents.¹⁶

Low supply and price increases mean homeownership rates have fallen to the lowest levels in over 60 years and more people are renting, resulting in greater competition in the rental market. One third of New Zealand households are now

¹² Amore, K. (2016). Severe housing deprivation in Aotearoa/New Zealand: 2001–2013. He Kāinga Oranga/Housing & Health Research Programme, University of Otago, Wellington. Available from: <http://www.healthyhousing.org.nz/wp-content/uploads/2016/08/Severe-housing-deprivation-in-Aotearoa-2001-2013-1.pdf>

¹³ Ministry of Social Development. (2019). Administrative data.

¹⁴ Ministry of Business, Innovation and Employment. (2017). Briefing to the Incoming Minister. Available from: <https://www.beehive.govt.nz/sites/default/files/2017-12/MBIE.pdf>

¹⁵ Stats NZ. (2013). Census population and dwelling counts. Available from: <http://archive.stats.govt.nz/Census/2013-census.aspx>

¹⁶ Data limitations make it difficult to accurately identify cause and effect, but reduced growth in the supply of rental properties appears to correlate with increased numbers of AirBnB listings, and with increased demand for accommodation for seasonal workers in some areas.

renting, and the proportion of children living in rented accommodation has increased from 26 percent to 43 percent since the 1980s.¹⁷

Homeownership rates for Pacific peoples have been declining since 1991, with rates at 18 percent in 2013. The high proportion of Pacific households in the private rental market means that they are particularly vulnerable to increasing rental costs and insecurity of tenure. Overcrowding is a significant issue for Pacific households. The 2013 Census showed that 38 percent of Pacific households lived in crowded households. The impact of this is reflected in the higher rates of hospitalisations among Pacific peoples for infectious diseases attributed to household crowding.

Households in rental properties are particularly vulnerable to increasing rental costs and insecurity of tenure. People on the margin of the rental market, on low-incomes or benefits, are at risk of homelessness. For low-income households, the proportion of household incomes spent on housing costs has increased from 29 percent in the late 1980s to over 50 percent now, and almost half of private tenants are experiencing rent stress. Among Accommodation Supplement recipients, 52 percent of renters spend more than half their income on rent.¹⁸

Income adequacy and poverty are also key drivers of homelessness

Poverty is a significant structural driver of homelessness, with vulnerable people forced to make untenable choices between housing costs and other essential expenditure, like food. Nearly a quarter of New Zealand's children and young people (around 250,000) are growing up in households considered to be in poverty, when the cost of housing is considered.¹⁹ Māori and Pacific households are over-represented in New Zealand's poverty statistics. Pacific peoples have the lowest median income per annum of \$19,700, compared with Europeans at \$30,900, and Māori at \$22,500 per annum.²⁰

Research interviews with whānau in emergency housing showed that for these whānau, income pressures and debt were triggers in needing emergency accommodation. Factors causing income pressure include becoming unemployed and the subsequent loss of income, no employment opportunities, bad credit rating, rent arrears, increased cost of living, and debt.²¹

A low income can also affect one's ability to find and acquire a rental property due to bond and rent-in-advance requirements. Low income, coupled with a lack of affordable accommodation and high cost of amenities, can place further financial pressure on whānau once they find a home.

¹⁷ Stats NZ. (2019). Estimated Households in Private Occupied Dwellings (Quarterly), June 2019, Infoshare – Population/Demography Dwelling and Household Estimates.

¹⁸ Ministry of Social Development. (2019). Administrative data.

¹⁹ Using the low-income after housing costs primary measure in the *Child Poverty Reduction Act 2018* (see <https://www.stats.govt.nz/information-releases/child-poverty-statistics-year-ended-june-2018>).

²⁰ Stats NZ. (2013). Census population and dwelling counts. Available from: <http://archive.stats.govt.nz/Census/2013-census.aspx>

²¹ Ministry of Housing and Urban Development. (2019). Emergency Housing Funding Model: Summary Report. Unpublished.

Trans and non-binary participants in a recent survey spoke about struggling to find employment, and unemployment for the participants of the survey was more than double that of the general population. This inequity is reflected in their median annual income, which is around half of the median income for the general population, causing difficulties in finding and maintaining a home.²²

The diversity of homelessness and its impacts

Homelessness is experienced by individuals, families and whānau in diverse ways. A high proportion of individuals, families and whānau experiencing homelessness are Māori and Pacific peoples. Responses to homelessness need to value individuals, families and whānau as experts on their lives and what they need. This action plan acknowledges the diversity of individuals, families and whānau who experience homelessness, and advocates for the consideration of these experiences in the design and delivery of actions.

Once an individual or whānau experiences homelessness it can result in other long-term issues that worsen over time. For example, homelessness can increase the use of coping mechanisms, such as drug and alcohol use. Health issues can go undiagnosed and being without a home can make it difficult to manage chronic health conditions (like Hepatitis C,²³ diabetes or asthma), and much harder to stay well.

Homelessness can have a negative impact on mental health and lead to loneliness, depression and low self-esteem. Whānau in emergency housing reported feelings of vulnerability and powerlessness. Living in emergency housing created a significant amount of ongoing anxiety, depression, fear and distress. Stress is further compounded through the need to search for long-term housing, trying to earn an income, limited space and privacy, and a lack of certainty over their housing situation.²⁴

Homelessness can lead to difficulty in keeping or finding a job and an inability to have a stable income, even after finding a place to live. Whānau in the Housing First programme spoke to researchers about their desire to get work, after they had found a home. However, returning to the workforce posed several challenges that they required support to work through – especially if they had spent some time in prison or had ongoing trauma.²⁵

Over time, some people found that they experienced cultural and social disconnection from being homeless. Not having a home meant they moved around a lot and there were times where family and children could not visit or stay. This meant that they could not exercise manaakitanga and whanaungatanga, and lost their connection with wider whānau and crucial support networks.

²² Veale, J., Byrne, J., Tan, K., Guy, S., Yee, A., Nopera, T. & Bentham, R. (2019). Counting Ourselves: The health and wellbeing of trans and non-binary people in Aotearoa New Zealand. Transgender Health Research Lab, University of Waikato: Hamilton NZ. Available from <https://countingourselves.nz/>

²³ For example, see Humm, J. (2017) Elderly at 43: On Health and Homelessness. October 2017 Vol.30 (8). Available from: <https://www.thepeoplesproject.org.nz/uploads/files/Parity%20Vol30-08.pdf>

²⁴ Ministry of Housing and Urban Development. (2019). Emergency Housing Funding Model: Summary Report. Unpublished.

²⁵ Ministry of Housing and Urban Development. (2019). Housing First in New Zealand Research. Unpublished.

Homelessness can have a lasting impact on children and young people

Homelessness can affect a child's growth and development. Constant moving and insecure housing can take children outside of familiar environments and may involve moving schools and/or school absences.^{26,27} During research interviews, whānau in emergency housing spoke of a lack of access to transport to and from early childhood services or schools making regular attendance problematic.²⁸

Insecurity and stress within the family can have a subsequent negative impact on mental health for children in this situation and cause adverse impacts later in life. There are long-term impacts from experiences of childhood poverty and childhood trauma which has shown to be a key predictor of future homelessness.^{29,30}

Housing stability is one of the greatest challenges for young people, with housing insecurity and homelessness a key issue for young people leaving Oranga Tamariki care. Young people transitioning from Oranga Tamariki care are at greater risk of becoming homeless due to their circumstances and lack of support mechanisms. Of this group of 15–25-year-olds, and an estimated 57 percent are Māori and 8 percent are both Māori and Pacific.

Access to housing can be a key barrier to achieving independence. Young people often need additional support developing the life skills to manage adult life/navigate services. Young people experiencing homelessness have increased vulnerability to being exploited, experiencing violence or abuse, or being forced into criminal offending, or trafficked.^{31,32}

For young people, homelessness can be caused from a diverse range of experiences and can be preceded by trauma (including intergenerational trauma), poverty, abuse, domestic violence and relationship breakdowns at home. In New Zealand, family breakdown has been provided by young people as a reason leading to their need for emergency housing. LGBTQI+ youth are particularly vulnerable to homelessness due to a lack of acceptance.³³ For all young people, a lack of access to income and social support can make the transition to adulthood more difficult.³⁴

²⁶ Noble-Carr, D. (2016). The experiences and effects of family homelessness on children, Institute of Child Protection Studies, ACU National for the ACT Department of Disability, Housing and Community Services. Available from: https://www.researchgate.net/publication/257938363_The_Experiences_and_Effects_of_Family_Homelessness_for_Children_A_Literature_Review

²⁷ McCoy-Roth, M. (2012). When the Bough Breaks: The Effects of Homelessness on Young Children. Available from: <https://www.childtrends.org/wp-content/uploads/2012/02/2012-08EffectHomelessnessChildren.pdf>

²⁸ Ministry of Housing and Urban Development (2019). Emergency Housing Funding Model: Summary Report. Unpublished.

²⁹ Bramley, B., & Fitzpatrick, S. (2016). Homelessness in the UK: Who is at risk? Available from: <https://www.tandfonline.com/doi/full/10.1080/02673037.2017.1344957>

³⁰ Housing First Auckland. (2019). Care as a Pathway to homelessness. Available from: <https://www.housingfirst.co.nz/news/care-as-a-pathway-to-homelessness>

³¹ Saville-Smith, K., James, B., Warren, J. & Fraser, R. (2008). Access to Safe and Secure Housing for At Risk and Vulnerable Young People (Wellington: Centre for Housing Research Aotearoa New Zealand)

³² Covenant House New York. (2013). Homelessness, Survival Sex and Human Trafficking: As Experienced by the Youth of Covenant House New York. Available from: <https://humantraffickinghotline.org/resources/homelessness-survival-sex-and-human-trafficking-experienced-youth-covenant-house-new-york>

³³ Ministry of Housing and Urban Development. (2019). Emergency Housing Funding Model: Summary Report.

³⁴ Poverty Action Waikato. (2018). Youth Homes: Building the Village Understanding the experiences of youth homelessness in Kirikiriroa. Retrieved From: <https://povertyactionwaikato.wordpress.com/2018/11/20/youth-homes-building-the-village-understanding-the-experiences-of-youth-homelessness-in-kirikiriroa/>

Experience of homelessness for women is poorly understood

It can be difficult to quantify the number of women experiencing homelessness, because they are sometimes not present in public spaces or identified as being homeless. For example, women living in insecure or unsafe situations or who are in temporary short-term housing (such as staying with family or friends), may be difficult to identify.³⁵ There is also an absence of research on women's experience of homelessness in New Zealand, particularly on Māori and Pacific women.³⁶ Māori women experiencing homelessness are more likely to be younger, from lower socio-economic status backgrounds, and with multiple children. This is also a group that is at risk of sexual exploitation and being forced into engaging in survival sex to access housing and basic resources.³⁷

There is a relationship between violence and homelessness for women, and domestic or family violence can lead to homelessness,³⁸ for example, those who leave an unsafe situation may be unable to access safe, stable and affordable accommodation. Even after obtaining a place in a refuge, many women still face difficulties in finding a permanent home. This can mean that they are required to stay in the refuge for an extended period of time (often with their children), or return to a violent and unsafe situation. Other reasons that can further impact support accessed by women, and increase vulnerability to homelessness, include being turned away from refuges that are full or having mental health needs in addition to housing issues.³⁹

When experiencing homelessness, women have reported difficulty parenting, and frustration from not being able to find the right information and support to help them find a home or make decisions about housing. Unclear processes and waiting times, alongside unclear or difficult entitlement and support criteria, pose further issues for women looking to make choices about housing and their situation. Consequently, women have reported high emotional and financial costs alongside actions such as going without food for themselves and their children, going into debt, and staying in unsafe or insecure environments.⁴⁰

³⁵ Hager, D. (2007). Homelessness: A Hidden Problem for Women in New Zealand. *Parity*, 20(9). Available from <https://nzccss.org.nz/wp-content/uploads/Parity-Vol20-09-8-11-07.pdf>

³⁶ Cairncross, A. (2017). Single Women's Homelessness in Aotearoa/New Zealand. October 2017 Vol.30 (8). Available from: <https://www.thepeoplesproject.org.nz/uploads/files/Parity%20Vol30-08.pdf>

³⁷ Kake, J. (2017). Homeless Wāhine Māori and Survival Sex: An Emerging Link? October 2017 Vol.30 (8). Available from: <https://www.thepeoplesproject.org.nz/uploads/files/Parity%20Vol30-08.pdf>

³⁸ Kake, J. (2017). Homeless Wāhine Māori and Survival Sex: An Emerging Link? October 2017 Vol.30 (8). Available from: <https://www.thepeoplesproject.org.nz/uploads/files/Parity%20Vol30-08.pdf>

³⁹ Hager, D. (2007). Homelessness: A Hidden Problem for Women in New Zealand. *Parity*, 20(9). Available from <https://nzccss.org.nz/wp-content/uploads/Parity-Vol20-09-8-11-07.pdf>

⁴⁰ Auckland Council. (2018). Housing Instability in Tamaki Makaurau: Stories from single mothers and front-line service providers. Available from <http://www.knowledgeauckland.org.nz/assets/publications/Housing-instability-in-Tamaki-Makaurau-2018-report2.pdf>

Experiences of homelessness for trans and non-binary people can be particularly severe

In a recent survey of trans and non-binary people in New Zealand, *Counting Ourselves*, participants discussed the role that being trans or non-binary had in their experiences of housing and homelessness. From those surveyed, approximately 25 percent had been homeless or used emergency shelter.⁴¹

Many felt that being trans or non-binary had directly played a role in their experiences of being homeless or facing housing insecurity: for example, being kicked out of their home because of their gender. Some reported struggling to find housing options that welcomed trans or non-binary people. In addition, when faced with homelessness there was a significant amount of apprehension with using drop-in centres due to fear of discrimination. Experiences of discrimination were common in other places in their lives, such as school, work and home, and when looking for rental properties and jobs (such as being turned down from a position or property because of their gender).⁴²

Disabled people are at risk from homelessness

The 2013 Disability Survey showed that 24 percent of New Zealanders were identified as disabled (1.1 million people), and 17 percent of people with a physical impairment needed modifications to their home to improve accessibility. Māori and Pacific people had higher-than-average disability rates. Disabled people, particularly those with accessibility needs, experience difficulties finding a home, especially one that adequately meets their needs.⁴³ Many disabled people have reported experiences of discrimination when looking for a rental property or housing, which has subsequent impacts on their rates of homelessness.⁴⁴

Research from the United Kingdom has found links between autism and homelessness, with one study finding that 12 percent of people experiencing homelessness showed strong signs of autism.

The Auckland homelessness count found that a disproportionate number of disabled people made up Auckland's rough sleepers.⁴⁵ For disabled people, emergency accommodation is likely to lack accessibility features and worsens mental health issues and is harmful to children with disabilities. Many disabled people build up support networks over time. The limited availability of housing can mean they have to relocate, removing them from support networks, which can severely affect their wellbeing.

⁴¹ Veale, J., Byrne, J., Tan, K., Guy, S., Yee, A., Nopera, T. & Bentham, R. (2019). *Counting Ourselves: The health and wellbeing of trans and non-binary people in Aotearoa New Zealand*. Transgender Health Research Lab, University of Waikato: Hamilton NZ. Available from <https://countingourselves.nz/>

⁴² Veale, J., Byrne, J., Tan, K., Guy, S., Yee, A., Nopera, T. & Bentham, R. (2019). *Counting Ourselves: The health and wellbeing of trans and non-binary people in Aotearoa New Zealand*. Transgender Health Research Lab, University of Waikato: Hamilton NZ. Available from <https://countingourselves.nz/>

⁴³ Statistics New Zealand. (2017). *Disability and housing conditions: 2013*. Available from: <https://www.stats.govt.nz/reports/disability-and-housing-conditions-2013>

⁴⁴ Human Rights Commission. (2010). *The Right to Housing*. Available from: https://www.hrc.co.nz/files/9214/2388/0508/HRNZ_10_right_to_housing.pdf

⁴⁵ Housing First Auckland. (2019). *Ira Mata, Ira Tangata: Auckland's Homelessness Count Report*. Available from: <https://www.aucklandshomelessnesscount.org.nz/uploads/files/PIT-FinalReport-Final.pdf>

Older people are increasingly vulnerable to homelessness

Housing is a very important determinant of the health and wellbeing for older people. New Zealand's older population is growing, while at the same time home-ownership rates are dropping.⁴⁶ Declining home-ownership rates mean more people reaching retirement age will be renting, and affordability of renting for older people will become a larger issue if housing costs continue to rise and the over-65 population increases.⁴⁷ Māori and Pacific peoples have lower rates of home ownership and are heavily impacted by increasing rents in the private market. High costs of housing and limited disposable income could increase homelessness in older age. Single older women renting in the private market are a specific group at risk of experiencing homelessness.⁴⁸

⁴⁶ Statistics New Zealand. (2014). National Population Projections: 2014(base)–2068. Available from: http://archive.stats.govt.nz/browse_for_stats/population/estimates_and_projections/NationalPopulationProjections_HOTP2_014.aspx

⁴⁷ Auckland City Council. (2016). Vulnerable Groups Seniors Housing Issue Identification Paper. Retrieved November 2019 from: <https://cffc-assets-prod.s3.ap-southeast-2.amazonaws.com/public/Uploads/2016-Review-Of-Retirement-Income-Policies/Vulnerable-Groups/Heavy-Stuff/1ca1ec67b0/415-Vulnerable-Groups-Seniors-Housing-Issue-identification-paper-AKLD-Council-June-2016.pdf>

⁴⁸ For example, see Australian Human Rights Commission 2019. Older Women's Risk of Homelessness: Background Paper 2019 https://www.humanrights.gov.au/sites/default/files/document/publication/ahrc_ow_homelessness2019.pdf

Delivering on the vision

Wider government actions are critical in reducing homelessness

Work is underway across government to tackle a range of issues that contribute to homelessness, including housing affordability and supply, poverty, access to and availability of social support services and health services.

The following actions are critical in helping address wider system causes and driving forces of homelessness. These actions must ensure the protection of Māori Tiriti rights and improve outcomes for Māori.

- **Reducing child poverty and improving child and youth wellbeing.** The Government has committed to significantly reduce the levels of child poverty and has set ten-year targets to at least halve the rates on the primary measures in the *Child Poverty Reduction Act 2018*. Alongside the Families Package and other initiatives, the Government's *Wellbeing Budget 2019*⁴⁹ put this into action by prioritising child wellbeing, including focusing on tackling homelessness. Budget 2020 will also prioritise investment in reducing child poverty and improving child wellbeing. The *Child and Youth Wellbeing Strategy*⁵⁰ drives the Government's policy and action on child and youth wellbeing and child poverty. Sustained investment over time is needed to reduce child poverty.
- **Improving mental wellbeing and improving access to services to address mental health and addiction needs.** The Government's response to *He Ara Oranga: Report of the Government Inquiry into Mental Health and Addiction*⁵¹ involves changes that will likely have flow-on impacts on homelessness. Budget 2019 provided substantial investment in mental wellbeing and addiction initiatives, which are expected to have a positive impact on health and other social and economic outcomes, including homelessness prevention.
- **Building homes across the spectrum of housing need.** The Government is focusing on building new public homes, homes for renters and owner occupiers, tailored to the underlying demand and people's needs in an area. In addition, the Residential Tenancies Act reform will improve stability and security of tenure. A Progressive Home Ownership scheme will help move individuals, families and whānau into home ownership.

⁴⁹ Treasury. (2019). Wellbeing Budget 2019. Available from: <https://treasury.govt.nz/publications/wellbeing-budget/wellbeing-budget-2019>

⁵⁰ Department of the Prime Minister and Cabinet. (2019). The Child and Youth Wellbeing Strategy. Available from: <https://dpmc.govt.nz/our-programmes/child-and-youth-wellbeing-strategy>

⁵¹ Government Inquiry into Mental Health and Addiction. (2018). He Ara Oranga: Pathways to wellness. Available from: <https://mentalhealth.inquiry.govt.nz/inquiry-report/he-ara-oranga/>

- **Equal opportunities for disabled people.** The Government is committed to New Zealand being a place where disabled people have an equal opportunity to achieve their goals and aspirations. Outcome 5 (10C) of the New Zealand Disability Strategy⁵² is to understand the impact of disability on housing needs and influence the social housing reform programme to meet the needs of disabled people.
- **Making sure people have an adequate income and standard of living.** The Government's vision is for a welfare system that ensures people have an adequate income and standard of living. The Government has committed to overhaul the welfare system. The Government has identified three priority areas of work as part of the Welfare Overhaul, including addressing financial support with a focus on child wellbeing and improving access to affordable housing.
- **Reducing family and sexual violence.** New family violence laws took effect on 1 July 2019. The Family Violence (Amendments) Act 2018 and the Family Violence Act 2018 improve the legislative framework for addressing family violence and prioritise safety. These changes will give priority to the safety of victims, including children, and prevent perpetrators from inflicting family violence.

Important actions are already underway

There are already a range of actions underway locally and strong partnerships between agencies, Iwi, local authorities, providers and other community partners. This plan seeks to support those partnerships and build on the effective initiatives already underway and address additional gaps.

Over the last two years, agencies have increased the supply of public and transitional housing and increased responses to homelessness, through programmes such as Housing First and Sustaining Tenancies.

Housing First is operating across New Zealand

The Housing First programme is an internationally recognised approach to addressing chronic homelessness.⁵³ It offers people immediate access to stable housing and then wraps around tailored support for as long as needed, to help people remain housed and address the issues that led to their homelessness. Budget 2019 funding ensured that Housing First programmes are sustainable and can continue to deliver services for more than 2,700 individuals, families and whānau over the next few years.⁵⁴

⁵² Ministry of Social Development. (2016). The New Zealand Disability Strategy. Available from: <https://www.odi.govt.nz/nz-disability-strategy/>

⁵³ Ministry of Housing and Urban Development. (2019). Housing First. Retrieved from: <https://www.hud.govt.nz/community-and-public-housing/support-for-people-in-need/our-housing-support-initiatives/housing-first/>

⁵⁴ Ministry of Housing and Urban Development. (2019). Housing First. Retrieved from: <https://www.hud.govt.nz/community-and-public-housing/support-for-people-in-need/our-housing-support-initiatives/housing-first/>

The Housing First model is based on the following five core principles:

- immediate access to housing with no readiness conditions
- consumer choice and self-determination
- individualised and person-centred support
- harm reduction and recovery orientated
- social and community integration.

Housing First is now in place in Whangarei, Auckland, Hamilton, Rotorua, Tauranga, Wellington and the Hutt, Blenheim, and Christchurch. In December 2019, Housing First launched in Nelson and in Napier and Hastings. It will also become operational in the Mid-far North in early 2020. There is a genuine partnership approach to delivering Housing First with a focus on collective impact. For example, Housing First in Rotorua is delivered by a partnership led by Taumata o Ngāti Whakaue Iho Ake with Lifewise and LinkPeople.

Whānau within Housing First shared their journeys with researchers, these show how Housing First has supported whānau in a new chapter in their life. Their journeys show the importance of whakawhanaungatanga, strong relationships based on mutual trust, respect, warmth, compassion and patience between the support team and Housing First participants/whānau, as the key to the success of Housing First.

Housing First is specifically targeted to people experiencing chronic or repeat homelessness with multiple and complex needs, and is shown to be most effective for this group. Because of the intensity of support, Housing First is not considered the right response for all people experiencing homelessness. Housing First needs to sit alongside a range of other housing and support responses, including a focus on prevention.

Kim's story: I'm getting my mana back

Kim spent many years living in boarding houses. She had an argument with another resident and was asked to leave. Kim and her dog moved into a tent in a public space. As far as Kim was concerned, that was it. They did not have any other options and were there to stay. Kim was really ashamed of being homeless and of how she was living. It was hard for her to connect with other people. She felt scared about asking for help in case she was let down.

"I've reached out to people before and they've just slammed the door in my face."

When it rained the tent would flood. Kim and her dog would top and tail on one side of the tent to keep dry and warm. Kim spoke of drinking just for the sake of it. She suffered from depression and was very lonely. This was a time in her life when she really struggled to be positive.

A welcoming and respectful response from the Housing First team gave Kim the confidence, strength and courage to build a relationship with her key support worker and others in the team.

Kim was accepted into the Housing First programme. She felt overwhelmed when she found out that the property team had located a home that might work for her and her dog.

"I didn't know whether to laugh, cry and I know I was jumping for joy."

Moving into her new home was like a weight lifting off Kim's shoulders. Housing First helped to get donated furniture for the house, as well as other household and personal items. They also supported Kim to get her entitlements from Work and Income.

One of the things that Kim finds most useful about her relationship with the Housing First support team is that they listen and care about her wellbeing. Kim believes she has learnt to put her trust in them. It's important for her to have someone to talk to, to get to know her support people and to be open and honest.

"Just being able to have someone to talk to [...] you've got a support person or a social worker that comes and visits now and again [...] and catches up, and you know, 'How can we help with anything?'"

It is a reciprocal relationship based on the concept of manaakitanga. Kim believes she is getting her mana back. She has a strong desire to give back to others and to contribute to the wider community.

"So really grateful and humble. [I'm] getting my [...] mana back."

Framework for the action plan

The framework for this action plan consists of the overarching vision, guiding principles, four action areas and associated outcomes, and immediate and longer-term actions.

In the long-term, the future state that we are working towards through the action plan and associated work would see:

- increased housing supply, affordability and appropriate housing opportunities for vulnerable people at risk of homelessness or experiencing homelessness
- a clear reduction in the use of motels as emergency housing and in people sleeping rough
- a system of support that responds quickly and appropriately to people's needs
- a flexible and resilient system in which government agencies work effectively together, and with the wider sector.

Guiding principles that underpin this plan and the actions

Te Tiriti o Waitangi

The government's role, as Treaty 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. This partnership needs to be brought to life in a way that is mutually beneficial for Crown and Iwi. Māori bring a different, and important, perspective to housing and the role housing plays in community well-being and whānau development. It means transforming systems, policies and services to work better for Māori.

Te Tiriti o Waitangi guaranteed Māori rangatiratanga. This means supporting Māori to deliver solutions for Māori, and empowering local communities to develop and deliver services to achieve Māori housing and wellbeing outcomes. It also means transforming systems, policies and services to work better for Māori. Each action must enable rangatiratanga to be exercised by Māori. Addressing homelessness needs to be guided by Te Tiriti o Waitangi and Māori values.⁵⁵

Whānau-centred and strengths-based

Individuals and whānau are at the heart of this plan. There is a need to make sure that any changes work for people experiencing homelessness, and improve their health and wellbeing. It also means that solutions are tailored to individuals and whānau and their strengths, circumstances and aspirations. As part of this, agencies need to include and encourage the voice of people with lived experienced of homelessness in the design and delivery of changes.

⁵⁵ Lawson-Te Aho, K et al. (2019). A principles framework for taking action on Māori/Indigenous Homelessness in Aotearoa/New Zealand. SSM - Population Health 8. Available from: <https://www.sciencedirect.com/science/article/pii/S2352827319300333>

Individuals need to be seen in the context of their whānau, social support networks and communities acknowledging the importance of positive, supportive relationships and trust. There is a need to make sure that any changes work for individuals and whānau experiencing homelessness to improve their health, wellbeing and wider outcomes, and to enable individuals and whānau to be agents of change. This should include tailored responses to support the diverse needs of people experiencing homelessness.

Focus on stable homes and wellbeing

A focus on longer-term support and the importance of a home involves looking past temporary measures of providing an immediate crisis response, to one that focuses on providing long-term, sustainable solutions.

While sometimes this might start with a short-term place, a rapid rehousing approach into permanent housing should be the aim instead of emergency or temporary accommodation. This will provide people with stability and space to recover and improve their wellbeing, so they can be part of their community. Some people require ongoing support to maintain stable housing and to cope with challenges, so it is critical that people can access this support where needed.

Embedding kaupapa Māori approaches

Supporting this plan is an approach for addressing Māori housing across all needs and aspirations (Te Maihi o Te Whare Māori: Māori and Iwi Housing Innovation MAIHI framework).

Kaupapa Māori approaches are at the heart of MAIHI. Kaupapa Māori interventions are value-based and involve wrap-around services that are holistic in nature, so that the physical realities of homelessness are prioritised alongside whakapapa connections and recognise the emotional and health impacts of loss of kāinga and whenua.



MAIHI's overarching kaupapa Māori approach reflects the Crown and Māori as the structural pillars, working together to reduce Māori homelessness. They each bring much-needed support comprising whai rawa (resources) and whai oranga (wellbeing through care and support).

Underpinning this is the importance of where Māori come from – whenua; who they are – whakapapa; and the relationship of land to home, which are inseparable – tūrangawaewae. At the heart of the whare are the whānau, building strength from within to create a future for their tamariki and mokopuna. Intergenerational transmission of knowledge, wellbeing and wealth are central to Whānau Ora.

The kaupapa Māori framework set out in MAIHI will guide the implementation of all planned actions. This will support the development of capacity, capability and infrastructure of Iwi and Māori organisations delivering these services. It means emphasising and cherishing whakapapa, whanaungatanga and manaakitanga, the building of relationships, connections, trust and strength-based approaches.

During the delivery of the actions in this plan, using this kaupapa Māori approach and other te ao Māori principles will not only build on best practice of existing kaupapa Māori housing providers, but help drive innovative responses.

The following kaupapa Māori principles will drive the design and implementation of all actions:

- **Te Mauri o te whānau** – Enabling the life force, an essence for revival and fulfilment, to be sustained in wellbeing.
- **Tikanga** – Doing things right, being in the right place at the right time.
- **Whanaungatanga** – Delivering services for Māori through a whakapapa lens.
- **Manaakitanga** – Key mechanisms of engaging and building relationships.
- **Whakamana** – Empowering whānau intergenerationally.
- **Tino Rangatiratanga** – Self-determination of self-sufficiency through creating your own sense of belonging.

These principles are underpinned by Te Reo Māori, Ūkaipōtanga, Manaakitanga, Rangatiratanga, Whanaungatanga, Wairuatanga, Kaitiakitanga and Oranga.⁵⁶

Operationalising a kaupapa Māori approach means building and delivering actions in a way that demonstrates Māori principles, ensuring delivery is in line with those principles, and ensuring that operating models for all homelessness services are driven by kaupapa Māori principles and ways of working. The action plan focuses on building and spreading strength, through further enhancing capacity and capability.

⁵⁶ Definitions for these are provided in the Indigenous Living Standards Framework, see <https://treasury.govt.nz/publications/dp/dp-19-01-html#section-2>. Ūkaipōtanga means nourishment and a sense of belonging to place and connection to cultural identity to grow, be valued and develop.

Supporting and enabling local approaches

The plan acknowledges that central government is not always best-placed to provide solutions, and that locally tailored approaches are critical to ensure solutions are culturally appropriate, evidence-based, and build on the knowledge, strengths and connections of local agencies and people.

Some areas in New Zealand have experienced significant increases in homelessness. There are also differences in how homelessness is experienced across rural and urban areas. We want to build on the significant work that is already underway in many regions, often led by local authorities in partnership with regional government representatives, non-governmental organisations and service providers, Iwi and other community groups.⁵⁷

During regional engagement, local partners emphasised the importance of local knowledge and experience in addressing homelessness, and the rich diversity of locally tailored responses developed to support people experiencing homelessness. The plan sets out to support and further enable these initiatives through setting a national framework within which local initiatives can be supported.

A joined-up approach across agencies and communities

Addressing homelessness requires entire systems of support and housing to be functioning well in inclusive and equitable ways. A well-functioning welfare system, employment and education opportunities and a housing market that provides enough affordable supply is essential. It means that we need a view of the bigger picture, wider government work, and the complex drivers and causes of homelessness.

It also means we take a holistic view of homelessness that includes an understanding of wider, historic and intergenerational causes of people's homelessness, such as disadvantage and ongoing trauma. Working across traditional government agency and system boundaries, along with working closely with providers and wider community partners, is key.

Action areas

The following action areas and outcomes provide a balanced approach to preventing and reducing homelessness:

- **Prevention:** Individuals, families and whānau receive the support they need so that homelessness stops happening in the first place.
- **Supply:** All New Zealanders have a place to call home and the use of motels for emergency housing is reduced.
- **Support:** Individuals, families and whānau experiencing homelessness move quickly into accommodation and access wider social support to address needs.
- **System enablers:** The system supports and enables our vision and together we address homelessness.

⁵⁷ Some regions already have regional homelessness strategies and plans, such as Kia Whai Kāinga Tātou Katoa, the Auckland regional homelessness plan.

PREVENTION



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

Homelessness is not inevitable. Support at the right time can prevent someone from becoming homeless or needing emergency housing, address issues that put tenancies at risk and support people at points where they are at risk of homelessness.

Pathways into homelessness are varied, and there are many touch points where people are interacting with other government agencies or other organisations in their communities. Evidence suggests supporting people to transition out of state services will result in a range of benefits.⁵⁸ Examples of transition points include:

- People ready to transition out of acute mental health and addiction inpatient units staying longer than they need to, due to having no suitable accommodation to be discharged to. Approximately 40 percent of those who have an extended stay in mental health inpatient units (including due to accommodation issues) are Māori.
- Approximately 6,000 care leavers aged 15–25 years are eligible for Oranga Tamariki Transition Support at any one time. Of this cohort, an estimated 65 percent identify as Māori.

Outcomes sought for preventing homelessness

- People are supported to keep tenancies, and everyone at risk of homelessness can access the support and advice needed to help prevent homelessness.
- People transitioning from agency care who are at risk of homelessness receive support to transition into appropriate housing.

There are initiatives already in place to prevent homelessness

- The Sustaining Tenancies programme currently provides places for 500 households that need help to sustain their tenancy. Sustaining Tenancies is a prevention programme that offers support to people to help them maintain their tenancies.

⁵⁸ Oranga Tamariki. (2018). Operation and Experience: Formative Evaluation of the Transition from Care to Independence Service. Oranga Tamariki Evidence Centre. Available from: <https://www.orangatamariki.govt.nz/assets/Uploads/Research/From-care-to-independence/TCI-full-report-Jan-18.pdf>

- Supported accommodation options for young people leaving Oranga Tamariki care or youth justice support a more gradual and supported transition from adulthood and provide the foundation for better outcomes.
- Creating Positive Pathways is continuing to be trialled, providing 250 places in three regions for people recently released from prison, with services to help them stay housed and keep their lives on a positive track.
- A range of financial and non-financial Housing Support Products are available to help people access and maintain tenancies. Budget 2019 provided an additional \$18.9 million over four years for Housing Support Products to deliver grants to an estimated additional 2,250 clients (for a total of 3,750 clients per annum). The funding also provided for additional Rent Arrears Assistance, which is designed to help people at risk of losing their rental accommodation due to rent arrears to retain their housing.

There are still gaps

- Some people are exiting tenancies and ending up in emergency housing or sleeping rough when extra supports could have kept them in their home. Sixty-seven percent of those in emergency housing were in the private rental market three months earlier.⁵⁹
- People transitioning out of government care (including Oranga Tamariki care, hospitals and prisons) often have greater needs which, without additional support, can result in high levels of homelessness for these individuals
- Discharge planning needs to be more effective in enabling better outcomes for people with mental health and addiction needs.
- Housing insecurity and homelessness is a key issue for young people leaving Oranga Tamariki care or a youth justice placement. A lack of access to housing can be a key barrier to achieving independence.
- People who leave prison with no access to stable housing are at higher risk of both homelessness and re-offending.

⁵⁹ Based on clients receiving Accommodation Supplement in the three months prior to emergency housing as at 31 May 2019.

What was heard from the engagement on preventing homelessness

- Prevention should be broadly understood: it is about the life course and events outside of housing. Address poverty in particular – homelessness is at root an issue of poverty.
- Managing ‘transitions’ between care services is critical to avoid homelessness, and to address the link between homelessness and mental health, family violence, and discharge planning from hospitals and prisons.
- More funding for proactive, preventative initiatives such as Sustaining Tenancies, but also look to stem the tide earlier through more focus on early intervention.
- Support needed across the board, including in basic life skills for people experiencing homelessness, and training for property managers and frontline staff in how to work with people experiencing homelessness in sensitive and culturally appropriate ways.
- Better co-ordination and information-sharing between government and non-government agencies, and a joined-up approach with Iwi, local government, providers and communities.

Immediate actions to be progressed (in place in 2020):

Partner with Māori, Iwi, hapū and marae to prevent homelessness

A key focus will be on prevention of homelessness among Māori through whenua-based initiatives. This will include reducing system barriers at local level to enable further housing delivery to support whānau Māori into housing solutions (including on Māori freehold land and houses, papakāinga, kaumatua flats). This will include working with councils to help drive solutions that can enable hapū and whānau who are ready and able to develop housing.

Redesign and expand Sustaining Tenancies

The Sustaining Tenancies programme is being redesigned and expanded to deliver 1,550 places per year in high-demand areas over the next three years. Sustaining Tenancies supports households to sustain their tenancy through tailored support, including mental health and addiction supports, budget advice and property maintenance support. The Ministry of Housing and Urban Development is currently engaging with the sector, agencies, people with lived experience and Māori providers to redesign the service. The procurement process will take place in 2020.

Expand housing support for young people leaving Oranga Tamariki care

This action will extend supported living placements to eligible young people leaving Oranga Tamariki care, or youth justice, to support a more gradual transition into adulthood. Housing stability is the biggest identified issues facing young people leaving Oranga Tamariki care and this action will provide an additional 168 placements over the next four years.

Focusing on addressing housing needs first will help young people to transition more successfully, reduce the likelihood of homelessness and contribute to improving other outcomes such as employment and education. Oranga Tamariki currently works with a number of supported living providers that identify as Iwi or Māori organisations, and will continue to build on these relationships.

Improve transitions from acute mental health and addiction inpatient units

This action will pilot a transition programme for people leaving acute mental health and addiction inpatient units, so that they receive housing support, ongoing mental health and addiction support, and other wraparound support according to their individual needs. Across the four years, 100 people will be supported into housing in the community with holistic care provided by a multi-disciplinary workforce, who can connect the person to other support if needed.

This will address the current urgent issue of people remaining in inpatient units, despite no longer clinically requiring that level of service, because they have no suitable accommodation to be discharged to. This action is targeted at adults with complex mental health and other needs, who require tailored services to gain and maintain wellbeing in a community setting. The action will include a focus on providing culturally appropriate support that responds to the needs of Māori.

Support women who are leaving prison

This action will provide safe and stable accommodation with reintegration support services for women leaving prison. It will help up to 72 women over three years transition back into a community environment as an alternative to using emergency accommodation and motels with minimal reintegration support. Over the last decade, the women's prison population has increased by 70.7 percent. As at October 2018, there were 750 women in prison with approximately 57 percent identifying as Māori. A significant proportion of women offenders have high and complex needs and entwined histories of severe trauma.

Supporting women to transition back into a community and to build fundamental positive social, communication and life skills will help enable long-term sustainable outcomes for them, their children/tamariki and wider whānau/family.

Support returned overseas offenders who are homeless

This action will provide accommodation and support for returning overseas offenders with high and complex needs who have been deported back to New Zealand. It will help up to 30 returned overseas offenders over the next three years to better reintegrate back into a New Zealand community environment.

Supporting this group will help reduce the reliance on motel accommodation and help prevent offenders residing in inadequate or inappropriate accommodation. This will reduce the overall risk to public safety and support their reintegration back into New Zealand.

Longer-term actions to progressed (from 2020-2023):

Develop further earlier intervention and prevention measures

The Ministry of Housing and Urban Development will work alongside other agencies and stakeholders to develop further early intervention and prevention measures. This will include making sure there is support in place earlier for people and could enable health professionals and wider services to recognise and identify housing vulnerability earlier and connect people to support.

Review and develop further responses for certain at-risk groups

Certain groups are overrepresented in homelessness statistics and tailored responses for these groups could make a significant impact in addressing homelessness. This includes people experiencing family violence, Pacific peoples, LGBTQI+ and vulnerable young people who are disproportionately at risk of homelessness. This will include further work to understand the need for specific responses for certain groups. For example, youth host homes and family mediation can be successful in reducing homelessness among young people.⁶⁰

Improve discharge planning for people leaving hospital and inpatient units

The Ministry of Health will undertake scoping work to look at how discharge from hospital and other health-care facilities can be improved. This will focus on ensuring people do not become homeless following discharge, and that any housing needs are identified.

Enhance referral and information processes

Government agencies will look at developing enhanced referral processes between agencies and providers, with a focus on prevention and early intervention. This will ensure that everyone gets the support they need to access and maintain their housing, regardless of where they ask for help.

The Ministry of Social Development and the Ministry of Housing and Urban Development will lead this work, working with other agencies and providers to develop options for enhanced referral models.

⁶⁰ For example, see HomelessHub. Respite Accommodation and Host Homes at <https://www.homelesshub.ca/solutions/early-intervention/respite-accommodation-and-host-homes>

SUPPLY



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

A stable home, and support to keep it, is essential to reduce homelessness. There needs to be enough places that people can call home.

Affordable supply is a critical part of the support people need to access and sustain housing and increases in permanent housing should help reduce need for temporary options. Any additional supply needs to ensure that whānau and young people/rangatahi are housed near to schools and other essential services.

Outcomes sought for supply

- People can access affordable and stable housing.
- People have a place and a community they can call home.
- Motels are rarely used as a form of emergency accommodation.

There are initiatives already in place to increase supply

- The Ministry of Housing and Urban Development and Kāinga Ora – Homes and Communities will continue to focus on the supply of as many additional public housing, transitional housing and Housing First places as possible within the funding provided through Budgets 2018 and 2019.
- Budget 2018 provided funding for 6,400 additional public housing places by 2022, or 1,600 places per year. For the year to 30 June 2019, the biggest increase to public housing in nearly 20 years was achieved with the Government delivering an additional 2,178 new public housing places.
- Transitional housing provides short-term housing intended for 12 weeks with support. People receive a further 12 weeks' support once they have found more permanent housing, which could be a public house or a private rental.

There are still gaps

- Despite the significant investment already made, demand for public housing is increasing faster than new supply can be added, and in some locations new supply is needed urgently.
- People are staying in emergency housing or transitional housing for long periods of time as there are no viable housing alternatives.

- There is a shortfall in the supply of appropriate and affordable long-term housing. Only 9 percent of properties recorded as built in 2019 have a value in the lower quartile for their local area.⁶¹
- The lack of affordable housing is contributing to increasing rents, overcrowding and homelessness.

What was heard from the engagement on supply

- More short-term supply solutions are needed to meet the immediate needs of those experiencing homelessness.
- More affordable and public housing is needed.
- A more responsive housing supply system that provides the types of housing that needs to be built in local areas, and support a place-making approach, including papakāinga development.
- There is support for more progressive home ownership products, like shared equity and rent-to-buy schemes, alongside more flexible housing options.
- More flexible council regulations could help bring on supply and remove regulatory barriers that make Community Housing Provider and Iwi housing projects difficult to realise.
- Provide more support to grow the Community Housing Provider sector and provide more support to grow Māori and Pacific Community Housing Providers.

Immediate actions to be progressed (in place in 2020):

Urgently increase supply

This action will urgently increase the supply of transitional housing places to reduce the use of emergency accommodation such as motels. Transitional housing provides individuals, families, and whānau with a warm, dry, safe place to live and wraparound services while they are supported in finding longer-term accommodation. As the need for transitional housing reduces, the Ministry of Housing and Urban Development will explore options to convert this housing into longer-term public housing, which will also have support available for those who need it.

⁶¹ Sources: CoreLogic and HUD, based off standard residential properties flagged by councils as 2019 builds and received by 30 June 2019. Compares their value against their local Territorial Authority (pre-super city Territorial Authorities for Auckland). Note that a limitation with this approach is undercounting of new builds by up to 25% and associated potential for bias.

Support Māori Community Housing Providers and other Māori and Iwi providers to expand supply

This action will focus on supporting Māori Community Housing Providers to expand their services and use land for transitional housing and long-term housing. This will be delivered in areas of greatest need by Māori providers and Marae that have indicated their interest in shifting or extending their provision to homelessness support.

Longer-term actions to be progressed (from 2020–2023):

Continue to increase public housing

Supply will focus on areas of need across New Zealand targeted to areas of high need. Increases in permanent housing should help reduce the need for temporary options. As at 30 June 2019, there were 69,317 public housing places. This is forecast to increase to approximately 72,500 places by 30 June 2020.

Demand for public housing continues to grow and research shows that housing conditions and life satisfaction improve for people when they are placed in public housing.⁶² The Ministry of Housing and Urban Development will continue to explore ways to further increase public housing supply in addition to what is already planned.

Explore options for affordable housing and private rentals

The Ministry of Housing and Urban Development will explore options for affordable housing and private rentals so that all people can access housing, regardless of their income.

Community Housing Providers and other housing providers play a key role in providing affordable and assisted rental products. This work will explore strengthening existing mechanisms and facilitating more supply of this housing, alongside further consideration of the government's role in supporting affordable housing and private rental housing.

Explore options to shift to longer-term housing

The Ministry of Housing and Urban Development will look at the options for converting transitional housing and other short-term housing into permanent places. The current set-up of transitional housing (intended for 12 weeks with support and a further 12 weeks once they have found more permanent housing) does not provide individuals, families and whānau the stability they need in their housing situation.

People are needing to stay in emergency housing or transitional housing for longer periods of time than intended, due to a lack of appropriate long-term accommodation. There could be opportunities to reconfigure some of this supply in order to provide longer-term housing for individuals, families and whānau.

⁶² Social Investment Agency. (2019). Measuring the impact of social housing placement on wellbeing. Wellington, New Zealand. <http://siu.cwp.govt.nz/assets/Publications/reports/Measuring-the-Impact-of-Social-Housing.pdf>

Develop a Progressive Home Ownership scheme

A Progressive Home Ownership scheme will help move individuals, families and whānau into home ownership. The Government is making \$400 million available to support more New Zealanders into home ownership by increasing support for Progressive Home Ownership schemes. The Ministry of Housing and Urban Development is designing a Progressive Home Ownership Fund that assists people into home ownership who would not otherwise be able to buy a home. The Fund would be focussed on locations where Progressive Home Ownership can make a difference. The details of the Fund will be developed during 2020.

Look to facilitate access to shared tenancies

This action will look at how to facilitate shared tenancies for people in public housing who want to live with other people so they can build social supports, reduce their housing costs, and better use existing properties. Single people are over-represented on the public housing register and there is a shortage of available one-bedroom properties. Shared housing can be an effective housing solution for people without complex needs.

SUPPORT



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

Along with enough supply, the right support services are essential to help individuals, families and whānau experiencing homelessness into stable and sustainable housing. Agencies and providers need to work together, and more closely with people experiencing homelessness to provide the support they need. This will involve identifying and addressing a range of needs, including the need for on-going support. Strong whānau and/or family relationships and the availability of social support services form an important protective factor against homelessness.

Across New Zealand over 3,000 people are without shelter, such as living in cars, sleeping rough or in improvised dwellings or shelters.⁶³ Around 1,900 households are currently receiving an Emergency Housing Special Needs Grant. In Auckland alone, it is estimated that around 800 people are without shelter.⁶⁴

Outcomes sought for people experiencing homelessness

- People receive the support they need to stabilise their housing situation and meet their needs, so homelessness doesn't recur.
- People's immediate needs are met, and the support is tailored to their needs, including health and wellbeing needs.
- People have the support they need to access housing and navigate the private rental market.

There are already initiatives that support people experiencing homelessness

- Housing First is an internationally recognised approach to addressing chronic homelessness. It provides stable housing to people experiencing homelessness, before providing them with access to the support services they need to address issues underpinning their homelessness.
- There are several types of supports that can be tailored for different cohorts, including young people, women, victims of family violence, disabled people, rainbow community/takatāpui, Māori, Pacific peoples, refugees and migrants. For example, Women's Refuge provides access to transitional housing for women with children who have experienced family violence.

⁶³ Amore, K. (2016). Severe housing deprivation in Aotearoa/New Zealand: 2001-2013. He Kāinga Oranga/Housing & Health Research Programme, University of Otago, Wellington.

⁶⁴ Housing First Auckland. (2019). Ira Mata, Ira Tangata: Auckland's Homelessness Count Report. Available from: <https://www.aucklandshomelessnesscount.org.nz/uploads/files/PIT-FinalReport-Final.pdf>

- Short-term actions will build upon the recent investment in Intensive Case Managers and navigators to support people in emergency housing.

There are still gaps

- The current system does not provide a supported pathway to sustainable housing.
- People are remaining homeless and cycling in and out of homelessness because they do not have the continued long-term support they need.
- People are getting stuck in what are meant to be temporary solutions. This can be seen in the increasing number of people remaining in emergency and transitional housing for longer periods.
- People are having difficulty navigating and accessing the private rental market, due to a number of factors including affordability, discrimination and a lack of information.
- There is a lack of support for people who experience repeat homelessness, or sleep rough for short periods, and have low-to-medium complexity of social service needs.
- Through engagement, providers spoke about the need for visibility of support services, support that follows the person, and services that focus more on health and addiction.

What was heard from the engagement for support

- Ensure interactions with people experiencing, or at risk of, homelessness are culturally appropriate.
- Adopt a whānau-centred and strengths-based approach that recognises whānau connections as a key strength.
- Services need to be client-centred, easy to navigate. Services also need to be tailored to people's needs, recognising that everyone is different.
- Services need to be well resourced and accessible: wraparound services and navigators are important in helping people navigate the system.
- There is a critical role for NGOs that can nurture long-term relationships.
- More mental health support and improved access to wider support services is needed.

Immediate actions to be progressed (in place in 2020):

Pilot a rapid rehousing approach

A rapid rehousing pilot will help individuals, families and whānau with low-to-medium complexity of needs through a lower-intensity Housing First-type approach. This action will aim to quickly support 340 individuals, families and whānau over two years into permanent housing in their community and support them to maintain their tenancies in order to avoid a return to homelessness. This service will also provide outreach services for rough sleepers in high-demand areas. The needs and aspirations of Māori will be central to the design of this trial, and we will partner with Māori providers, supporting them to provide the service.

Expand support to all people in emergency housing

Intensive Case Managers employed by the Ministry of Social Development and contracted navigator roles have already been introduced to support whānau with children and individuals with mental health needs in emergency housing.

This action will extend Intensive Case Management services and navigation services to all people who are receiving Emergency Housing Special Needs Grants over 7 days. Navigators will provide further support to people to navigate through the system and stay connected with their community, health services and other necessary agencies. Using Intensive Case Management and navigator support services is necessary to build a relationship of trust with clients, allowing them to engage better with the wider system (based on their needs).

Introduce housing broker roles to increase access to private rental housing

The Ministry of Social Development will introduce a housing broker service to support clients on the public housing register and clients living in emergency housing. Housing brokers will connect people with a moderate housing need who are both in emergency housing and on the public housing register with landlords. Housing brokerage will enable more people to access stable housing solutions.

Better prepare people for private rental

Some low-income individuals, families and whānau face barriers and challenges to secure and maintain a tenancy. This initiative will roll out a programme which provides advice and support for future tenants about their tenancy obligations. By taking part in this programme, individuals, families and whānau will be able to gain a better understanding of their rights and responsibilities when entering into a tenancy agreement and be more likely to access private market tenancies.

Assistance for families/whānau with children in emergency housing

Families with children living in emergency housing, receiving Emergency Housing Special Needs Grants, may be displaced from their community when moved into emergency housing. As a result, they may face additional costs that cannot be covered by existing grants or services. The flexible funding package is aimed to support meeting education, early childhood and wellbeing needs of children and maintain connections with their community.

Longer-term actions (from 2020–2023):

Continue to roll out Housing First

Housing First offers people immediate access to stable housing and then wraps around tailored support for as long as needed, to help people remain housed and address the issues that led to their homelessness. As at 30 September 2019, 967 households are in the Housing First programme. Budget 2019 funding ensured that Housing First programmes will be delivered for more than 2,700 individuals, families and whānau. The Ministry of Housing and Urban Development's role in Housing First is to fund the programme and bring together local health and social service providers, housing providers, local government, Iwi, and other agencies to develop a localised community response to homelessness.

Explore options for housing support and supported housing

There are currently gaps in supported housing provision and the support provided by current models cannot always adapt to a person's needs as they change. This action will review the type of supported housing needed in New Zealand. The aims of this work will be to make sure:

- that people can access the type of support they need for as long as they need it
- that funding meets current and future demand.

Improve access to healthcare for people experiencing homelessness

Currently it is difficult to enrol in a primary health organisation without a fixed address, or identification. The Ministry of Health is looking at what can be done to improve access to healthcare for people who are homeless, such as improving access to primary health care for people without a permanent address. There will be a scoping exercise to determine:

- where the barriers are in the system that prevent people without a fixed address from accessing primary health care
- how barriers could be reduced or removed
- whether any changes to funding mechanisms would be needed
- other aspects that may prevent people from accessing primary health care (such as transportation or location)
- any operational work to make any necessary changes.

Review the effectiveness of existing support services

There is on-going work to understand the effectiveness of existing supports, and how homelessness initiatives informed by international models can be best tailored to meet needs in New Zealand. Outcomes of this work will be used to improve and review what supports are provided, regardless of a person's housing situation.

It will also consider how prevention and support initiatives need to be adapted to meet the needs of particular groups. This will ensure support is meeting the diverse needs of people experiencing homelessness, including people experiencing family violence, young people, and people from the rainbow community.

Explore initiatives to increase access to private rentals

The Ministry of Housing and Urban Development will look to develop programmes to increase access to private rental market tenancies. This could include co-designing a new service for landlords or tenants, or supporting existing services by enabling more effective coordination. Programmes could include:

- support for tenants or connecting tenants to existing support to access private rental tenancies
- a central point of contact for landlords interested in letting their house
- resource for providers in a region to build relationships with landlords to access properties, including empty homes and Airbnb properties
- funding to deliver additional support to access the private rental market such as a social letting agency.

SYSTEM ENABLERS



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

There are issues across the housing system and how different parts of government work together. Systems of support sometimes fail people at risk of homelessness, and at worst can exacerbate homelessness. Some individuals, families or whānau with complex vulnerabilities are often not well connected or visible to service providers. Administrative procedures and system settings can make connecting with available services difficult.

Outcomes sought across the system

- Kaupapa Māori approaches and partnerships are embedded into all responses to homelessness.
- Local solutions are supported, and people with lived experience are involved in designing responses.
- The sector has the capability and capacity to respond to all forms of homelessness.
- Coordination between government agencies and providers is strengthened and government agencies work across traditional boundaries to deliver joined-up responses.
- The level, drivers and causes of homelessness are understood.

There are initiatives already in place for a coherent system response to homelessness

- Government supports a collaborative (and non-competitive) approach for some services, such as Housing First, which can lead to a more collaborative response being developed.
- Government currently funds a range of responses to address homelessness, including financial support, Housing First, transitional housing and public housing.

There are still gaps

- There is a lack of data and understanding around homelessness in New Zealand, which impacts on the ability to provide effective responses. To prevent, address and respond to homelessness, we need better information on the key drivers and scale of the problem.
- There is a need to build capability and capacity of the workforce.
- There is a lack of mechanisms for central government to support locally-led initiatives and homelessness plans.
- Coordination and information-sharing between government agencies and providers could be stronger.
- Some system settings are not supporting our vision to end homelessness.

What was heard from the engagement for system enabler changes

- Reinforcing the call for a kaupapa Māori framework as part of this action plan.
- Acknowledge and reverse the impact of land loss and disconnection with culture, whakapapa, whenua and whānau for Māori experiencing homelessness.
- Joined-up approaches across government, and with Iwi, local authorities, non-governmental organisations and Community Housing Providers.
- Ensure interactions with people experiencing homelessness are culturally appropriate.
- Simplify processes – for example, make it easier to become a Community Housing Provider.
- Strengthen data, analysis and information-sharing to make it easier to support people and whānau in need, with better information-sharing and coordination across government agencies.
- Incorporate the views of people with lived experience of homelessness.
- Tackle stigma and discrimination and better understand people’s journeys through stories, so they are not just numbers on a page.
- Enable and support local responses to address homelessness.
- Invest in the development of the workforce.

Immediate actions to be progressed (in place in 2020):

Create a local innovation and partnership fund

This action will create a multi-year fund to support the development and implementation of local initiatives to respond to and prevent homelessness. It will enable community organisations, Iwi and wider community partners to work together on initiatives to address system gaps and improve support or prevention tailored to needs in that area.

This fund can also support local authorities or communities to develop and implement local action plans. Initiatives will be monitored and evaluated to build evidence around what works, and the findings will be shared to influence policy or practice in other areas.

Build capacity and capability of Māori providers

This initiative will build the capacity and capability of Māori providers and services working with Māori experiencing homelessness. This will include:

- guidance and support for new and future Māori Community Housing Providers through training, guidance and advice, with a focus on increasing the number of providers
- support for new and future providers so they can deliver services, including Housing First and supported housing, and help providers become accredited social service providers through a tuakana/teina approach.

Enable and support kaupapa Māori approaches and innovative responses to homelessness

There is a need to address systemic policy failings that have led to Māori experiencing high rates of homelessness, and to transform the system so it works better for Māori. A key component of the system-wide response to homelessness will be a focus on improving outcomes for Māori and providing opportunities for Māori-led actions.

Operationalising a kaupapa Māori approach means building and delivering actions in a way that demonstrates Māori principles and ensuring delivery is in line with those principles. Kaupapa Māori principles as part of this approach will drive the design and implementation of all actions, support the action plan process, and be foundational to the long-term success of the action plan.

Ongoing involvement of people with lived experience of homelessness

This action will set up meaningful ongoing engagement of people with lived experience of homelessness to provide insights, views and voices within our policy, evaluation, design and delivery work on homelessness at a local, regional and national level. People with lived experience understand what works and what doesn't work for people experiencing homelessness. The views of people with lived experience is crucial in helping to design and deliver effective services and inform policy development.

Improve evidence and data on homelessness

This action will enable a comprehensive programme of monitoring, evaluation, research and reporting on homelessness, which includes:

- improved measurement and reporting of homelessness
- supporting providers to improve access to data
- establishing a cross-sector homelessness research and evaluation programme.

Improved data and evidence will seek to understand the trends and drivers of homelessness in New Zealand. Improving evidence and data on homelessness provides an ability to track progress and understand the success of actions to prevent and reduce homelessness.

Longer-term actions to be progressed (from 2020–2023):

Continue to work closely with Iwi and Māori providers

We will focus on working closely with Iwi and Māori providers across the country to build partnerships and address homelessness together. The Māori and Iwi Housing Innovation (MAIHI) Te Maihi o Te Whare Māori framework has been developed to drive action for Māori housing.

Continue to support the capability and capacity of providers

We will continue to focus on supporting the capability and capacity of different providers across New Zealand. This will include supporting the use of peer workers, multidisciplinary outreach and whanau-centred services. Scoping work will be undertaken in 2020 to work out how best to support providers, and what is needed to do so. There is a need to support more Pacific providers to be able to deliver 'Pacific by Pacific' services to improve housing outcomes for Pacific peoples. There are Pacific organisations that are interested in providing housing support to families, and to register as a Community Housing Provider; however, they do not have the experience or the resources to do the work.

Work to enhance assessment processes

This is to ensure that people accessing housing support receive the right level of support for their needs. This will involve reviewing assessment and referral processes, so all people get the support they need to access and maintain their housing, regardless of where they ask for help. This includes making sure that the Social Allocation System for public housing is working effectively.

Explore the potential for legislative change

Many government agencies have a role in responding to and preventing homelessness. Homelessness prevention and/or service provision legislation can prevent homelessness and place a duty of care on government agencies, local councils and other organisations to provide services. The Ministry of Housing and Urban Development will explore options for legislative change to further prevent and respond to homelessness.

Next steps

Timing and implementation

Immediate action is needed to prevent and reduce homelessness. A range of actions will be put in place by the end of June 2020 and progressively rolled out. Longer-term actions will be completed from 2020–2023. See Annex 1 for further detail of timing and lead agencies.

In place in 2020	From 2020-2023
Prevention	
<ul style="list-style-type: none"> Partner with Māori, Iwi, hapū and marae to prevent homelessness Redesign and expand Sustaining Tenancies Expand housing support for young people leaving Oranga Tamariki care Improve transitions from acute mental health and addiction inpatient units Support women who are leaving prison Support returned overseas offenders who are homeless 	<ul style="list-style-type: none"> Develop further earlier intervention and prevention measures Review and develop further responses for at-risk groups Improve discharge planning for people leaving hospital and inpatient units Enhance referral and information processes
Supply	
<ul style="list-style-type: none"> Urgently increase supply Support Māori Community Housing Providers and other Māori and Iwi providers to expand supply 	<ul style="list-style-type: none"> Continue to increase public housing Explore options for affordable housing and private rentals Explore options to shift to longer-term housing Develop a Progressive Home Ownership scheme Look to facilitate access to shared tenancies in public housing
Support	
<ul style="list-style-type: none"> Pilot a rapid rehousing approach Expand supports to all people in emergency housing Introduce housing broker roles to increase access to private rental housing Better prepare people for private rental Assistance for families/whānau with children in emergency housing 	<ul style="list-style-type: none"> Continue to roll out Housing First Explore options for housing support and supported housing Improve access to healthcare for people who are homeless Review the effectiveness of existing support services Explore initiatives to increase access to private rentals

System enablers	
<ul style="list-style-type: none"> • Create a local innovation and partnership fund • Build capacity and capability of Māori providers • Enable and support kaupapa Māori approaches • Ongoing involvement of people with lived experience of homelessness • Improve evidence and data on homelessness 	<ul style="list-style-type: none"> • Continue to work closely with Iwi and Māori providers • Continue to support the capability and capacity of providers • Work to enhance assessment processes • Explore the potential for legislative changes

Actions will be targeted towards areas in need and respond to local needs building on initiatives already in place. Providers and services will then tailor their support to the needs of individuals, families and whānau. Kaupapa Māori principles will be embedded throughout the design and delivery of actions.

Governance and accountability

Reversing the growth in homelessness will require a phased multi-year approach and ongoing commitment across government.

Government agencies have collective ownership of, and responsibility for, the implementation of this plan. These agencies include the Ministry of Housing and Urban Development (lead agency), Ministry of Social Development, Oranga Tamariki, Ministry of Health, Ara Poutama Aotearoa/Department of Corrections, New Zealand Police, Te Puni Kōkiri, Ministry of Pacific Peoples and Kāinga Ora – Homes and Communities.

Agencies will continue to collaborate as the actions are implemented. This will include developing further actions to build on this initial phase. Lead agencies will be responsible for delivering their actions.

Ministers and cross-agency Chief Executive and Deputy Chief Executive governance groups will continue to meet regularly to track progress in delivering on the actions, and will provide oversight on implementing the action plan and developing new actions.

Agencies are committed to ongoing engagement with people with lived experience, Iwi and Māori organisations, and the wider sector to deliver the actions in this plan and develop further actions to prevent and reduce homelessness.

Ongoing monitoring and evaluation

Actions and outcomes in this plan will be measured and reported on regularly, alongside agencies’ own monitoring and reporting. To assist with reporting, agencies are establishing a set of indicators to help measure progress in achieving the outcomes in the plan.

Potential indicators will likely include:

- a reduction in homelessness across all cohorts
- an increase in the level and quality of agency collaboration in the provision of responses for those transitioning through life changes
- a reduction in the extent to which people experience barriers when trying to access the support they need
- an increase in the supply of long-term, appropriate housing options for individuals, families and whānau who need support
- a reduction in the time it takes to support people who are sleeping rough to move into secure accommodation
- an increase in the level of tailored support provided to people who experience homelessness.

Due to current limitations around data availability, indicators and measures will be built on and improved over time. Some indicators may be added or replaced where better data and measurement methodology becomes available.

All actions will be evaluated, monitored or reviewed to track progress of the action plan. This will support agencies to:

- improve actions over time so they are more effective
- better demonstrate and quantify whether actions achieve the desired outcomes and whether continued funding is justified
- identify and target potential new actions that will make a difference to individuals, families and whānau who are homeless or at risk of homelessness
- coordinate a cross-sector approach to collecting information and providing overarching reports on progress with achieving the vision.

Where appropriate, evaluations will adopt the key elements or principles of kaupapa Māori research (such as whakapapa, rangatiratanga, use of te reo and tikanga Māori). Evaluations will measure how kaupapa Māori approaches have been incorporated into the delivery of actions.

Regular data on homelessness is a key to understanding progress made in reducing homelessness. Improving data on homelessness will build a stronger evidence base for informing responses to homelessness and funding decisions.

It will take time to measure progress against the key outcomes. Progress on this action plan will be publicly reported on every 6 months with a full progress update and review of the action plan in 18 months. Work to develop the next phase of the action plan will begin in early 2023, with the intention to release the next phase of the action plan in late 2023.

Annex 1: List of actions

Action/Initiatives	Lead Agency	Time Frame for Implementation
Prevention		
Partner with Māori, Iwi and Marae to prevent homelessness	HUD	Anticipated to be in place mid-2020
Redesign and expand Sustaining Tenancies	HUD	Anticipated to be in place mid-2020
Expand housing support for young people leaving Oranga Tamariki care	Oranga Tamariki	Initial places by April 2020
Improve transitions from acute mental health and addiction inpatient units	Health	Anticipated to be in place mid-2020
Support women who are leaving prison	Corrections	Anticipated to be in place mid-2020
Support returned overseas offenders who are homeless	Corrections	Anticipated to be in place mid-2020
Develop further earlier intervention and prevention measures	HUD	From 2020–2023
Review and develop further responses for at-risk groups	HUD	From 2020–2023
Improve discharge planning for people leaving hospital and inpatient units	Health	From 2020–2023
Enhance referral and information processes	MSD	From 2020–2023
Supply		
Urgently increasing supply	HUD	Anticipated to be in place mid-2020
Support Māori Community Housing Providers and other Māori and Iwi providers to expand supply	HUD	Anticipated to be in place mid-2020
Continue to increase public housing	HUD/Kāinga Ora	From 2020–2023
Explore options for affordable housing and private rentals	HUD	From 2020–2023
Explore options to shift to longer-term housing	HUD	From 2020–2023
Develop a progressive home ownership scheme	HUD	Anticipated to be in place mid-2020
Look to facilitate access to shared tenancies in public housing	HUD/MSD	From 2020–2023

Support		
Pilot a rapid rehousing approach	HUD	Anticipated to be in place mid-2020
Expand supports to all people in emergency housing	MSD	Anticipated to be in place mid-2020
Introduce housing broker roles to increase access to private rental housing	MSD	Anticipated to be in place mid-2020
Better prepare people for private rental	MSD	Anticipated to be in places mid-2020
Assistance for families/whānau with children in emergency housing	MSD	Anticipated to be in place mid-2020
Continue to roll out Housing First	HUD	Ongoing
Explore options for housing support and supported housing	HUD	From 2020–2023
Improve access to healthcare for people who are homeless	Health	From 2020–2023
Review the effectiveness of existing support services	HUD	From 2020–2023
Explore initiatives to increase access to private rentals	HUD	From 2020–2023
System		
Create a local innovation and partnership fund	HUD	Anticipated to be in place mid-2020
Build capacity and capability of Māori providers	HUD	Anticipated to be in place mid-2020
Enable and support kaupapa Māori approaches	HUD	Ongoing
Ongoing involvement of people with lived experience of homelessness	HUD	Anticipated to be in place mid-2020
Improve evidence and data on homelessness	HUD	Anticipated to be in place mid-2020
Continue to work closely with Iwi and Māori providers	HUD	From 2020–2023
Continue to support the capability and capacity of providers	HUD	From 2020–2023
Work to enhance assessment processes	MSD	From 2020–2023
Explore the potential for legislative changes	HUD	From 2020–2023

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This plan has been developed and is jointly owned by the Ministry of Housing and Urban Development, the Ministry of Social Development, Kāinga Ora – Homes and Communities, Ministry of Health, Te Puni Kōkiri, the Ministry for Pacific Peoples, Ara Poutama Aotearoa/Department of Corrections, New Zealand Police and Oranga Tamariki–Ministry for Children, with support from other government agencies.