

The impact of investment in services to support people experiencing homelessness

Wellington City Council
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better decisions

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Purpose

1. **FrankAdvice** has been contracted by Wellington City Council (Council) to analyse the impact and effectiveness of its investments to support people experiencing homelessness. This report provides our findings and given those findings, advises Council whether it is investing in the right services and programmes. This report also provides Council with recommendations for how it could improve outcomes for people experiencing homelessness in Wellington City as it develops a new roadmap of actions under its Housing Strategy.

Acknowledgement

2. **FrankAdvice** would like to take this opportunity to thank and acknowledge the representatives of the service providers who took the time to engage with us for this project. At each engagement we were met with warmth, cups of tea, and slices of cake as they shared their expertise and experiences with us. We had conversations that have not only informed this report and advice to Council, but that we will carry into other parts of our lives as Wellingtonians.

Structure of this report

3. This report follows a five-part structure:
 - **Part one** outlines the context and scope of this report.
 - **Part two** details what programmes and services to support people experiencing homelessness Council has invested in over the last five years.
 - **Part three** answers the question *Across the last five years, how effectively have the services and programmes Wellington City Council invests in addressed homelessness in Wellington?* This section includes a cost-benefit analysis using the Treasury's tool (the CBAX tool).
 - **Part four** answers the question *Given this [effectiveness] assessment, is Wellington City Council investing in the right programmes and services or are changes needed?*
 - **Part five** provides recommendations and next steps.
4. We have also provided appendices that outline what we heard during engagements in more detail, information on scaling methodology, and information on the CBAX methodology we used.

Executive summary

5. Addressing homelessness is complicated. The experiences and systems that have led to people experiencing homelessness are complex and entwined - a culmination of

many years (often over multiple generations) of unmet needs and compounding trauma, coupled with a lack of decent and affordable housing and the financial and other support to find and stay in one of those homes. Good and well-funded services can be, and are, life changing for many people experiencing homelessness, and it is critical to ensure that government funders of those services are always seeking to improve them.

6. It should also be woven through any work to address homelessness that the challenges faced by people who experience homelessness are chronic. They cannot be 'fixed' by one good publicly provided service or intervention. As well as individuals, families and whānau requiring long-term support, solutions to homelessness rest on its complex social determinants.
7. Demand for housing across Aotearoa New Zealand is growing and more people are experiencing a severe and immediate need. The most recent statistics estimate that approximately 102,000 people (or around two percent of Aotearoa New Zealand's population) is severely housing deprived.
8. Equivalent statistics are not available for Wellington specifically, however the monthly rough sleeper audit carried out by Downtown Community Ministry shows that rough sleepers in the central business district have remained stable at an average of six per night since 2020/21 (since decreasing due to the emergency housing response during the Covid-19 lockdown).
9. Over the last five years, Wellington City Council (Council) has funded non-government organisations (NGOs) and directly delivered services to people experiencing homelessness to the tune of \$6,107,000. This funding has contributed to the delivery of five service types: outreach services, transitional housing, sustaining tenancies services, legal assistance, and other services.
10. Most of Council's investment (\$4,700,358) has been focused on people in very unstable housing situations (e.g., rough sleepers) and people in slightly less unstable housing situations (e.g., those in temporary accommodation). This means that the bulk of investment is towards people with the greatest need, and is invested more in reactionary, rather than proactive services. Having said this, it is important to remember that Council also fund a range of other types of service that prevent homelessness but are categorised as a different type of investment – for example it provides 1900 affordable rental homes.
11. **FrankAdvice** was contracted to answer two overarching questions about Wellington City Council's investment in these services and programmes that support people experiencing homelessness:
 - Across the last five years, how effectively have the services and programmes Wellington City Council invests in addressed homelessness in Wellington?
 - Given this assessment, is Wellington City Council investing in the right programmes and services or are changes needed?

How effectively have the services and programmes Wellington City Council invests in addressed homelessness in Wellington?

12. **Wellington City Council invests in services that are demonstrated to effectively address homelessness in other places that have reached approximately 3,400 people over the last five years.**
13. It is not straightforward to understand whether Wellington City Council's investments have contributed to an overall reduction in people experiencing homelessness in Wellington. For rough sleepers, we can infer those current interventions, while not decreasing the overall number of rough sleepers, **are helping enough to prevent an increase.**
14. Based on our knowledge, drawn from reviewing reports and engaging with NGO providers, **all services that Wellington City Council invests in are delivering what they set out to achieve** – in that they deliver the services they said they would, to the number of people they said they would - and are being delivered in a way that reflects best practice. Our cost-benefit analysis has shown the **total of benefits achieved by Wellington City Council's homelessness investment over the past five years have outweighed the costs.**

Is Wellington City Council investing in the right programmes and services?

15. Based on our review of the literature on what works to end homelessness, our assessment is that **Wellington City Council's investments are generally in line with the evidence of what works.** It is not duplicating funding with central government, and other Councils see Wellington City Council as leading the way.
16. We have identified some gaps in service provision for specific populations, namely:
 - women, and women with dependent children
 - parents (usually women) with needs such as alcohol and drug use
 - LGBTIQ+ people, particularly trans and non-binary people
 - young people
 - Māori, through dedicated kaupapa Māori services.
17. We have also identified gaps in service type:
 - support following transition into permanent housing.
 - urgent support during evenings and weekends.
18. It is important to remember that **Wellington City Council is not solely responsible for filling these gaps**, and that there is not a total absence of service provision in these areas – but from what we found, there is not enough.
19. We recommend that there are some overarching policy questions for Wellington City Council to answer, before developing a more proactive / strategic approach to its

funding of services to support people experiencing homelessness in Wellington. These overarching policy questions are to determine Wellington City Council's objective for investing in these services, and their relative priority against other investments. While we understand the current funding envelope is likely to stay the same, this will confirm that decision as well as extrapolate Wellington City Council's detailed objectives for this work (it may be that this has already been done).

20. From there, we recommend there are four core elements to a more strategic approach to service funding, which can be refined through answering the overarching questions. These elements are:

- conscious and transparent decisions about investment priorities
- better use of data to inform decisions, and support NGO operation
- more strategic engagement with central government about roles and responsibilities
- taking on a strategic leadership role to promote collaboration and coordination of funding, and funding decision making (between local and central government, and funded providers).

21. If those elements are agreed with, Wellington City Council has a series of options to put them in place, and therefore implement a more strategic approach to its funding model. These options all require more detail consideration and policy work, including consideration of the potential benefits and risks and impacts on different groups (both positive and negative), including NGOs funded and not funded by Wellington City Council. These options fall into the following categories (and none of the options are mutually exclusive):

- Change the funding model – change the approach to funding including options to establish clear purposes for different types of funding, ringfence funding and establish an innovation fund.
- Reprioritise funding – move funding around current services and populations including by ringfencing funding for groups or services or inviting applications for specific service types.
- Improving data collection – including the use of real-time data collection and shared data repositories between Wellington City Council and NGOs.
- Leadership – establish strategic leadership over funding decisions.

Recommendations

22. We recommend that Wellington City Council:

- a) **note** that **FrankAdvice** has sought to answer two questions about Wellington City Council's investment in homelessness services and programmes, namely:
 - Across the last five years, how effectively have the services and programmes Wellington City Council invests in addressed homelessness in Wellington?
 - Given this assessment, is Wellington City Council investing in the right programmes and services or are changes needed?
- b) **note** that the scope of **FrankAdvice's** assessment of effectiveness of Wellington City Council's investment in homelessness services and programmes was to services delivered by NGOs, and funded by Wellington City Council, or directly delivered by Wellington City Council aimed at people experiencing the unstable ends of housing stability, safety and control, which includes but is not limited to:
 - people rough sleeping, sleeping in cars, squatting
 - people staying with whānau or friends, in emergency housing, hostels, boarding houses, campgrounds, or staying somewhere not intended for living (e.g., their workplace)
 - people in overcrowded living situations, renting with dodgy or no tenancy agreement, short term tenancy, in uninhabitable dwellings, in unsafe environments, in prison or state care
- c) **note** that to answer questions of the effectiveness of Wellington City Council's investments in homelessness, **FrankAdvice** reviewed documents and literature, engaged with NGO providers, central and local government, and conducted a cost-benefit analysis using the Treasury's CBAX tool
- d) **note** that Wellington City Council invests in five types of services to support people experiencing homelessness in Wellington, namely outreach services, transitional housing, sustaining tenancies services, other wrap-around services independent of housing, and legal assistance for housing matters
- e) **note** that across the last five financial years, starting in 2018/2019, Wellington City Council has invested \$6,107,000 in the five types of homelessness support services, with its greatest investment being for services that support people who are in "very unstable" housing (e.g., rough sleepers, sleeping in cars or squatting)
- f) **note** that Wellington City Council is one of many funders of homelessness services in Wellington, with none of its funding providing all that is required for total service provision, but it sits alongside central government and philanthropic and other charitable donations to contribute to funding these services

- g) **note** that while the amount of funding different NGOs receive from Wellington City Council varies significantly (from just over \$150,000 over five years to almost \$2 million over five years), the proportion of NGOs total funding provided by Wellington City Council sits below 10 per cent for every NGO, with the larger NGOs (such as Wellington City Mission) receiving only a very small proportion of their total funding from Wellington City Council
- h) **note** that Wellington City Council's investment over time has remained broadly consistent, peaking in 2019/20
- i) **note** that Wellington City Council is investing in services and programmes that have been shown to be effective at reducing homelessness in Aotearoa New Zealand and other jurisdictions, and the NGOs it is investing in are following good practice
- j) **note** that all of the services and programmes Wellington City Council has invested in are achieving what they set out to, in terms of delivering the services they are contracted to the number of people they committed to deliver those services to (e.g., the NGOs are performing as expected / asked)
- k) **Note** that as a result of deficiencies in data, and the contributory nature of Wellington City Council's funding, it is not possible to draw a clear causal link to the investment and a reduction in homelessness in Wellington
- l) **note** that it is likely that Wellington City Council's investment is at least helping to prevent an increase in homelessness and has positive social return on investment across all categories (e.g., the benefits to people are outweighing the financial cost to Wellington City Council)
- m) **note** that there is currently no duplication in funding between Wellington City Council and central government, however there is potential overlap in the future
- n) **note** that while Wellington City Council is likely investing in the right programmes and services, through engagement and other work we have identified several gaps in service provision including:
 - o for Māori (through kaupapa Māori services), women, parents with dependent children (mainly women), rainbow people and young people
 - o a need for greater availability of drop-in services during evenings and weekends
 - o a need for greater levels of support following transition into long-term housing following a period in transitional housing.
- o) **note** that gaps in service provision are not solely Wellington City Council's responsibility, and there are opportunities to work with central government and others to better meet the needs of Wellingtonians

- p) **note** that there is no comprehensive data collection about people experiencing homelessness in Wellington (or other parts of the country) which limits Council's and service providers' ability to effectively respond to needs, including ensuring all parts of the community are counted (e.g., trans and non-binary people)
- q) **discuss** taking a more strategic approach to funding services and programmes for people experiencing homelessness as a way to fill the current gaps in need, use your existing funding envelope more effectively and enhance NGOs ability to continue working effectively, this would include:
- making more conscious and transparent decisions about investment priorities
 - better using of data to inform decisions, and support NGO operations
 - undertaking more strategic engagement with central government about roles and responsibilities
 - taking on a strategic leadership role to promote collaboration and coordination of funding, and funding decision making (between local and central government, and funded providers).
- r) **consider** your options for implementing a more strategic approach in the following categories:
- changing the funding model
 - reprioritising funding
 - improving data collection
 - leading differently.

Part one: background and project scope

23. This part provides context about homelessness in Aotearoa New Zealand and in Wellington to frame the discussion, before outlining our approach to analysing the effectiveness of Wellington City Council's financial investment.

Homelessness in Aotearoa New Zealand

24. Demand for housing across Aotearoa New Zealand is growing and more people are experiencing a severe and immediate need. The Ministry of Housing and Urban Development (HUD) published a Severe Housing Deprivation Estimate – produced by the University of Otago using 2018 Census data – which estimates that around two percent of Aotearoa New Zealand's population is severely housing deprived, or approximately 102,000 people.¹ The report noted problems with data collection and that there was a likely undercount of the number of Māori and Pacific people experiencing severe housing deprivation.

25. In 2020, HUD published the government's first comprehensive cross-agency plan to prevent and reduce homelessness: the Aotearoa New Zealand Homelessness Action Plan 2020 – 2023 (the HAP).² The vision outlined in the HAP is that "homelessness is prevented where possible, or is rare, brief and non-recurring".

26. The HAP notes that homelessness is experienced in diverse ways. In particular:

- For children and young people, homelessness can involve moving schools frequently and make regular attendance difficult, and can have a long-term impact on their growth, development, and mental health.
- For women, homelessness is poorly understood, as it is particularly difficult to quantify the number of women experiencing homelessness because they often avoid public spaces. Homelessness can make parenting more difficult, and there is often a strong relationship between family violence and homelessness.
- Trans and non-binary people are at particular risk of homelessness and report struggling to find housing options that welcomed them and feeling apprehension with using drop-in centres due to fear of discrimination.
- Disabled people, particularly those with accessibility needs, experience difficulties finding a home that meets their needs, and relocation can remove disabled people from their support networks.
- Older people are increasingly at risk of experiencing homelessness due to declining home-ownership rates and affordability of renting.

¹ [2018 Severe Housing Deprivation Estimate - Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development \(hud.govt.nz\)](#)

² [Aotearoa New Zealand Homelessness Action Plan 2020 - 2023 - Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development \(hud.govt.nz\)](#)

27. Underpinning the HAP is the Housing First approach: the accepted best practice model internationally for ending homelessness. The Housing First approach recognises that it is easier for people to address the complex issues that led to their homelessness (such as addiction or poor mental health), through ongoing, wrap-around support, once they have a stable place to live.³
28. Building on the Housing First approach, and other programmes already underway, the HAP then sets out a series of short- and long-term actions, using evidence from engagement and research, under the four areas of prevention, supply, support, and system enablers.

Central and local government have roles in addressing homelessness

29. While central and local government both have roles in addressing homelessness, there has been no clear determination about what those roles and responsibilities are – and the HAP is silent on the role of local government although it commits to enabling local solutions. This is different to other jurisdictions, where local government sometimes have specific legislative responsibilities to house people experiencing homelessness (the UK has had various forms of this with different levels of prescription over the last few decades.)
30. In Aotearoa New Zealand, the recent re-introduction of the four community wellbeings as a purpose of local government (current government (section 10 of the Local Government Act 2002, but had previously been removed in 2012) describe) created a broad role for local government in promoting wellbeing – and we can be confident that housing is essential to wellbeing.
31. The Kāinga Ora–Homes and Communities Act 2019, administered by HUD, outlines a list of objectives and functions including providing “people with good quality, affordable housing choices that meet diverse needs”, providing “rental housing, principally for those who need it most”, and making “loans, or provid[ing] other financial assistance, to local authorities and other entities for housing purposes” (sections 12 and 13).
32. Local Government New Zealand (LGNZ), in a publication in 2022 on the vision for the future of local government⁴, commented that the silos between central and local government can mean “some functions or roles are neglected, access to services isn’t equitable, and it’s not always clear who’s responsible for delivery in areas such as social and emergency housing....” LGNZ goes on to say that redistributing and clarifying roles and responsibilities could lead to “a more joined-up and collaborative approach” and allow Councils to “reduc[e] duplication and ensur[e] priority needs are

³ Te Tūāpapa Kura Kāinga | Ministry of Housing and Urban Development. Housing First. Accessed at <https://www.hud.govt.nz/our-work/housing-first/>

⁴ LGNZ, *Vision for the Future. What local authorities would like to see for the future of local government. May 2022.* [FFLG_DesignedFinal.pdf \(lgnz.co.nz\)](https://www.lgnz.co.nz/FFLG_DesignedFinal.pdf)

addressed...". This adds to the picture of further work or agreement being needed to determine a position for Wellington.

33. HUD is the primary government department responsible for housing and homelessness – but Oranga Tamariki – the Ministry for Children, Ara Poutama Aotearoa – the Department of Corrections, Manatū Hauora – the Ministry of Health, the Ministry of Social Development (MSD), and Kāinga Ora – Homes and Communities all hold areas of responsibility. In particular, MSD is responsible for providing Aotearoa New Zealand's emergency housing system.
34. HUD's investment is focused on a series of key programmes that include:
 - sustaining tenancies, where service providers work with tenants on issues that are putting their tenancy at risk
 - rapid rehousing, which helps individuals and whānau with low-to-medium complexity of social-service need get back into permanent housing quickly
 - HUD's Housing First programme, which helps get people who have been experiencing homelessness for at least a year into permanent housing, with tailored support for as long as necessary to help them stay in their homes and address underlying issues that led to their experience of homelessness
 - transitional housing, which provides temporary accommodation and tailored support to help individuals and whānau into longer-term housing
 - the Local Innovation and Partnership Fund, which is a \$16.6 million fund (over three years) for one-off grants to support local work and projects that respond to and prevent homelessness as part of the Homelessness Action Plan.
35. Further, in Budget 2022, \$75 million in funding was provided to:
 - fund iwi and Māori providers to deliver kaupapa Māori approaches to wraparound supports, so that Māori who are at risk of, or experiencing, homelessness can access culturally appropriate, mana-enhancing support (\$25 million)
 - expand rangatahi/youth-focused transitional housing places (\$20 million)
 - design and deliver new supported accommodation service for rangatahi/youth with higher and more complex needs (\$20 million)
 - fund homelessness outreach services to provide critical support for people currently experiencing homelessness (\$10 million).
36. The current locations receiving funding from HUD for homelessness outreach services are Whangārei, Auckland, and Lower Hutt, but this is likely to expand to other areas.

Homelessness in Wellington

37. Statistics on the level of homelessness (using Stats New Zealand's and Council's definition) in Wellington City are not currently available. However, since 2018, Downton Community Ministry (DCM), in partnership with Council, has carried out a monthly Rough Sleeper Audit, to count, connect with, and offer support to rough sleepers in Wellington's central business district.
38. From this audit, we know that the number of rough sleepers in central Wellington has decreased from an average⁵ of 15 per night in 2018/19 to an average of six per night in 2022/23. The majority of this decrease occurred during 2019/20, when rough sleepers were housed in emergency accommodation (funded by central government) during the Covid-19 Level 4 lockdown. However, the number of rough sleepers did not return to pre-pandemic levels when restrictions were lifted, as many of the rough sleepers were housed elsewhere and were helped to maintain their tenancies. Levels of rough sleeping have remained steady at an average of six per night since 2020/21.

Work underway by Wellington City Council to develop a new action plan for people experiencing homelessness

39. As part of Council's current Housing Action Plan (2023 – 2025), sitting under its Housing Strategy, Council's Harm Prevention Team is creating a roadmap of actions it can take to address homelessness. To inform what is included in this roadmap of actions, the Harm Prevention Team would like to understand the impact of its current financial investments to address homelessness and hear recommendations for future actions and investments.
40. Alongside day-to-day work of its staff in the Harm Prevention Team (and others, such as research staff), Council's primary approach to addressing homelessness is through funding NGOs to deliver services (aside from being one of Wellington's largest providers of affordable rental housing, with more than 1900 homes across the city, which is out of scope of this report).
41. As part of the work to develop a new roadmap of actions, Council has developed a lens through which they are viewing homelessness. This lens uses the same definition of homelessness at Statistics New Zealand, has an aim of *enabling people to thrive where they choose to be*, and introduces a continuum of housing stability, from "very stable" (home ownership) to "very unstable (rough sleeping, car, squatting). It defines "stable" as having stability, safety and control. Figure 1, below, shows the lens in more detail.

⁵ An average of a point in time count done once a month, conducted by DCM's homelessness outreach service.

Drivers of homelessness are what push people along the continuum from stable to unstable:
Lack of suitable housing | **Unmet health needs** | **Systemic deprivation**

Our lens

Stable =
1. Stability
2. Safety
3. Control

Definition of homelessness: **Living situations where people have no other options to acquire safe and secure housing.**

← People are missing either or all - stability, safety, control →

Stable	Unstable	More unstable	Very unstable
<ul style="list-style-type: none"> • Home ownership • Stable rentals Includes healthy home standards, good tenancy agreement • Includes good and adhered to tenancy agreement • Social housing • Rest home 	<ul style="list-style-type: none"> • Overcrowding • Unstable rental <ul style="list-style-type: none"> - Renting with no formal tenancy agreement - Landlords/property managers not meeting their obligations - Short term tenancy (no choice/90 days or less) • Living in uninhabitable dwellings • Staying in unsafe environments • Prison or state care 	<ul style="list-style-type: none"> • Staying with whānau or friends (no choice) • Emergency housing • Transitional housing • Hostel/ boarding houses • Campgrounds • Staying somewhere not intended for living (workplace) 	<ul style="list-style-type: none"> • Street/rough sleeping • Car • Squatting
Preventative response	Reactionary response		

← Aim: Enable people to thrive where they choose to be →

Scope of this report

42. Our methodology for this report is attached at **Appendix one**. In summary, we reviewed a range of documents provided to us by Council, reviewed literature and grey literature about good practice for services and programmes that support people experiencing homelessness, engaged directly with NGOs funded by Council and with other Councils in Aotearoa New Zealand, and completed a cost-benefit analysis of the funded services using the Treasury's CBAX tool.
43. To guide Council's creation of a roadmap of actions to address homelessness in Wellington, **FrankAdvice** was contracted to answer two overarching questions:
- Across the last five years, how effectively have the services and programmes Wellington City Council invests in addressed homelessness in Wellington?
 - Given this assessment, is Wellington City Council investing in the right programmes and services or are changes needed?
44. At the request of Council, this work covers Council's investments in NGOs and services delivered by Council over past five financial years from 2018/19 to 2022/23 that both:
- provide services and programmes primarily aimed to people experiencing "unstable", "more unstable", or "very unstable" housing situations (referred to as "people experiencing homelessness" in this report)

AND

- provide those services with a view to improving people's housing situation.⁶
45. Council also asked for this report to include an analysis of the extent to which Council investment relates to central government investment in addressing homelessness, and whether there is any duplication in investment.
46. Given the above, funding provided to the NGOs and services described below were in scope of this work.
- DCM (Downtown Community Ministry) – a social service provider that operates an outreach service for people sleeping rough (Toro Atu), and provides social services support (Te Pae Manaaki Tangata and Te Hāpai), a substance abuse service (Te Awatea) and a sustaining tenancies service (Noho Pai). DCM is also a Housing First provider as part of the HUD programme.
 - Wellington City Mission – a charitable trust that operates Wellington's new residential alcohol harm reduction service for men (Te Pā Maru), an under-development housing development on Oxford Street (Whakamaru), transitional housing with wraparound support, a social supermarket, a community lounge (Tā Te Manawa), and a social services hub.

⁶ This is to exclude services primarily delivered for a different purpose, such as healthcare or education, that homeless people would also access.

- The Wellington Homeless Women’s Trust – a charity that provides transitional housing and individualised support services to women experiencing homelessness in the Wellington region.
- Wellington Women’s Refuge – a service that provides support and advocacy for women and their children who are experiencing domestic violence, alongside a safehouse and a 24/7 crisis line.
- Te Whare Rokiroki | Māori Women’s Refuge – a service that provides support and advocacy for wāhine Māori and their children who are experiencing family violence, alongside a safehouse and a 24/7 crisis line.
- Community Law Wellington and Hutt Valley – a legal service that provides a tenancy lawyer to provide free, specialist housing advice and advocacy services for people living in Wellington.
- Te Wāhi Āwhina – the one directly Council-provided service in scope of this work.⁷ Opened as part of the Pōneke Promise, Te Wāhi Āwhina is a neutral space located in the central city on Manners Street. It is a community support space where people can walk in to access immediate support. This service provides navigational and other supports to any members of the community who wish to access support, including people experiencing homelessness and those who have been trespassed by other service providers, or are having difficulty accessing services. It has varying hours from Monday to Thursday.

⁷ FrankAdvice discussed with Council whether the Hapai Ake team, as an outreach service, should be within scope; however, given the limited scope of their outreach work to homeless people COUNCIL decided that their funding was out of scope.

Part two: what services and programmes to address homelessness has Wellington City Council invested in over the last five years?

Key messages

- Across the last five years, Council has invested \$6,107,000 in services to support people experiencing homelessness.
- Most of Council's investment has been focused on the "very unstable" end of Council's housing continuum (\$2,592,000), followed closely by the "more unstable" category (\$2,109,000). The primary contributions to these categories are Council's investments in outreach services (38% of total investment) and transitional housing (34%).
- Council's investment makes up, usually, a small proportion of NGOs' overall income (e.g., up to 10%), regardless of the size of the NGO. They receive funding from central government, charitable donations and philanthropy.

Wellington City Council invests in five types of services to support people experiencing homelessness

48. Council's investment to support people experiencing homelessness covers five main investment areas:

- **Outreach services:** Outreach services identify individuals and whānau who are rough sleeping or begging and connect them with services. Outreach workers actively seek out and engage with these people, and often act as an entry point for people to access services and other support.
- **Transitional housing** (including wraparound services that accompany transitional housing): Transitional housing aims to provide a safe place for people experiencing homelessness to stay so they can get back on their feet. Transitional housing is intended to be time limited, and focused on helping people to transition into affordable, independent housing. Transitional housing is often gendered.
- **Sustaining tenancies services:** Sustaining tenancies services support people who are in housing (either "stable" or "unstable" on Council's housing continuum) by providing wraparound support to those who are vulnerable and / or at risk of losing their tenancy. This prevents people from being evicted when they could experience homelessness. These services can include advocacy, budgeting services, coaching, and support navigating government entitlements.
- **Other services, independent of providing housing:** These are services provided to people experiencing homelessness (or people at risk of experiencing homelessness – those at the "stable" point of Council's housing continuum but who are at risk of becoming more unstable). This includes both services delivered specifically to people experiencing homelessness (independent of those

wraparound services delivered by transitional and emergency housing providers), and those services that are used by people experiencing homelessness, but that are not targeted to them. These services include food banks, alcohol and drug rehabilitation services, budgeting support, job application support, advocacy, cultural support, and advice.

- **Legal assistance in housing matters:** These services include providing free legal advice and assistance to people on problems related to housing. Topics can include evictions, rent increases, tenancy damage / repairs, applications to the Tenancy Tribunal, disputes with landlords and Kāinga Ora, or applying for MSD social and emergency housing.

Wellington City Council has invested \$6.1 million into these services across the last five years

49. Across the last five years, Council's investment in services to support people experiencing homelessness has totalled \$6,107,000:
 - Most of this investment has been focused on the “very unstable” end of Council's housing continuum (\$2,592,000), followed closely by the “more unstable” category (\$2,109,000). The primary contributions to these categories are Council's investments in outreach services and transitional housing.
 - The next largest category is “stable” (\$1,051,000). The primary contribution in this category is investment in sustaining tenancies services for people in Wellington Community Housing.
 - The smallest category is “unstable” (\$356,000). The primary contributions in this category are Council's investments in legal assistance in housing matters and other services.
 - Council's investment makes up, usually, a small proportion of NGOs' overall income (e.g., up to 10%). This percentage is generally consistent, independent of the size of the NGO (e.g., larger NGOs, while receiving more money from Council, receive a similar proportion of their funding as smaller NGOs).
50. Table 1 and Figure 2 below expand on this information:
 - Table 1 breaks down Council's investment by the type of investment, showing the total amount Council has invested as well as the proportion that represents of Council's total homelessness investment, and the investment trend over the last five years.
 - Figure 2 shows how the types of investment target the different parts of Council's housing continuum.
51. Please note that investment figures for Community Law and Te Wāhi Āwhina have been adjusted down by about a third to more accurately reflect Council's specific investment in services and programmes that address homelessness or housing (rather than the other services these providers also offer). This is indicated by a (*). The methodology for these adjustments is available in Appendix two.











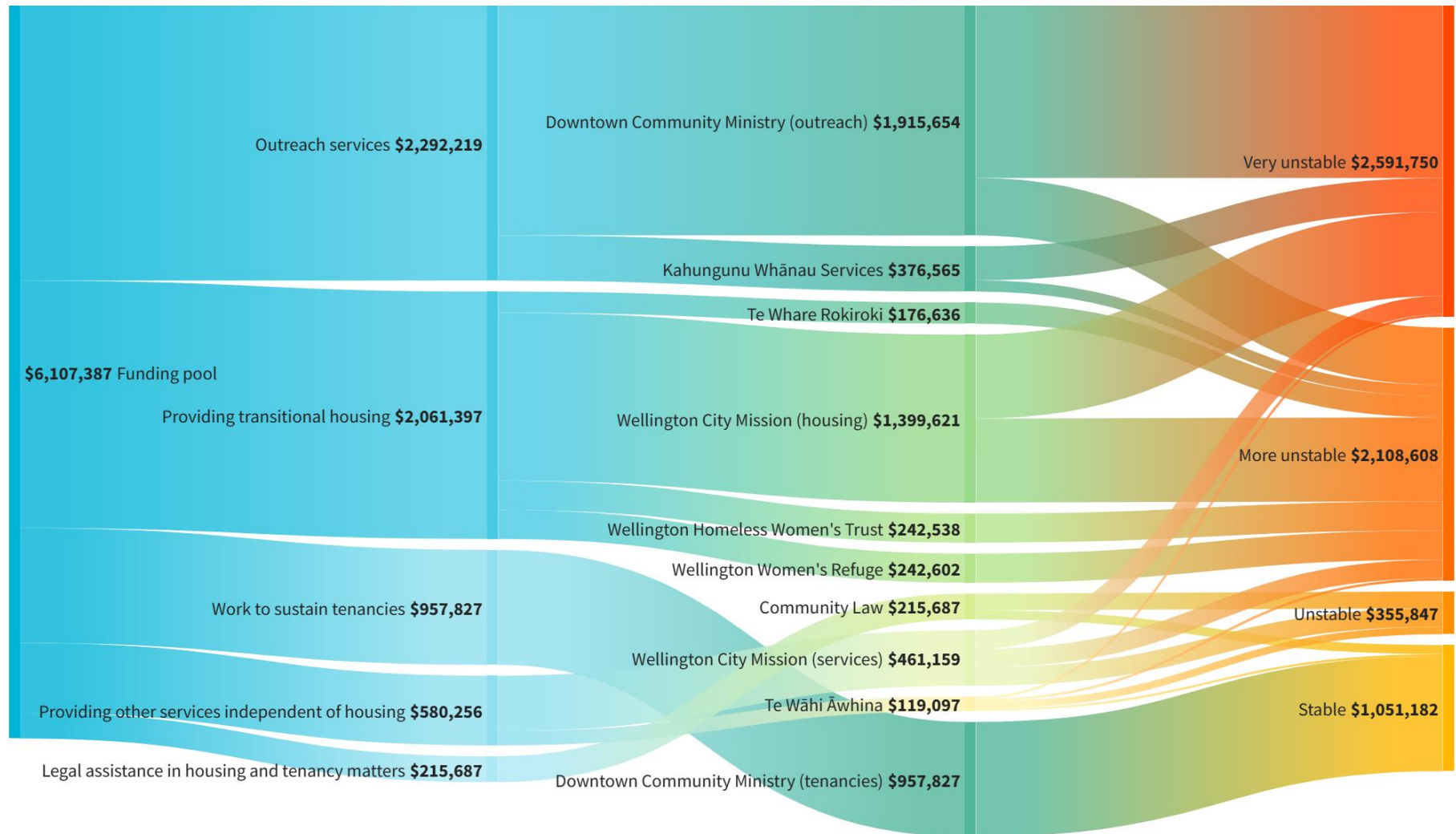
Investment area	Total investment from Council between 2018/19 – 2022/23	% of Council investment	Trend of Council investment over time
Outreach services	\$ 2,292,218.97	38%	
Downtown Community Ministry	\$ 1,915,653.97 (approx. 10% of DCM's total income)	31%	
Kahungunu Whānau Services	\$ 376,565.00 (unknown % of total income)	6%	
Transitional housing	\$ 2,061,397.20	34%	
Wellington City Mission (Te Pā Maru and Whakamaru)	\$ 1,339,621.00 (approx. 2% of WCM's total income)	23%	
Wellington Women's Refuge	\$ 242,602.20 (approx. 5% of WWR's total income)	4%	
Wellington Homeless Women's Trust	\$ 242,538.00 (approx. 9% of WHWT's total income)	4%	
Te Whare Rokiroki	\$ 176,636.00 (approx. 6% of TWR's total income)	3%	
Sustaining tenancies	\$ 957,826.99	16%	
Downtown Community Ministry	\$ 957,826.99 (approx. 5% of DCM's total income)	16%	
Other services (independent of providing housing)	\$ 580,255.99	10%	
Wellington City Mission	\$ 461,159.05 (approx. 0.6% of WCM's total income)	8%	
Te Wāhi Āwhina	\$ 119,096.94* (approx. 33% of TWA's cost to COUNCIL)	2%	
Legal assistance in housing matters	\$ 215,687.44	4%	
Community Law	\$ 215,687.44* (approx. 2% of CL's total income)	4%	
Total investment	\$ 6,107,386.59		

Table 1 - COUNCIL's total homeless investment, by NGO

WCC's total homelessness investment

For the five financial years from 2018/19 to 2022/23



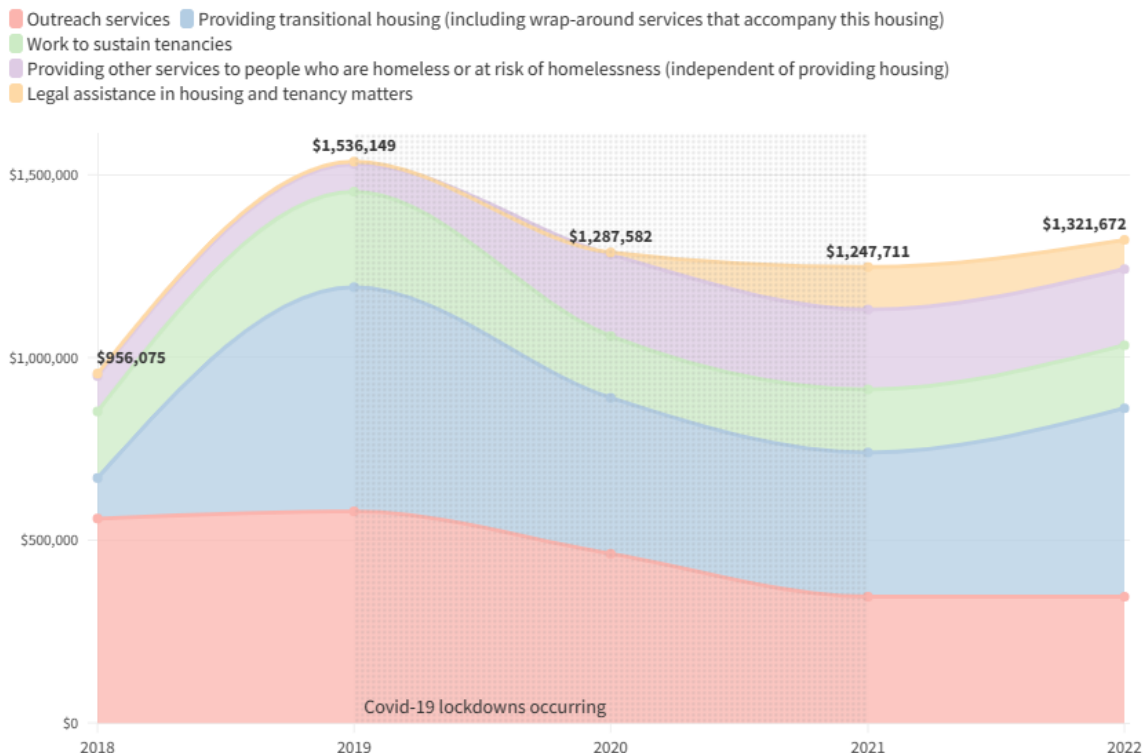
Sources: WCC funding information and contracts, interviews with NGOs, NGO annual reports

Figure 2 - COUNCIL's total homelessness investment

How Wellington City Council makes funding and investment decisions

52. Figure 3 below shows Council's investment in support services for people experiencing homelessness over time between 2018/19 and 2022/23, with investment in each of five investment areas shown in a different colour. Investments were allocated to the financial year *in which payments were made*, which may be different to the year in which funding was requested or allocated.
53. The graph shows that, after an increase between 2018/19 and 2019/20 to a peak of \$1,536,000, investment has stayed relatively steady at between \$1,247,000 and \$1,322,000 per year.
54. The category with the most variation over time, and the most effect on the overall amount of investment, is providing transitional housing. Most of this variation is driven by Council's investment (both capital and operational) in the Wellington City Mission's Te Pā Maru and Whakamaru projects. This investment has totalled \$1,400,000 since 2019/20, when Council's investments in these projects began, and has varied between \$500,000 at its highest in 2019/20 (which accounts for most of the increase in Council's total investment seen in 2019/20) to \$255,500 at its lowest in 2020/21.

WCC's homelessness investment over time



2018 indicates the 2018/19 financial year, and so on

Figure 3 - COUNCIL homelessness investment over time

55. Council's homelessness investment is generally provided to NGOs through contracts (one year or multi-year), donations, or one-off grants made through Council's funds (such as the social and recreation fund) which are administered by Council's Pitau Pūmanawa | Grants Subcommittee. The Mayoral Relief fund (administered by Wellington City Mission) also forms part of Council's investment.
56. It has been clear through our engagements with NGOs that Council has positive, trusted relationships with the NGOs it contracts with. We note that Council uses many elements of the relational approach to commissioning⁸ in its contractual relationships with NGOs, as outlined in MSD's Social Sector Commissioning 2022–2028 Action Plan.
57. We have noted that some operational funding (e.g., for Wellington Homeless Women's Trust) is administered by grant rather than through contract funding, which reduces stability for these NGOs and requires them to complete an application process every time, increasing their administrative burden and potentially uncertainty of operation (depending on their financial stability from other sources). We did not talk to NGOs about this in any depth or specificity.

⁸ Relational contracting involves building trusted relationships with service providers to contract flexibly with tightly defined and measurable shared outcomes, rather than the traditional, transactional approach which tips the balance of power away from communities and towards the commissioning agency.

Part three: how effectively have the services and programmes Wellington City Council invests in addressed homelessness in Wellington?

58. We have answered this question in two parts, to create a comprehensive view of the effectiveness of Council's homelessness investment:

- **Our overall assessment of effectiveness:** This section explores whether there has been a reduction in homelessness in Wellington, whether Council's investment is in line with what we know works in other places, and the social return on investment (SROI) of Council's homelessness investment using Treasury's CBAX tool.
- **Our assessment of the effectiveness of individual services:** This section explores how effective individual services have been in each investment area.

Key messages

- The funding contributed by Council to homelessness services is being spent on an evidence-based service set, which are all being delivered in a good practice way and all services are delivering to their contracts.
- We estimate that approximately 3,400 people have received support services funded by council.
- We cannot definitively say that Council's investment has reduced the number of people experiencing homelessness; what we do know is that it has likely contributed to the number of 'rough sleepers' remaining stable instead of increasing.
- All of the service types have a positive social return on investment based on assessment using Treasury's CBAX tool. This means the benefits to people have outweighed the financial cost.

Our overall assessment of effectiveness

Has investment reduced homelessness in Wellington?

59. While the section below explores the effectiveness of each of the types of interventions that Council invests in, it is not straightforward to understand whether these have contributed to an overall reduction in homelessness in Wellington.

60. This is because:

- identifying changes in the number of people experiencing homelessness in Wellington is not straightforward. This is because there is no consistent way, outside of the Census, to count the number of people experiencing homelessness. The latest Census information is from 2018⁹, meaning that we do not have the

⁹ Information from the Census conducted in 2023 is due to be published in May 2024.

information to identify trends over the past five years. Additionally, Council's broad definition of people experiencing homelessness may add an additional layer of difficulty to identifying changes or trends. Specifically:

- it may be more difficult to count the people in the in the “unstable” and “more unstable” parts of the continuum (in comparison to counting people in the “very unstable” part – rough sleepers and squatters). This is because these people are more difficult to find and may be unknown to local and central government officials
- it may be more difficult to compare homelessness statistics across time and identify trends, as previous statistics may have defined people experiencing homelessness differently, or used the same definition but interpreted it differently (e.g., Statistics New Zealand does not measure the stability / quality of one's tenancy agreement, meaning many people in the “unstable” part of the housing continuum would not be counted).
- Attributing any changes specifically to Council's investment (as opposed to other investment) is not straightforward. Council's investment is one of many contributors to supporting people experiencing homelessness in Wellington (which includes central government investment and work funded through philanthropy and charitable donation).

61. Nevertheless, it is indicated that current interventions, while not decreasing the overall number of people experiencing homelessness (at the most unstable end), are helping enough to prevent an increase. We know that the number of people sleeping rough in Wellington has decreased since 2018/19. We also heard through our engagements with NGO providers¹⁰ that other parts of the country are experiencing an increase in homelessness¹¹ in their areas due to increasing housing pressures (increased cost of living and housing scarcity), whereas Wellington homelessness (those in the “very unstable” and “more unstable” categories) is remaining steady, even though Wellington is experiencing similar housing pressures.

62. Statistics from DCM's outreach team indicates that approximately one third of the people they encounter are new to them (i.e., have not previously been engaged by DCM's outreach team). Extrapolating on this, we can infer that that these interventions are *likely* not preventing new people from experiencing homelessness but are helping people move up the housing continuum at the same rate that people are moving down, leading to no net change. A more thorough investigation would be required to identify the specific reasons behind this.

¹⁰ Specifically DCM and the Wellington City Mission.

¹¹ It is unknown whether NGO providers referring specifically to rough sleepers, or including other types of homelessness in this assessment.

What is the Social Return on Investment of Wellington City Council's investment between 2018/19 and 2022/23?

63. We have conducted a Cost-Benefit Analysis (CBAX) on Council's homelessness investment over the past five years, using Treasury's CBAX tool. A CBAX applies Treasury's refreshed Living Standards Framework¹² (LSF) and He Ara Wairoa¹³ (a framework that helps Treasury to understand waiora – Māori perspectives on wellbeing) to identify and quantify the benefits of services and programmes. Overall, the CBAX has shown the total of benefits achieved by Council's homelessness investment over the past five years have outweighed the costs.
64. CBAX should be taken as only one part of the evidence about the effectiveness of Council's homelessness investment and is not inherently more valuable because it is quantitative. This CBAX should be used as part of a larger decision-making process to ensure that all factors relating the effectiveness of investment are considered.
65. While some information about the methodology is provided below, the full CBAX methodology is available in **Appendix three**.
66. We have taken a conservative approach to this assessment to mitigate any overestimate of benefits, and have done this CBAX in five parts, based on the five investment areas described in this report. We have analysed each investment area independently because Council invested different amounts in each, and they benefited different cohorts of people across the continuum of people experiencing homelessness.
67. Each of the five analyses has generated a social return on investment (SROI), which is the return generated per \$1 invested in a service, and a net economic benefit per person. To illustrate:
 - A \$2 SROI indicates that every \$1 spent has generated \$2 of social and economic good for the cohort the money was spent on.
 - A \$1000 net economic benefit per person indicates that the service has generated \$1000 of social and economic good per individual *above* what was spent on that individual.
68. Table 2 below shows our high-level assessment of the types of benefit we identified for each investment area in health, safety, engagement, subjective wellbeing, and housing (the relevant elements of the LSF and He Ara Wairoa). More ticks indicate more benefits (out of the total number of benefits available in the CBAX benefits database) in each area – 1 for a few, 2 for many, and 3 for most or all.

¹² <https://www.treasury.govt.nz/publications/tp/living-standards-framework-2021>

¹³ <https://www.treasury.govt.nz/information-and-services/nz-economy/higher-living-standards/he-ara-wairoa>

Investment area	Health	Safety	Engagement	Subjective wellbeing	Housing
Outreach services	✓✓	✓✓		✓✓✓	
Transitional housing	✓✓✓	✓✓✓	✓	✓✓✓	✓✓✓
Sustaining tenancies	✓✓	✓	✓	✓✓	✓✓
Other services (independent of providing housing)	✓			✓	✓
Legal assistance in housing matters	✓	✓	✓	✓	✓

Table 2 - High-level assessment of CBAX benefits for each investment area

69. Table 3 below summarises the results of the five CBAX analyses we conducted. The table includes the SROI which shows the return the investment per \$1 that a service generated, and the net economic benefit per person between 2018/19 and 2022/23 as described in the paragraphs above (they are all positive):

Investment area	Social return on investment (return per \$1 spent)	Net economic benefit per person between 2018/19 and 2022/23
Outreach services	\$ 5.40	\$ 6,592
Transitional housing ¹⁴	\$ 2.80	\$ 61,181
Sustaining tenancies	\$ 2.10	\$ 19,803
Other services (independent of providing housing)	\$ 3.40	\$ 656
Legal assistance in housing matters	\$ 1.80	\$ 340
Average SROI across all investment areas	\$ 3.10	

Table 3 - CBAX results

¹⁴ We have excluded investments in Te Pā Maru and Whakamura, as these will not have generated any benefits yet.

70. The highest net economic benefits per person were achieved by Council's investments in transitional housing and sustaining tenancies. This is because these services meet a range of needs and therefore achieve multiple benefits each (see Table 2). They also achieve these benefits relatively effectively, meaning their net benefit is high. However, they have lower SROIs compared to the other service types as their cost per person is also high.
71. Outreach services have the highest SROI of \$5.40 per \$1 spent. This number reflects the fact that the cost of the service is lower than transitional housing and sustaining tenancies for the number and sizes of the benefits it achieves (see Table 2).
72. Other services and legal assistance in housing matters are the investment areas that have the lowest (but still positive) SROIs and net economic benefits per person. This is due to the comparatively lower number of benefits they achieve, and the size of those benefits being lower than other investment areas because they have a more indirect effect on homelessness.

Our assessment of the effectiveness of individual services

73. In this section, we assess how effective individual services that Council invests in have been at addressing homelessness, using the following criteria:
 - **The what:** Has the service or programme achieved / is achieving what it set out to achieve?
 - **The how:** Is the way the service or programme is being delivered increasing people's stability, safety, and control over their housing? Specifically:
 - whether services are being delivered in a way that reflects good practice for services for people experiencing homelessness in general
 - whether services are being delivered in a way that reflects specific good practice for those types of services, as described in literature about those types of services.

The literature and grey literature tell us what is needed by services to be effective in addressing homelessness

74. As part of our desktop review, we reviewed the HAP, the findings from two recent literature reviews commissioned for/by Council¹⁵, and conducted a high-level scan of evidence on the most effective way to deliver the types of services that Council invests in.

¹⁵ The 2022 review by Bernadine Williams, "A literature review on homelessness: Prepared for Wellington City Council" and the 2023 Allen + Clarke "Review of literature on effective interventions to support secure homes for homeless wāhine."

75. The guiding principles of the HAP provide direction on what are important considerations when delivering services to end homelessness. These guiding principles underpin the HAP, and all of the actions contained in it. These are:¹⁶

- **te Tiriti o Waitangi** – the government’s role is to support Māori to get where they want to be
- **whānau-centred and strengths-based** - a whānau-centred approach is culturally grounded, holistic, and addressing individual needs within the context of that individual’s relationships, support networks, community and connection to place
- **a focus on stable homes and wellbeing** – look past the short-term to providing long-term sustainable housing solutions, providing individuals and whānau with space to recover and improve their wellbeing, and be part of their community
- **kaupapa Māori approaches** – enable services to develop kaupapa Māori approaches in a way they consider best meets the needs and aspirations of their communities
- **supporting and enabling local approaches** – local communities need to respond to their different needs and build on what they already have in place
- **a joined-up approach across agencies and communities** – addressing homelessness requires true partnerships and systems of support.

76. **For outreach services**, the literature suggests that they are most effective when there’s a focus on building trust, engaging authentically (particularly if those working outreach have lived experience of homelessness) and respectfully, reducing stigma, and offering choices that support autonomy. It is also considered critical that administrative burden on the person seeking help to access services, and that outreach services maintain strong links with community service agencies and housing providers.¹⁷

77. **For transitional housing services**, we turned to the New Zealand Human Rights Commission’s 2022 Housing Inquiry, *Homelessness and human rights: A review of the*

¹⁶ Note that the full explanation of each principle from the HAP is not included, we have selected the most important parts for services delivered by COUNCIL.

¹⁷ Bond, L., Wusinich, C., & Padget, D. (2021). Weighing the options: Service user perspectives on homeless outreach services. *Qualitative Social Work*. Accessed at <https://doi.org/10.1177/1473325021990861>; Coleman, A., MacKenzie, D., & Churchill, B. (2014). *The Role of Outreach: Responding to Primary Homelessness*. Department of Families, Housing, Community Services and Indigenous Affairs. Australia. Accessed at <https://researchbank.swinburne.edu.au/file/875fa400-b3fe-4138-b696-9a40046caa5f/1/PDF%20%28Published%20version%29.pdf>; Connolly, J. A., & Joly, L. E. (2012). Outreach with street-involved youth: A quantitative and qualitative review of the literature. *Clinical psychology review*, 32(6), 524-534; Eberle Planning and Research, Jim Woodward and Associate, & Thomson, M. (2011). Homeless Outreach Practices in BC Communities. *BC Housing*. Accessed at <https://www.bchousing.org/publications/Homeless-Outreach-BC-Highlights.pdf>; Lifewise. (2019). Peer outreach to end homelessness in the city centre: a proposal. Accessed at https://infoCouncil.aucklandCouncil.govt.nz/Open/2019/08/CEN_20190828_AGN_8350_AT_files/CEN_20190828_AGN_8350_AT_Attachment_71409_1.PDF; Weare, C. (2021). Housing outcomes for homeless individuals in street outreach compared to shelter. *Journal of Poverty*, 25(6), 543-561.

emergency housing system in Aotearoa New Zealand, which covered both emergency and transitional housing.

78. That inquiry, along with other sources, suggest that transitional housing services are most effective when the housing meets minimum decency standards and provides other key features of the right to a decent home, there are effective and accessible accountability arrangements, and no one is evicted into homelessness. As with outreach services, transitional housing should be provided without stigma, and with a relational rather than transactional focus. It is also important that transitional housing is culturally appropriate, provides a secure environment to rebuild relationships with whānau and children, and is designed and delivered in partnership with Māori and with those with lived experience of transitional housing.¹⁸
79. **For services aimed at sustaining tenancies**, the literature suggests that these services are most effective when they are provided proactively rather than reactively, they focus on empowering clients, and are delivered with empathy and a focus on the relational. It is also recommended that services are holistic (can address a wide range of needs), tailored to individual needs, culturally appropriate, confidential, and build on people's strengths and capacity.¹⁹
80. **For other services independent of housing**, the literature suggests that these services are most effective when they build trusted relationships with clients, provide centralised information, and minimise barriers to accessing services (for example, by reducing the need for making and attending appointments and by bringing services to the clients rather than expecting clients to travel to various services). As with other service types, successful delivery is enhanced by collaboration and partnerships with

¹⁸ Crawford, L. (2017). Transitional Housing: Evidence Brief. Ministry of Justice. Accessed at <https://www.justice.govt.nz/assets/Transitional-Housing.pdf> ; Human Rights Commission. (2022). Homelessness and human rights: A review of the emergency housing system in Aotearoa New Zealand. Accessed at <https://tikatangata.org.nz/cms/assets/Documents/Homelessness-and-human-rights-A-review-of-the-emergency-housing-system-in-Aotearoa-New-Zealand.pdf> ; Mills, A., Terry, A., Latimer, C. L., & Milne, B. (2022). Going Straight Home? Post-prison housing experiences and the role of stable housing in reducing reoffending in Aotearoa New Zealand. School of Social Sciences: University of Auckland; Ministry of Housing and Urban Development. (2023). Operational Guidelines for Providers of Transitional Housing. Accessed at <https://www.hud.govt.nz/assets/Transitional-Housing-Operational-Guidelines-FINAL-VERSION-FOR-RELEASE-18-JULY-2023-1.pdf>

¹⁹ Boland, L. (2018). Transitioning from homelessness into a sustained tenancy: What enables successful tenancy sustainment? (The Moving on Project). Doctoral dissertation, University of Plymouth. Accessed at <https://pearl.plymouth.ac.uk/bitstream/handle/10026.1/11660/2018Boland10512025phd.pdf?sequence=1&isAllowed=n> ; Brackertz, N., (2018). Evaluation of the Sustaining Young People's Tenancies Initiative. Department of Housing and Public Works, Queensland. Accessed at <https://www.ahuri.edu.au/sites/default/files/migration/documents/Evaluation-of-the-Sustaining-Young-Peoples-Tenancies-Initiative.pdf> ; Habbis, D., Atkinson, R., Dunbar, T., Goss, D., Easthope, H., & Maginn, P. (2007). A sustaining tenancies approach to managing demanding behaviour in public housing: a good practice guide. Australian Housing and Urban Research Institute. Accessed at <https://apo.org.au/sites/default/files/resource-files/2007-08/apo-nid6072.pdf>

other agencies and service providers.²⁰ The majority of this literature was about wraparound support services and 'homelessness hubs'.

81. **Legal assistance** is vital for all people, not just those experiencing, or at risk of experiencing, homelessness, therefore we did not specifically scan the literature for effectiveness of these services in addressing homelessness. However, in line with literature on best practice for broader homelessness service delivery, these services will be most effective where their provision is aligned with the HAP principles outlined above.

Our assessment of individual services against the criteria

82. The table on the pages below provides a summary of our assessment of the impact and effectiveness of the different services Council invests in, against the criteria of 'the what' and 'the how' described in the preceding sections.
83. Overall, all the services that Council invests in have achieved / are achieving what they set out to achieve (i.e., they deliver the services they say they will to the numbers of people they say they will). These services are also being delivered in ways that reflect good practice (both in general and specifically for that type of service), noting that in some areas there are no kaupapa Māori providers (a gap we have explored further below).
84. We have not made specific comments on two of the HAP guiding principles, namely taking local approaches and taking joined-up approaches. This is because for every type of service, providers reported being embedded in the local community and working to respond to the needs they see, as well as high levels of collaboration with other NGOs and with local arms of central government agencies. The larger NGOs had formalised relationships through memorandums of understanding (MOUs), while the smaller had more informal relationships. Essentially, they were all meeting these criteria.

²⁰ Black, C., & Gronda, H. (2011). Evidence for improving access to homelessness services. Australian Housing and Urban Research Institute. Accessed at https://www.ahuri.edu.au/sites/default/files/migration/documents/SYN059_Evidence_for_improving_access_to_homelessness_services.pdf; Lakshminarayanan, M., Bhandari, R., Mantri, S., & Singh, S. (2023). Why interventions to improve the welfare of people experiencing homelessness work: an update evidence and gap map. Fourth Edition. Centre for Homelessness Impact. Accessed at <https://www.homelessnessimpact.org/publications>; Richards, S., (2009). Homelessness in Aotearoa: Issues and Recommendations. New Zealand Coalition to End Homelessness. Accessed at https://cdn-assets-cloud.aucklandcitymission.org.nz/acm/wp-content/uploads/2021/09/16104159/homelessness_in_aotearoa.pdf; Brown, K., Keast, R., Waterhouse, J., & Murphy, G. (2009). Social innovation to solve homelessness: wicked solutions for wicked problems. In Proceedings of the European Group of Public Administration Conference 2009: Third Study Group Workshop (pp. 1-17). European Group of Public Administration; Gomory, T., Gromer, J., Groton, D., Groff, S., Ellsworth, M., Duncan, M., & Harris, R. (2018). Client Perception and Utilization of an Innovative "One-Stop" Service Center for People Experiencing Homelessness. American Journal of Psychiatric Rehabilitation, 21(3), 313-330.

	THE WHAT: Has the service or programme achieved / is achieving what it set out to achieve?	THE HOW: Is the way the service or programme is being delivered increasing people's stability, safety, and control over their housing?
<p>Outreach</p> <p><i>Between 2018/19 and 2022/23, WCC invested \$2,292,000 (38% of its total homelessness investment) in outreach services. These outreach services were delivered by Downtown Community Ministry (DCM) and Kahungunu Whānau Services</i></p>	<p>Outreach services consistently achieve what they set out to achieve:</p> <p>DCM:</p> <ul style="list-style-type: none"> COUNCIL funds approx. 1/3 of Toro Atu (outreach programme): <ul style="list-style-type: none"> 2.5 – 3/5 FTE per year of a total of 7 to 8 FTE Includes 0.33 FTE for a data analyst allowing DCM data collection Toro Atu reaches average of 360 people experiencing homelessness per year over last five years DCM responds to notifications and proactively look for those not visible DCM responds to 2/3 of the notifications they receive on the same day DCM reports that many of the people they work with are “too high-needs” for MSD-funded transitional housing (addiction and mental health) <p>Kahungunu Whānau Services (COUNCIL only funded between 2018/19 and 2020/21):</p> <ul style="list-style-type: none"> COUNCIL funding contributed to staffing costs and purchase and fit-out of two vehicles for outreach services in communities and whare In 2018/19 (on year reporting available for) outreach reached 38 whānau experiencing homelessness 	<p>These services are delivered in a way that reflects general good practice:</p> <p><i>We have limited information on the services provided by Kahungunu Whānau Services, which means the assessment will focus primarily on DCM</i></p> <p>The funded outreach services reflect good practice in that DCM is:</p> <ul style="list-style-type: none"> making efforts to better ensure its outreach services reflect te ao Māori approaches, focusing on enhancing whānau and whakapapa connections. They acknowledge they have a way to go providing strength-based individualised services, which they describe as whānau centred. They use the Te Whare Tapa Whā framework to assess wellbeing and an outcomes framework adapted from the Whānau Ora outcomes framework focusing on stability through assigning a single case worker for their whole engagement, and creating individualised plans to improve wellbeing and meet needs, including through referring to other services keen to deliver more services across COUNCIL’s housing spectrum, so it can maintain relationships and therefore stability for people <hr/> <p>These services are delivered in a way that reflects good practice for outreach services:</p> <ul style="list-style-type: none"> Focusing on building trust and engaging people. They report that they “keep showing up for people” and go out to “drum-up business” through their proactive approach. They report that while people might not accept help from DCM on the first engagement but they might on the third or fourth Being a source of advice for other NGOs across Aotearoa New Zealand to learn about how to successfully engage with people Creating individualised plans in collaboration with the person, and putting the autonomy and choice of the person they are helping at the centre by ensuring they know they can engage and disengage at any time Providing multiple services on one site so people can have a range of their needs met by one provider

	THE WHAT: Has the service or programme achieved / is achieving what it set out to achieve?	THE HOW: Is the way the service or programme is being delivered increasing people's stability, safety, and control over their housing?
<p>Transitional housing (and associated wraparound services).</p> <p><i>Between 2018/19 and 2022/23, WCC invested \$2,061,000 (34% of their total homelessness investment) in transitional housing. This transitional housing was delivered by Wellington City Mission, Wellington Women's Refuge, Wellington Women's Homelessness Trust, and Te Whare Rokiroki.</i></p>	<p>Transitional housing services consistently deliver services in line with what they set out to achieve:</p> <p>Wellington City Mission:</p> <ul style="list-style-type: none"> • Council has made \$1,016,000 of capital and operational investments in the Wellington City Mission's refurbishment of Te Pā Maru, a harm reduction shelter for men with alcohol addiction issues on the site of the old Wellington Night Shelter. • Council's investment accounted for approximately 20% of the total cost of refurbishing Te Pā Maru (residential alcohol harm reduction service) project • Te Pā Maru opened in September 2023, and provides 18 rooms <p>Others:</p> <ul style="list-style-type: none"> • Council's investments have covered, on average between 2018/19 and 2022/23: <ul style="list-style-type: none"> ○ 9% of Wellington Homeless Women's Trust's (WHWT) annual rent operating costs. WHWT provide 14 beds, 5 of which are funded by COUNCIL ○ 6% of Te Whare Rokiroki annual rent and operating costs ○ 5% of Wellington Women's Refuge's (WWR) annual rent and operating costs • Between 2018/19 and 2022/23, Te Whare Rokiroki and Wellington Women's Refuge have housed approximately 475 women and children, received and managed an average of 1700 crisis calls, and supported 400 women and children in the community through advocacy and other community services • The number of 'beds' Te Whare Rokiroki and Wellington Women's Refuge have is flexible, they usually house one family or whānau per room, but if the need presents itself sometime families and whānau share • Between 2018/19 and 2022/23, Wellington Homeless Women's Trust (WHWT) housed an average 29 women per year for 2,300 bed nights²¹ • Between January and September 2023, WHWT has reported that it supported 47 wāhine and successfully transitioned 39 women to independent tenancies (both private and community housing) • This represents a 68:32 split in Council's investment in transitional and emergency housing between men and women 	<p>These services are delivered in a way that reflects general good practice:</p> <p><i>As Te Pā Maru has just opened, we do not have any information on its current operation. This means the assessment will focus primarily on the other providers of transitional housing; WHWT, WWR, and Te Whare Rokiroki.</i></p> <ul style="list-style-type: none"> • All take strengths-based approaches which focus on the stability and wellbeing of residents. They work closely with residents to ensure they can stay in their services, particularly when facing complex circumstances, and have various programmes to meet people's needs and support to navigate services • All reported that they effectively 'do what it takes' to support people in their services and ensure they are able to transition out of transitional housing and into long-term accommodation. All were proud of the number of people they had supported into long-term accommodation and had not seen again • Following from that point, all were happy to support people multiple times, expecting things to go wrong and that their journey into long-term accommodation would not be linear or straight-forward • Te Whare Rokiroki is a kaupapa Māori provider, and works with children, meaning there is availability of this dedicated service in Wellington <p>To the extent of our knowledge, these services are delivered in a way that reflects good practice for transitional housing:</p> <p>The providers reflected good practice for transitional housing in the following ways:</p> <ul style="list-style-type: none"> • They sought to support people as much as possible to avoid their housing situation becoming more unstable – i.e., avoiding them ending up rough sleeping. As a result of limited supply and funding, providers may not be able to support everyone they want to with accommodation (for example Women's Refuge reported only being able to support short-term in some cases) • All took a highly relational, rather than transactional approach with their residents, working to ensure they had the right composition of staff to meet needs and prioritising relationships as a way to support people and transition them to long-term housing • The women's refuges accommodate children as a core part of their service, meaning there is some service provision for children in Wellington. Noting that this is only where family violence is a factor, and does not apply in other situations (however, families with children are prioritised for social housing) • Providers reported taking whānau-centred approaches, however it was not clear whether safe environments for rebuilding whānau relationships were provided / prioritised
<p>Sustaining tenancies</p> <p><i>Between 2018/19 and 2022/23, Council invested \$958,000 (17% of their total homelessness investment) in sustaining tenancies services. These services were delivered by DCM.</i></p>	<p>DCM is the only sustaining tenancies provider currently funded by COUNCIL. They consistently deliver what they set out to achieve:</p> <p>DCM</p> <ul style="list-style-type: none"> • Council's investment funds approx. 1/4 of DCM's sustaining tenancies team, Te Awatea, to provide sustaining tenancies services to individuals and whānau who are currently tenants of Wellington's CHP²² 	<p>These services are delivered in a way that reflects general good practice:</p> <ul style="list-style-type: none"> • Have a primary focus of achieving stability for tenants and provide services specific to the individual – they do what needs doing for that person to sustain their tenancy, from cleaning to legal support • DCM is taking steps to ensure their services work for Māori through taking te ao Māori approaches

²¹ A bed night is the number of people housed multiplied by the number of nights they stayed, e.g., 5 people housed for 10 nights would be 50 bed nights.

²² DCM also provides sustaining tenancies services to Kāinga Ora tenants, but this is funded separately by HUD.

	THE WHAT: Has the service or programme achieved / is achieving what it set out to achieve?	THE HOW: Is the way the service or programme is being delivered increasing people's stability, safety, and control over their housing?
	<ul style="list-style-type: none"> On average between 2019/20 (when the service started) and 2022/23, Te Awatea helped 22 tenants of Wellington's Community Housing Provider (CHP) maintain their tenancies per year Only one person engaged by Te Awatea has had their tenancy ended due to eviction (a 98% success rate)²³ 	<p>These services are delivered in a way that reflects good practice for sustaining tenancies services:</p> <ul style="list-style-type: none"> DCM takes a proactive approach, rather than reactive approach, to identifying tenants who require support, they do this as part of the other services they provide and through collaborating with the CHP and other providers (such as Te Aro Healthcare). They are working to provide an even more proactive approach than currently The services provided by Te Awatea are entirely determined by what individuals need, and range from providing food, cleaning services, working phones, mental health support, advice and social connections, and referrals to other services
<p>Other services, independent of providing housing</p> <p><i>Between 2018/19 and 2022/23, Council invested \$580,000 (10% of their total homelessness investment) in other services which are delivered independent of providing housing, including connector services. These services were delivered by the Wellington City Mission and Te Wāhi Āwhina</i></p>	<p>These services generally deliver what they set out to achieve:</p> <p>Wellington City Mission</p> <ul style="list-style-type: none"> Council's investment in Wellington City Mission's (WCM) services contributes an average of approximately 3% of the funding for its: <ul style="list-style-type: none"> social supermarket (the food bank pre-March 2021) community lounge, which offers a place to be, coffee, food, and activities social work team, who connect people with services (an average of 35% of the issues they address relate to housing) financial mentoring programme. These services have reached an average of 8000 people per year between 2018/19 and 2022/23, 34% of which approached them about housing issues <p>Te Wāhi Āwhina</p> <ul style="list-style-type: none"> Between May 2021 and 16 September 2023, Te Wāhi Āwhina: <ul style="list-style-type: none"> Reached 1739 people, with an average of 4 people per day and 19 people per week 32% of visits were about housing. Most visitors needing housing were registered with MSD, but were at risk of homelessness in the future Focussed on navigating potential options, providing advice and information, connecting people to the right provider, and access amenities such as computers and phones 	<p>These services are delivered in a way that reflects general good practice:</p> <ul style="list-style-type: none"> WCM and Te Wāhi Āwhina reported focus on providing services that help people feel seen, heard, and valued, thus taking strengths-based approaches Both provide services that take a holistic view of wellbeing and are focussed on delivering what people need and connecting them to services they require so that their lives are not disrupted <p>These services are delivered in a way that reflects good practice for homeless hub / wrap-around services:</p> <ul style="list-style-type: none"> Both services reported that they prioritise building relationships with their clients by spending time with them and ensuring that their interactions with the services are not transactional Te Wāhi Āwhina has a primary function of reducing barriers, and based on their reports, they are having significant success in doing this for those they support. Their neutral space is key to this, and providing support to those who others are unable to WCM also reduces barriers through providing a large range of services, meaning multiple needs can be met in one place
<p>Legal assistance in housing matters</p> <p><i>Between 2018/19 and 2022/23, Council invested \$216,000 (4% of their total homelessness investment) in legal assistance in housing matters. This legal assistance was provided by Community Law</i></p>	<p>These services generally deliver what they set out to achieve:</p> <p>Community Law</p> <ul style="list-style-type: none"> Council funds approx. 4% of Community Law's total operating costs In 2021/22 and 2022/23, Council also funded a lawyer with specific housing expertise to help Community Law address tenancy and housing matters In the three years between 2018/19 and 2020/21, Community Law addressed approximately 350 legal issues per year relating to tenancy and housing matters. This included one-off advice, ongoing support through issues (such as ending a tenancy), and representing people at the Tenancy Tribunal The additional funding provided by COUNCIL In 2021/22 allowed Community Law to address 529 legal issues relating to tenancy and housing matters in that year (a 53% increase) 	<p>These services are delivered in a way that reflects general good practice:</p> <ul style="list-style-type: none"> Legal support for housing matters is a core service, and an enabler of supporting people to retain tenancies and retain options for a stable home We were unable to set up an in-person meeting in time for this report. We do know from documents that the most common issues were disputing tenancies ending, engaging with the Tenancy Tribunal, and dealing with landlords about property repairs or bonds <p><i>There are no specific criteria, outside of those already outlined above, that apply here</i></p>

²³ Other people engaged in the service have had their tenancies ended for other reasons outside of DCM's control, such as moving city, moving into a rest home, or going to prison.

Part four: Is Wellington City Council investing in the right programmes and services?

Key messages

- Council's investments are in line with the evidence of what types of services and programmes effectively support people experiencing homelessness to increase their safety and stability. The question for Council is what their priorities are.
- We have identified that there are some gaps in service provision for specific populations.
- We have identified that Council is not duplicating central government investment. However, in other parts of the country, central government fund services that Council fund in Wellington.
- We found some examples of 'innovation' in Aotearoa New Zealand and overseas.

Our overall assessment is that Wellington City Council is generally investing in the right services and programmes to support people experiencing homelessness

85. Based on our review of the literature on what works to end homelessness and what we heard from NGOs currently funded by Council, **FrankAdvice's** assessment is that Council's investments are generally in line with the evidence of what works. The service types invested in are demonstrated to effectively address homelessness, as outlined below.
86. While the evidence is clear that a Housing First approach is best practice for ending homelessness, which is the foundation of New Zealand's national response to homelessness, Wellington does not have sufficient housing stock to enable all people access to permanent housing. In the meantime, Council is investing in programmes and services that provide a stopgap (specifically, transitional housing with wraparound, individualised support services) or support the nationally-led Housing First approach, as outlined in the paragraphs below.
87. **Outreach services** are central to an effective homelessness approach as they can connect with people who are not reached through "traditional services". Outreach services engage with people who are unable or unwilling to engage with service providers and act as the entry point to accessing other services.²⁴ Recent research revealed that outreach clients (people referred to housing services via their relationship with an outreach worker) are less likely to return to homelessness, despite having higher levels of recurring homelessness and other vulnerabilities.²⁵

²⁴ Eberle Planning and Research, Jim Woodward and Associate, & Thomson, M. (2011). Homeless Outreach Practices in BC Communities. *BC Housing*. Accessed at <https://www.bchousing.org/publications/Homeless-Outreach-BC-Highlights.pdf>.

²⁵ Weare, C. (2021). Housing outcomes for homeless individuals in street outreach compared to shelter. *Journal of Poverty*, 25(6), 543-561.

88. **Transitional housing** (including wraparound services that accompany transitional housing) is effective at addressing homelessness because it meets the immediate needs of people experiencing homelessness and provides them with a safe place to sleep. Transitional housing bridges the gap between homelessness and achieving permanent housing, and provides a place where people can re-build relationships, access support and maintain or gain stable, long-term housing.²⁶
89. **Sustaining tenancies services** are fundamental to the resolution and prevention of homelessness because they support people to remain housed and reduce the likelihood of failed tenancies.²⁷ Sustaining tenancies services are vital to ensuring that people who are at risk of, or have experienced, homelessness are able to stay in housing and not enter / re-enter homelessness.
90. **Other services, independent of providing housing** are effective at addressing homelessness as they address the complex factors that lead to homelessness, not just responding to the homelessness itself. These services are most effective when delivered alongside housing support.²⁸
91. **Legal assistance in housing matters** is effective at addressing homelessness, both in terms of prevention and response, enabling people to navigate the complexities of homelessness services and entitlements. Legal assistance is a central component of homelessness prevention approaches, recognising that people who have appropriate legal advice are less likely to be evicted than those who have no legal advice.²⁹
92. In regard to how Council spreads its investment across its homelessness continuum, Council has advised that the priority of Councillors is to invest services for people in the “very unstable” end of the continuum – which, as described in part three, is where the largest proportion of Council’s investment is. Part five discusses options for change if and when priorities change, or are more clearly determined.

²⁶ Going Straight Home? Post-prison housing experiences and the role of stable housing in reducing reoffending in Aotearoa New Zealand. School of Social Sciences: University of Auckland.

²⁷ Boland, L. (2018). Transitioning from homelessness into a sustained tenancy: What enables successful tenancy sustainment? (The Moving on Project). Doctoral dissertation, University of Plymouth. Accessed at <https://pearl.plymouth.ac.uk/bitstream/handle/10026.1/11660/2018Boland10512025phd.pdf?sequence=1&isAllowed=n>

²⁸ Richards, S., (2009). Homelessness in Aotearoa: Issues and Recommendations. New Zealand Coalition to End Homelessness. Accessed at https://cdn-assets-cloud.aucklandcitymission.org.nz/acm/wp-content/uploads/2021/09/16104159/homelessness_in_aotearoa.pdf

²⁹ Shinn, M., & Cohen, R. (2019). Homelessness prevention: A review of the literature. *Center for Evidence-Based Solutions to Homelessness*. Accessed at <https://fr.bfzcanada.ca/wp-content/uploads/Microsoft-Word-evidence-page-prevention-10.29.18rev-opt2.pdf>

We have identified gaps in service provision for people experiencing homelessness in Wellington

93. Through our engagement and review of academic and grey literature, we have identified a series of gaps in service provision. While the areas that Council is investing in are meeting presented needs, there are unmet needs. As well as being dependent on available capacity and capability of the NGO sector, Council does not have access to a never-ending envelope of funding and is not the only entity responsible for addressing these gaps.
94. The gaps that we have identified are for women, women with dependent children, LGBTQIA+ people (specifically trans and non-binary people), young people and kaupapa Māori services for Māori people alongside more support needed following transition from transitional housing and for urgent support during evenings and weekends. It is important that better data about people experiencing homelessness in Wellington would support greater understanding of these gaps, and the specifics of these gaps, as well as support funding decisions (which is covered in part five below). More detail on the gaps is outlined in the paragraphs below.
95. **Transitional housing for women, and women with children.**³⁰ While it is notoriously difficult to collect accurate statistics about those experiencing homelessness, and available statistics are particularly lacking for women,³¹ the most recent data from the 2018 census revealed that 50.5% of severely housing-deprived people were women. Despite this figure, men benefit from approximately 70% of Council homelessness investment and 75% of the services provided by the NGOs.
96. Excluding the refuges, who provide transitional housing but for the purposes of safety from violence, there are 30 transitional housing beds total for women, which NGOs told us was not enough to meet demand. None of them provide for children. Noting that fathers also have responsibility for the housing of their children, it is more common for women to be sole parents and therefore in the position of searching for secure housing alone with children (hence being in this section about women and not a section about children). The latest snapshot from the Growing Up in New Zealand study found that:
- approximately one out of every fourteen children (between age 8 and 12) had encountered severe housing deprivation or homelessness
 - at age 12, 7% of the cohort had experienced homelessness, 22% who lived in public housing had experienced homelessness, 24% of those who moved homes involuntarily had experienced homelessness

³⁰ One NGO specifically referenced a gap for women who used alcohol and drugs, and women who used alcohol and drugs and had dependent children. They are completing work on how to meet this need appropriately and responsively to women.

³¹ As explored by Allen + Clarke in their 2023 literature review, statistics on women experiencing homelessness are limited by the fact that their homelessness is often hidden and characterised by unstable or unsafe living arrangements, rather than just “rough sleeping”. Women are more likely to stay with violent partners and avoid public spaces to reduce violence and exploitation, therefore they are less “visible” in their homelessness.

- significant ethnic inequities existing for rangatahi Māori and Pacific young people
 - approximately one in five children have been experiencing “the most unstable tenancies or worsening residential stability since birth.”³²
97. The women’s services we engaged with said their demand outstripped supply, and they raised concerns about specific disparities in provision for men and women – for example there being no residential alcohol harm reduction services for women. As discussed, women’s needs are different to men’s, and services need to be designed to address them. Women have different needs to be addressed. A regional approach to this problem could be taken, and we understand that new services in the wider Wellington region are currently being put in place.
98. **Services and programmes for LGBTQIA+ people, particularly trans and non-binary people.** Council does not fund any services designed to meet the needs of LGBTQIA+ people, including trans and non-binary people. The women’s transitional housing and refuge services we engaged with said they provide housing for trans women and non-binary people, or their documentation states they do. We do not know exactly how many trans women and non-binary people have accessed those services, or their experiences of them. We know that in the last five years Te Whare Rokiroki has housed three people who identify as non-binary and seven trans women.
99. We know that LGBTQIA+ people are more likely than their peers to experience homelessness (across the whole homelessness spectrum).
100. Most recent statistics tell us that:
- Auckland’s 2018 homeless count in 2018 found people living without shelter are twice as likely to be LGBTQIA+ people (Auckland’s 2018 homeless count³³)
 - 19% of trans and non-binary people had experienced homelessness at some point in their lives, and this is higher for non-Europeans (25%) (Counting Ourselves³⁴, the Aotearoa New Zealand trans and non-binary health survey)
 - LGBTQIA+ secondary school students are significantly more likely to report housing deprivation (38%) than their non-LGBTQIA+ peers (28%) (Youth ’19 report³⁵)
 - Takatāpui and LGBTQIA+ Māori were significantly more likely to be sleeping in temporary or unsuitable places due to unaffordable housing or lack of space

³² Snapshot four of 2023, accessed at <https://www.growingup.co.nz/growing-up-report/housing-and-homelessness>

³³ Accessed at <https://www.housingfirst.co.nz/wp-content/uploads/2022/06/PiT-FinalReport-Final-1.pdf>.

³⁴ Counting Ourselves, accessed at <https://countingourselves.nz/>

³⁵ Accessed at <https://static1.squarespace.com/static/5bdbb75ccef37259122e59aa/t/60b5f75cbe5ecf21b37bb414/1622538079252/Youth19-housing-deprivation-brief-FINAL.pdf>

(26%) than on-LGBTQIA+ rangatahi Māori (17%), Pākehā LGBTQIA+ young people (10%), or non-rainbow Pākehā young people (4%) (Youth '19 report³⁶).

101. It was not within scope of this report to consider what specific services and responses should be put in place for LGBTQIA+ people in Wellington. However, we do know that for LGBTQIA+ people, experiencing homelessness can be caused by different factors than for others – for example family rejection, discrimination in accessing housing, and employment discrimination. 2020 research by Gender Minorities Aotearoa about transgender experiences of housing instability and homelessness commented on safety being a critical factor in the provision of transitional / emergency housing, as well as long-term housing.
102. The current gender separation of services, and the barriers that may cause for trans and non-binary people, and options for future service provision should be considered by Council, and those they may work with (i.e., central government) on next steps.
103. **Limited kaupapa Māori services.** HUD received dedicated funding through Budget 2022 to increase kaupapa Māori homelessness service provision because of a nationwide gap in service (supported by evidence). We have not yet been provided with details of whether this is going to fund new services in Wellington or increase current service provision. Council fund one kaupapa Māori service provider (Te Whare Rokiroki), and the absence of these services in Wellington was highlighted through our engagements. Several NGOs said they took a te ao Māori approach to their services, however they are not kaupapa Māori services.
104. The Human Rights Commission's review into the emergency housing system – which included transitional housing – recommended that emergency and transitional housing be “designed, developed, and delivered in full partnership with tangata whenua, and respond to Māori needs and te ao Māori responses to homelessness.”³⁷
105. **Dedicated services for young people.** As with kaupapa Māori services, HUD also received funding through Budget 2022 for dedicated transitional housing and support accommodation (for high and complex needs) services for young people. This was in line with the previous government's focus on children and young people (particularly through the Child and Youth Wellbeing Strategy work). None of the NGOs we engaged with appear to provide specific services for young people, although one spoke of the unsafe situations young homeless people in Wellington can be in. We note we do not have specific information or statistics about the level and type of need in Wellington, only that there are not specific services where there may be a need.
106. There are different groups of young people who are, or may experience homelessness, including those who have been in State care or prison. For the

³⁶ Ibid.

³⁷ [Homelessness and human rights: A review of the emergency housing system in Aotearoa New Zealand \(tikatangata.org.nz\)](https://www.tikatangata.org.nz/homelessness-and-human-rights-a-review-of-the-emergency-housing-system-in-aotearoa-new-zealand)

approximately 5,200 young people who have been in State care or a Youth Justice Residence (as at December 2021),³⁸ we have information about the level of need³⁹:

- 10% leaving care are living in “unstable accommodation” such as a garage or car.
- 30% require some form of supported living arrangement.

107. Again, Council could work with central government on this issue if they are noticing an unmet need.

108. **More support after transition to permanent housing.** Sustaining tenancies programmes, whether funded by Council or HUD, provide a good level of support to those who receive the service when they enter housing provided by Kāinga Ora or Wellington’s Community Housing Provider (as explored in the sections above.) This support could take a range of different forms which was spoken to during our engagements. The gap that we have identified is two-fold:

- Demand outstrips supply. DCM spoke about wanting to extend their longer-term services beyond its current sustaining tenancies delivery to better ensure long-term support and consistency, and Wellington Homeless Women’s Trust spoke about supporting women following transition to Kāinga Ora homes outside of their funding because they knew it was needed by the women and would increase their chances of long-term stability.
- Continuity of relationships. Several providers talked about the importance of providing long-term support to people that have moved on to affordable or social housing – particularly where they had developed strong relationships with them. Some providers said they provide this ongoing support without funding “for the love of our people” (Wellington Homeless Women’s Trust).

109. **Gaps in urgent support during evenings and weekends.** Noting that Wellington City Mission’s new Oxford Street service, set to open in 2024, will be available 24/7, there is likely to still be some gaps in urgent support during evenings and weekends. Without having specific details of this service, or confirmation of the types of support available 24/7,

110. Te Wāhi Āwhina spoke about the people they are unable to support when they are closed. They also spoke about the effect seen when they reduced their hours open – e.g., people queuing outside for them to open and people accessing support reporting that they were ‘handed round’ different services while Te Wāhi Āwhina was not open (for example, Work and Income New Zealand (WINZ) sent them to Te Wāhi Āwhina but it was closed so they would return to the WINZ office).

³⁸ For three months or more over the age of 14 years and nine months.

³⁹ Housing Transitions Needs Assessment undertaken as part of work on the Oranga Tamariki Action Plan, summary A3 accessed at: <https://www.orangatamarikiactionplan.govt.nz/assets/Action-Plan/Uploads/Understanding-need/Housing-Transitions/Housing-transitions-Needs-Assessment-A3.pdf>

111. Whakamaru is likely to go a long way to filling the gap identified, however we note that it is slightly outside the central business district, so there may still be demand for the service (and an increased service) more centrally.

We have identified that Wellington City Council is not duplicating the investment of central government

112. From the information in the HAP and provided by HUD so far, we understand that:

- there is an opportunity to clarify roles and responsibilities for funding between central and local government, and how local authorities and central government could best work together
- central government funds providers in some regions for specific services (e.g., for outreach services), but (at this point) it is unclear how these regions are selected.

113. In terms of whether there is duplication of funding (and therefore it could be said that Council is not investing in the right programmes and services, because central government is already investing in them):

- Both central government and Council fund outreach services, transitional housing, and sustaining tenancies services, although not in an overlapping way.
- Not all local governments around the country fund these programmes and services, and in some areas central government fund them. This may mean that central government is funding service shortages in regions where local government is not investing in addressing homelessness.

114. HUD funds NGOs and providers around the country – including in Wellington – to provide a range of services and programmes to those experiencing homelessness. The key services and programmes (described earlier in part one) are Housing First, Sustaining Tenancies, Rapid Rehousing, and Transitional Housing.

115. Given Council also funds some NGOs to provide a Sustaining Tenancies service and for transitional housing, there is a potential for duplication in funding. However, the divide in funding is explained below:

- For Housing First, HUD funds the Aro Mai Collective and Kahungunu Whānau Services to be Housing First providers in Wellington; Council does not provide funding for Housing First.
- For Sustaining Tenancies, HUD funds DCM and Kahungunu Whānau Services to be Sustaining Tenancies service providers in Wellington. While DCM receives funding from both HUD and Council for Sustaining Tenancies, there is no duplication in funding: the funding from HUD is for tenants in housing provided by Kāinga Ora, and the funding from Council is for tenants in housing provided by Wellington's Community Housing Provider.
- For Rapid Rehousing, HUD does not fund this service in Wellington and Council does not fund this service.

- For Transitional Housing, we were unable to obtain information about where HUD is planning to invest in transitional housing, and whether that includes Wellington, but suspect it is likely to be supplementary rather than duplication.
116. Further, as part of HUD's Local Innovation and Partnership Fund, one grant was given to a Wellington-based provider. In 2022, PACT Group received \$990,000 to provide rangatahi with tailored whānau interventions that include therapy, parental coaching, addiction and specialist services and assistance to find and sustain suitable housing. Council has not funded this group, nor invested in services for rangatahi.
117. An additional \$75 million of funding was allocated in Budget 2022 for homelessness initiatives, including \$10 million for outreach services. This too has a potential for duplication in funding with Council; however, HUD has confirmed that to date, this funding has only been allocated to outreach services in Auckland, Whangārei, and Lower Hutt (although HUD noted this funding is likely to expand to other areas too).
118. Funding in Budget 2022 was also for allocated for iwi and Māori providers to deliver kaupapa Māori approaches to wraparound supports, for expansion of rangatahi-focused transitional housing places, and to design and deliver new supported accommodation services for rangatahi with higher and more complex needs. Once Council knows whether any of this funding is allocated to Wellington providers, Council can determine whether it can change or align its future investment decisions as a result (or can seek to influence these decisions.)

We identified a desire among NGOs for Wellington City Council to take more of a leadership role in the system level response

119. Some providers felt that a more coordinated and system-level response would be needed to better serve people experiencing homelessness, particularly those with multiple needs that a single NGO or government agency could not meet. They commented that a coordinating leadership group with representatives from NGOs, local government, and central government (such as that group who met about Te Mahana) would be required to create this system-level response. They noted that these groups also create an opportunity for NGOs to influence central and local government, which is not often something they can do easily.

We identified that Wellington City Council is seen by other Councils in Aotearoa New Zealand as leading the way for responses to people experiencing homelessness

120. Through our engagements with other city Councils around New Zealand, we heard that:
- Wellington City Council is seen as a Council that is leading the way in investing in programmes and services to address homelessness
 - some Councils had no or low investment in addressing homelessness, while others did not have a clear figure for their level of investment

- no Councils that we engaged with were able to point to any evaluations of the effectiveness or impact of their investments in addressing homelessness.

121. The information we gained from other City Councils did not provide us with specific information on whether Council is investing in the right programmes and services. However, the information did raise a common theme of there being a lack of a strategic framework for making investment decisions in programmes and services that support those experiencing homelessness.

We heard that other Councils had a low or unclear level of investment in services to address homelessness, however some are investing in their data collection infrastructure

122. Of the Councils we spoke to, some had no or low investment in addressing homelessness. For example, Dunedin City Council does not fund NGOs that provide services to people experiencing homelessness but is instead investing in ‘real time’ data collection infrastructure. In 2023 the Council committed to a Functional Zero approach – which defines success as more people transitioning out of homelessness that are coming into homelessness in a set period – to guide their future investment in addressing homelessness.
123. A Functional Zero approach relies on the collection of ‘real time’ data on people experiencing homelessness and a shared data repository. Dunedin City Council is in the process of acquiring the data collection infrastructure required and has committed to funding the licensing and training costs for NGOs who will use it. Once the Functional Zero approach is up and running, with NGO service providers able to input and extract relevant data, the Dunedin City Council intends to reassess how it should invest in homelessness services using the more accurate view of homelessness in the region.
124. Tauranga City Council, via the Kāinga Tupu Taskforce, has also invested in improved data having recently undertaken a ‘Point-in-Time’ survey of people experiencing homelessness. It has limited investment in addressing homelessness, which, in addition to the Point-In-Time survey, it has used to fund a small number of research projects, provider trainings, and a partnership with Spark to provide cell phones to NGOs that support people sleeping rough.
125. Other Councils did not have a clear figure for their level of investment. Auckland City Council pointed to a budget of \$500,000 that they allocate through grants to NGOs for innovative approaches, trials, and pilots, but were unable to provide information on investments outside of that fund. Christchurch City Council also did not have an overarching investment figure, but similar to Wellington City Council, they fund NGOs that provide services to people experiencing homelessness. They also play a coordination role in facilitating support to people at risk of homelessness through the Inner-City Collaborative Action Group.

We have identified some examples of innovative approaches to providing support to people experiencing homelessness

126. As part of our broader research, we identified several examples where other Councils or local authorities have implemented unique or innovative programmes or approaches to service delivery for people experiencing homelessness, including:
- providing basic income support (Denver, Colorado)
 - sub-leasing housing to people shut out of the rental market (Upper Hutt Housing Trust)
 - 'The Safety Net' initiative aimed at offering support to young people experiencing homelessness (West Auckland).

Basic Income Support – Denver City Council, Colorado, USA⁴⁰

127. The Denver Basic Income Project provides over 800 people with cash payments of either \$1,000 (USD) per month, \$6,500 (USD) upfront then \$500 (USD) per month, or \$50 (USD) per month (the amount varied to determine which amount had the most impact). The cash is provided with no strings attached and recognises the importance of freedom for people experiencing homelessness. With these payments, people were able to pay down debts, repair their car, secure housing and enrol in education courses.⁴¹

128. The impact of the project was evaluated in partnership with the University of Denver, who found that the cash payments resulted in an increase in the rates of shelter and full-time employment, as well as a reduction in the number of people sleeping rough. The greatest reduction in sleeping rough was seen in those that received \$6,500 (USD) upfront then \$500 (USD) per month. In 2023, Denver City Council agreed to continue funding the Project for a second year, although it is not known whether this is with any changes to the cash payment levels.

A daytime drop in space for women – Sydney⁴²

129. Lou's Place, in Kings Cross in Sydney is a community-based refuge for women in crisis, feeling isolated or needing support. Its mission is to provide a safe place where women's basic needs are met, and a community in which they can heal and find the support to empower them to rebuild their lives. It is day drop-in centre open on weekdays. It provides the following:
- Meets women's basic needs, including home cooked meals, shower and laundry facilities, emergency clothing and toiletries.

⁴⁰ Lavezzorio, Claire. (2023, October 7). "Cash is Freedom": Denver Experiment with basic income for homeless gets City Council support. *Denver 7 Colorado News*. Accessed at <https://www.denver7.com/news/local-news/cash-is-freedom-denver-experiment-with-basic-income-for-homeless-gets-city-council-support>

⁴¹ Davis, Charles. (2023, October 5). Denver experiments with giving people \$1,000 a month. It reduced homelessness and increased full-time employment, a study found. *Business Insider*. Accessed at <https://www.businessinsider.com/ubi-cash-payments-reduced-homelessness-increased-employment-denver-2023-10>

⁴² Website for Lou's Place accessed at <https://www.lousplace.com.au/>

- Has professional staff that can provide a range of services including crisis intervention, trauma-informed programmes, free legal advice, support with court appearances and medical appointments, and referral to other services.
- Activities and programmes to build confidence, develop life skills and heal from trauma, including creative courses.

130. We did not find an evaluation of Lou’s Place’s impact, however, also have not contacted them directly to discuss.

Sub-leasing and managing properties to “unattractive” renters – Upper Hutt Housing Trust, NZ⁴³

131. In order to help assist people experiencing homelessness, the Upper Hutt Housing Trust (UHHT) was formed in 2017 to provide housing for people shut out of the rental market, due to a lack of secure income or to issues that had made them unattractive to landlords, because they were deemed likely to fail in meeting their contractual rental agreements.

132. UHHT takes on the long-term rent / leases of houses from supportive landlords and acts as the guarantor of the rental property. UHHT then sub-leases the property to a vulnerable tenant, providing ongoing wraparound support to help them become independent. UHHT manages both transitional housing (funded specifically by HUD) and permanent rentals.

133. Properties rented out are maintained at a standard that has increased UHHT credibility within the rental market. As a result, UHHT has been offered more rentals, which can be subleased to transitional tenants and others who face barriers within the rental market. As of July 2023, UHHT subleases and manages 31 rental spaces and is providing transitional and permanent housing to 110 people.⁴⁴

The Safety Net Project – West Auckland, New Zealand

134. The Safety Net is a community-driven, youth-centred initiative aimed at ensuring that young people’s experience of homelessness is brief, rare and non-recurring.⁴⁵ To achieve this, the project works with the local community to develop a network of host homes which offer safe, emergency accommodation for rangatahi and young people in West Auckland as an alternative to transitional housing.

135. The project matches “caring adults” to vulnerable rangatahi, providing a safe temporary space for rangatahi to reconnect with whānau or make decisions about their housing options. The project also focuses on sharing information and support through community kōrero to raise awareness of youth homelessness. As of September 2023, the project has three host homes up and running and is continuing to expand.

⁴³ Upper Hutt Housing Trust. (n.d.). What we do. Accessed at https://www.uhht.org.nz/?page_id=310

⁴⁴ NZ Catholic. (2023, July 13). Upper Hutt housing trust grows from small beginnings. Accessed at <https://nzcatholic.org.nz/2023/07/13/upper-hutt-housing-trust-grows-from-small-beginnings/>

⁴⁵ Massey Community Trust. (n.d.). The Safety Net Project. Accessed at <https://www.masseycommunitytrust.org/safety-net-project>

Local government innovation in the United Kingdom

136. At a late stage of this project, we have found a database of innovation in local government in the UK, put together and maintained by the Local Government Association. It is possible to search the database for case studies about particular policy areas – including housing, planning and homelessness, which has 250 results (noting they are mainly about housing provision). We have not had the time to look through the results in detail, which can be found [here](#)⁴⁶. A brief look has found projects including these listed below:
- Prevention strategy for 16/17 year old people experiencing homelessness by Calderdale Borough Council, [here](#).
 - Holistic health care services for rough sleepers by Camden Council, [here](#).
 - Housing provision in a new facility for homeless families by Plymouth City Council, [here](#).
 - Town centre hub for integrated public services to address local health and wellbeing challenges (One Public Estate), in Stevenage, [here](#).
137. If Council redetermines its investment priorities, it may want to consider whether any of these programmes or approaches are something that Council wants to further explore.

⁴⁶ Accessed at [https://www.local.gov.uk/case-studies?from=&keys=&sort by=title&sort order=ASC&to=&topic%5B2599%5D=2599&page=2](https://www.local.gov.uk/case-studies?from=&keys=&sort%20by=title&sort%20order=ASC&to=&topic%5B2599%5D=2599&page=2).

Part five: recommendations and next steps

138. Based on our analysis about whether Council is investing in the right services and programmes, we consider that Council has a series of choices about how to structure and direct its future investment in services and programmes for people experiencing homelessness.
139. Our overarching recommendation is that a more strategic approach to funding and funding decisions will better ensure future effectiveness of investment and has the potential to fill identified service gaps (for specific populations such as LGBTIQ+ people, women, young people etc., and for specific service types such as more widely available drop-in services).

Develop a more strategic approach to funding support services and programmes for people experiencing homelessness

140. No Councils we engaged with, including Council, appear to have a strategic approach to funding services and programmes to support people experiencing homelessness. By a lack of strategic approach, we mean that while much of the investment is through longer-term contracts (three-years) which provide certainty for NGOs:
- there is no pre-determined total funding pool each year for programmes and services to address homelessness
 - NGOs are relying on one-off grant funding to deliver core services (we accept that some of the NGOs have good alternative revenue sources)
 - NGOs are competing against NGOs providing different types of community services (e.g., community gardens), which could be disadvantaging both homelessness service provision and other types of service provision
 - year-to-year investment decisions do not appear to be planned based on need and Council priorities (we accept that we may not have been provided with information that counters this).
141. We understand that Council has a relatively set envelope of funding to be spent on homelessness services and programmes. Further, we know that local authorities are likely to come under increasing financial pressure over coming years, and the current environment (particularly the recent general election) means that the future is ambiguous.
142. Despite this complexity, and ambiguity, we consider that Council has an opportunity to take a more proactive approach to determining what it invests in to support people experiencing homelessness, and how. A more proactive approach has the potential to benefit NGOs, and the people they serve, by being more transparent and having greater opportunity to fill existing gaps in service provision.
143. The diagram on the page below shows the overarching policy questions for Council to consider and answer – these will, to an extent, determine the options worked on

further to put a more proactive approach to investment in place. Further, the diagram shows the elements of a more strategic approach, which we have developed based on the findings of our analysis, and initial options for achieving that approach. The options are not mutually exclusive, and any or all of them can be taken forward together, or separately.

144. All options presented in the diagram below require policy work to further consider and analyse the advantages / benefits and disadvantages / risks, as well as to consider how they interact with each other. Full consideration of these was not possible within the scope of this project.
145. For example, the creation of an innovation fund is referenced as an option. This was raised through engagement with an NGO (City Mission) that suggested Council should take on a more formalised role of funding “innovation” on a short-term basis to create an evidence base for long-term funding from other sources (such as central government). As well as the risks listed below, further work would also need to consider how it would work alongside any other changes.
146. There are risks with this approach, which include, but are not limited to:
 - it would remove funding from core service provision for people experiencing homelessness (as the envelope is set / limited unless priorities change)
 - people experiencing homelessness require long-term support, and short-term investment could be just that, and not translate to long-term investment in services that are ‘working’
 - administration of the fund could direct significant time and effort from NGOs into ‘shiny new things’ instead of getting core service provision operating effectively (although we note that we have concluded that core service provision is operating well on the basis of our engagement and reports we have reviewed, and our conclusion that Council is ‘leading the way’ compared to other local authorities in Aotearoa New Zealand.)

OVERARCHING POLICY QUESTIONS FOR COUNCIL

1. What is WCC's objective for supporting people experiencing homelessness in Wellington?
2. What is the relative priority of that objective compared to other responsibilities of WCC?
3. Based on the work completed for the new action plan, of which this report is only one part, do support services for people experiencing homelessness continue to have the same priority compared to other community services as they have for the last five years? i.e., will the funding envelope remain stable to deliver the new action plan?

ELEMENTS OF A MORE STRATEGIC APPROACH TO FUNDING SERVICES

Conscious decisions about investment priorities and consistent and transparent criteria for all investment decisions, across all types of investment

Use of data and engagement with people experiencing homelessness, NGOs and the community to determine the most appropriate service mix for investments

More proactive / strategic engagement with central government about roles and responsibilities

Taking on a strategic leadership role to promote collaboration and coordination (between local and central government and funded providers).

OPTIONS TO ACHIEVE A MORE STRATEGIC APPROACH

1. Change the funding model(s)

- a. Establish purposes for each type of funding (contracts, grants, donations), and reserve grants and donations for one-off costs (such as CAPEX investment in a vehicle or building refurbishment) as opposed to core operations
- b. Group, and therefore consider as a package for prioritising within the package, funding for support for people experiencing homelessness with other connected investment (i.e., social housing, Hāpai Ake Community Wellbeing team etc.)
- c. Ring-fence funding for services for people experiencing homelessness so NGOs delivering very different services are not competing
- d. Establish an innovation fund (within existing funding, this could be grants or donations in a ring-fenced pool)
- e. Work directly with central government to agree roles and responsibilities and/or collaborate to create funding packages that fill existing gaps in service provision

2. Reprioritise funding

- a. Ring-fence portions of the funding envelope for specific populations (i.e., kaupapa Māori services, services for women etc.)
- b. Choose to direct more funding to NGOs that are less financially stable than others (i.e., where WCC's contribution cannot be found elsewhere / may have higher impact)
- c. When contract terms end, or grants are being considered, choose to prioritise different groups or services. This could be population groups (such as trans and non-binary people or people experiencing the 'most unstable' level of housing insecurity), service types (outreach, transitional housing etc.)
- d. Liked to the above, when new or renewed contracts or grants are available, invite applications or RFPs for specific service types (e.g., transitional housing for trans people or young people etc.)

3. Improve data collection

Explore the use of different models of collecting data about people who experience homelessness, including collection of demographics to support investment decisions. Options include real-time data collection and/or having a shared repository between WCC and NGOs.

4. Take a leadership and coordination role

Establish strategic governance and processes to lead and coordinate investment and services for people experiencing homelessness in Wellington. The specific purpose and level of the group / process would need to be worked through, but at a minimum would enable NGOs to influence decision making (or make decisions together with WCC), encourage collaboration at a strategic level, be a forum for progressing initiatives and enable more strategic advocacy to central government as a collective.

Next steps

147. **FrankAdvice** is happy to discuss the contents of this report further with Wellington City Council if helpful.

Appendix one: methodology

148. To form a view, and provide advice, about the impact and effectiveness of Council’s financial investments to address homelessness, we developed a framework for assessment. This framework was to:

- assess whether the programmes and services invested in by Council were, or were likely to, increase people’s levels of stability, safety, and control over their housing options (as per the Council lens on homelessness described above) by looking at domestic and international literature and comparing service provision, and
- complete a cost-benefit analysis (CBAX) using the Treasury’s CBAX tool.

149. To complete the first bullet point described above, we considered both **what** organisations do and **how** they do it:

- **The what:** Has the service or programme achieved / is it achieving what it set out to achieve? Is what the service is achieving likely to address homelessness, based on the reviewed literature?
- **The how:** Is the way the service or programme is being delivered increasing people’s stability, safety, and control over their housing? Specifically:
 - whether services are being delivered in a way that reflects good practice for services for people experiencing homelessness in general (e.g., taking whānau-centred approaches, focussing on stability and wellbeing, coordinating services with other similar services, etc.). These criteria for effectiveness have been drawn from the HAP, literature of what works for homelessness services, and what the community and providers said was important during the process of developing Te Mahana, the previous homelessness strategy.
 - Whether services are being delivered in a way that reflects specific good practice for those types of services, described in the reviewed literature (i.e., how best are outreach services delivered).

150. To conduct our analysis **FrankAdvice** took the steps described in the table below.

Work completed	Description
Brief literature scan	We conducted a brief literature scan of international and domestic good practice in what works to address homelessness, including good practice for the types of services and programmes that Council invests in.
Document review	We reviewed a range of information from Council that included funding contracts and funding reports, which we supplemented with publicly available information from the Charities Commission, information on NGOs’ websites, and other information provided by NGOs such as their annual reports.

NGO engagement	We engaged (primarily in person) with all of the NGOs, and staff at Te Wāhi Āwhina that are listed in the scope section above.
Central government engagement	We engaged with HUD to understand what actions they are taking in Wellington, particularly to understand whether there is any duplication in investment activity between HUD and Council.
Local government engagement	We engaged with city Councils in Auckland, Upper Hutt, Christchurch and Dunedin to understand other homelessness investment practices in New Zealand and build a picture of how Council is performing relative to other Councils. In response they provided us with a range of information.
Cost-benefit analysis (CBAX)	We identified the benefits of each of the services Council invests in using Treasury's Living Standards Framework (LSF) and He Ara Waiora. We then estimated the reach (how many people using each service received a benefit) and effectiveness (how much benefit did they receive) of each of the services. We then used the dollar values in the CBAX tool to assign a monetary value to each benefit and calculate the overall impact, of a service.

Appendix two: Scaling methodology

151. This appendix outlines how Council’s investment in Te Wāhi Āwhina and Community Law was scaled to isolate the proportion of that investment that was spent specifically addressing homelessness, rather than their other operations.

Te Wāhi Āwhina

152. Between 2020/21 and 2022/23, Council funded Te Wāhi Āwhina as per the table below. Approximately (and on average) 33% of the issues they addressed with their visitors related to housing (as opposed to, for example, financial needs, health, employment, or food). Therefore, when calculating Council’s homelessness investment in Te Wāhi Āwhina, we have scaled Council’s funding by the percentage of issues that related to housing.

	2020/21	2021/22	2022/23
Operational funding from Council	\$73,222.37	\$147,786.74	\$139,890.70
% of issues addressed that related to housing	33%	33%	33%
Council’s investment in housing and tenancy matters	\$24,163.38	\$48,769.62	\$46,163.93

Community Law

153. Between 2018/19 and 2022/23, Council provided Community Law with operational funding that accounted for between 3% and 4% of Community Law’s annual income. In 2021/22 and 2022/23, Council provided additional funding specifically towards a housing and tenancy lawyer (\$110,000 and \$73,000 respectively).

154. Community Law addresses between 4000 and 4500 legal issues each year. Between 2018/19 and 2020/21, it reported that between 7% and 8% of those issues related to housing or tenancy. We can therefore assume, because no specific funding was given in those years, that between 7% and 8% of Council’s funding in those years was spent on addressing issues related to housing and tenancy. Therefore, when calculating Council’s homelessness investment in Community Law for the years between 2018/19 and 2021/22, we have scaled Council’s funding by the percentage of housing and tenancy issues addressed:

	2018/19	2019/20	2020/21
Operational funding from Council	\$89,480.00	\$90,831.16	\$82,835.77
% of legal issues addressed that year that related to housing and tenancy	7.42%	7.51%	7.21%
Council’s investment in housing and tenancy matters	\$6,641.40	\$6,820.79	\$6,220.39

155. In 2021/22, it reported that 13% of the issues it addressed related to housing or tenancy, due to the additional capacity provided by the housing lawyer funded by Council (this equated to an additional housing and tenancy 223 issues). Therefore, we scaled the operational funding as previously (excluding the additional 223 issues), then added Council’s housing-specific funding on top of that. We did not have reporting for the 2022/23 year, so we have assumed that the number of legal issues are the same as 2021/22 (indicated by the *), as the trends have been table in the previous four years.

	2021/22	2022/23
Operational funding from Council	\$84,658.00	\$85,000
% of legal issues addressed that year that related to housing (excluding the additional 223 from the housing lawyer)	7.67%	7.67%*
Council’s scaled operational investment	\$6,641.40	\$6,515.53
Housing specific funding	\$110,000	\$73,000
Total Council investment in housing and tenancy matters	\$116,489.32	\$79,515.53

Appendix three: CBAX methodology

156. This appendix outlines the details of methodology we used to conduct the CBAX using Treasury's CBAX tool.
157. **Step 1:** We used the actual investment and impacts between 2018/19 and 2022/23. We used:
- Council's actual spend on each of the services Council invested each year between 2018/19 and 2022/23. We have excluded investments in Te Pā Maru and Whakamura, as these will not have generated any benefits yet
 - the actual number of people who were engaged by each services each year. If required,⁴⁷ this was adjusted based on the percentage of the service's total funding that Council contributed. For example, if Council contributed 4% of the service's total funding in a year, and the service engaged 1000 people in that year, then the cohort used in the analysis in that year was 40 (1000 * 4% = 40).
158. **Step 2:** We identified the benefits of each area by considering:
- the reported benefits (e.g., from funding reports on annual reports) of each service on the health, safety, engagement, subjective wellbeing, and housing⁴⁸ of the individuals engaged in each service. We only included the direct benefits to the people engaged in the services – we did not include indirect benefits (e.g., the employment of people delivering the services) or anticipated future benefits
 - (if not included in the reported benefits), any other benefits that services have demonstrated in New Zealand and international literature (e.g., legal assistance's positive impacts on mental wellbeing).
159. We have taken a conservative approach to mitigate any overestimation of benefits achieved by Council's homelessness investment. We have done this by:
- using the lower value where there are multiple monetary values of impact and/or effectiveness in the benefits database. For example, there are three different values available for an increase in subjective wellbeing (\$5000, \$18,000, and \$23,000) - we have used the lowest
 - only considering benefits achieved during the five-year period between 2018/19 and 2022/23 only. We have not extrapolated benefits into the future
 - using conservative estimates of the effectiveness of each programme (e.g., the benefits gained will be small; for example, only a small increase in health or a small decrease in crime ranges)

⁴⁷ Some providers only reported what COUNCIL enabled them to do, which meant that this adjustment was not needed.

⁴⁸ These categories are drawn from Treasury's Living Standards Framework.

- using conservative estimates of the reach of each programme (e.g., only 5% of the cohort reached will actually get any of the (small) benefits).
160. **Step 3:** We then estimated the reach (how many people using each service received a benefit) and effectiveness (how much benefit did they receive) of each of the services, based on reporting from providers and the literature (see above).
161. **Step 4:** We used these reach and effectiveness values to scale the benefits values. The CBAX tool then calculated the overall SROI and net economic benefits per person based on these figures.