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Te Kaunihera o Ahuriri

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NAPIER PEOPLE AND PLACES COMMITTEE

Open Agenda

Meeting Date: Tuesday 26 July 2022

Time: 9.30am

Venue: Ocean Suite
East Pier
50 Nelson Quay
Ahuriri
Napier

Livestreamed via Council's Facebook page

Committee Members Councillor Boag (In the Chair), Mayor Wise, Deputy Mayor Brosnan, Councillors Browne, Chrystal, Crown, Mawson, McGrath, Price, Simpson, Tapine, Taylor and Wright

Officer Responsible Executive Director Community Services

Administration Governance Team

**Next Napier People and Places Committee Meeting
TBC**

ORDER OF BUSINESS

Karakia

Apologies

Councillors Browne, Boag and Chrystal

Conflicts of interest

Public forum

Nil

Announcements by the Mayor

Announcements by the Chairperson including notification of minor matters not on the agenda

Note: re minor matters only - refer LGOIMA s46A(7A) and Standing Orders s9.13

A meeting may discuss an item that is not on the agenda only if it is a minor matter relating to the general business of the meeting and the Chairperson explains at the beginning of the public part of the meeting that the item will be discussed. However, the meeting may not make a resolution, decision or recommendation about the item, except to refer it to a subsequent meeting for further discussion.

Announcements by the management

Confirmation of minutes

That the Minutes of the Napier People and Places Committee meeting held on Thursday, 9 June 2022 be taken as a true and accurate record of the meeting.79

Agenda items

- 1 Homelessness in Napier Report.....3
- 2 Revised Napier Hastings Smokefree and Vapefree Policy.....55

Minor matters not on the agenda – discussion (if any)

Public excluded78

AGENDA ITEMS

1. HOMELESSNESS IN NAPIER REPORT

| | |
|--|---|
| <i>Type of Report:</i> | Information |
| <i>Legal Reference:</i> | N/A |
| <i>Document ID:</i> | 1477169 |
| <i>Reporting Officer/s & Unit:</i> | Natasha Mackie, Manager Community Strategies Rebecca Peterson, Senior Advisor Policy |

1.1 Purpose of Report

To provide the Homelessness in Napier Report (**Attachment 1**) to Council and seek approval to progress the recommendations in the report.

Officer's Recommendation

The Napier People and Places Committee:

- a. Receive the Homelessness in Napier Report, prepared for Napier City Council, dated May 2022.
- b. Approve to progress the recommendations within the Homelessness in Napier Report.

1.2 Background Summary

Seeking solutions to address homelessness contributes to Napier City Council's statutory responsibility under the Local Government Community Well-Being Amendment Act (2019) 'to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future'. Fundamental to this, is having a home that provides shelter and a sense of belonging.

Homelessness is defined as "those living without shelter, staying in temporary accommodation, sharing accommodation with another household or living in uninhabitable housing". Māori are disproportionately impacted by homelessness, experience multiple risk factors and are more likely to be affected by structural disadvantage such as unemployment.

Homelessness in Napier has increased significantly through lack of access to adequate, permanent, affordable housing. The social housing waitlist is a proxy measure for homelessness, as at March 2022 there are 801 applicants for Napier, 786 of these are priority A1 (highest need). This is an increase of 243 since the Covid-19 pandemic was announced in March 2020.

Napier City Council has implemented a number of measures to reduce anti-social behaviour, improve community safety and has partnered with services to address homelessness over the years (**Attachment 2**). The Community Strategies team continue to facilitate solutions to homelessness with a range of Government and non-Government

agencies, faith based and community groups. Including the Covid-19 welfare response, which saw the establishment of a regional homelessness network, and what preceded Napier City Council to commission the Homelessness in Napier Report (the report).

The report has been completed by Independent Consultant, Kelly Richards (MHSc, Dip SW). For the purpose of the research, the term 'whānau pounamu' is used when referring to homeless people, meaning 'precious whānau'.

The report contributes to the Safer Napier work programme and the Long Term Plan 2021-31 Community Outcomes, "our community is connected, safe, healthy and resilient" and "we enable the supply of affordable living solutions in our city".

1.2.1 Purpose and Scope

The purpose of the report was to provide an up to date overview of homelessness in Napier City. The scope of the research was to:

- Understand the characteristics, needs and causes of homelessness in Napier.
- Complete a stocktake of service providers in Napier City.
- Understand the New Zealand/Aotearoa Homelessness Action Plan 2020-23 and how this aligns with a local response to homelessness.

The research scope did not include the participation of homeless people, however, it is acknowledged that future research will need to include the voice of lived experience to better understand the root causes, system failures and identify solutions.

1.2.2 Methodology

Mixed method data collection occurred between 2 December 2021 and 15 February 2022. Key stakeholder engagement included interviews, focus groups, an online survey and a large faith based group meeting. The following identifies the groups and methods applied;

- Safer Napier Coalition were invited to complete an online survey to identify the agencies supporting the homeless either via contracts or charitable means.
- Focus groups and interviews with key stakeholders who have chance encounters with whānau pounamu. Including a mapping exercise identifying movement across the city, anti-social behaviour and rough sleeping.
- Māori providers, Iwi representatives, Government and non-Government were invited to meetings and interviews.

1.2.3 Key Findings

- As at June 2021, 1,260 whānau were living in emergency housing in Napier.
- In New Zealand on census night 2018, up to 530 whānau were considered severely housing deprived in Napier, 27 were without shelter.
- Council staff and providers report up to 20 whānau pounamu sleeping rough in the CBD, however numbers of those living in cars is estimated to be more than 40.
- On a daily basis, more than 5 whānau pounamu access services at the Outreach Centre.
- Demand for public housing is high with 801 whānau on the social housing register, as at March 2022.

- Rough sleepers are predominantly found located in the CBD and parts of Marine Parade, with anti-social behaviour more likely in the CBD.
- Providers agreed emergency and transitional housing is an issue, motels are no place for whānau to live long term.
- The Outreach Centre at Clive Square has established relationships with whānau pounamu and many providers consider the model a 'service gem'.
- Many providers recognise the need for more joined-up approaches, particularly the faith based organisations.
- Of the 30 Safer Napier coalition partners who responded to the survey 46% provide support services to whānau pounamu, mainly to assist with navigation, provide pastoral care and welfare support.
- 71% noted an increase in the demand for services, such as housing, financial assistance and welfare.
- Faith-based organisations support a regional approach with deliberate governance, the development of a community hub, or common space with wrap around support from agencies. Parishes working together, 2 members from each church providing support.

1.2.4 Recommendations

The following recommendations have been identified and are aligned to the Aotearoa New Zealand Homelessness Action Plan 2020-23. Some recommendations require further exploration and development as indicated below.

Prevention

- Form a **regional taskforce** with iwi partners, whānau pounamu, regional and local agencies to develop a regional homelessness action plan.
- Investigate the establishment of a **community hub** where services can provide in-reach support for whānau pounamu in Napier.

Officer Response:

There is already interest from stakeholders to be part of a taskforce. The formation of such a taskforce could be facilitated by Napier City and Hastings District Councils in partnership with iwi. The taskforce itself would then determine their terms of reference, which could include the development of a regional homelessness action plan.

The establishment of a community hub needs to be considered alongside other community facility development and existing service provision. This piece of work could be progressed in partnership with local providers and stakeholders.

Supply

- Form a **regional place-based housing approach** with Hastings District Council, with the provision of housing for chronically homeless. Include the exploration of housing models that will increase social and affordable housing.

Officer Response:

The work of the regional taskforce can contribute to a regional place-based approach, noting the importance of local provision of services for whānau pounamu. This approach could also align with Napier's Spatial Plan and District Plan review.

Support

- **Conduct research** with whānau pounamu and their whānau to identify their needs and perspectives to inform policy and implementation at the local level.

Officer Response:

Any further development of solutions to address homelessness will include engagement with whānau pounamu to ensure their preference for participations is supported.

System Enablers

- Bring together a **provider network** to identify system barriers, evidence-based models and services level challenges with the aim of developing a common system of care across the housing continuum.

Officer Response:

There are a number of forums that respond to housing need and homelessness, some of which include providers e.g. The Housing Coalition and the Homelessness Network. This work could be further developed and coordinated as part of the regional taskforce's work and a subsequent regional homelessness plan.

1.3 Issues

Homelessness in Napier continues to increase, including the numbers living in emergency and transitional housing for extended periods of time. The impact of the Covid-19 pandemic may be having a continued effect on housing stress and homelessness in all its forms.

There are community perception issues that link homelessness with anti-social behaviour, begging and community safety. Council receives intermittent reports of rough sleeping, related anti-social behaviour and begging in the CBD and other commercial areas of Napier. Napier Assist/Āwhina Tangata patrols and CCTV monitoring operations commenced on 27 June and is expected to alleviate community safety perceptions.

1.4 Significance and Engagement

During the pre-election period Council business must continue, however Council should also carefully consider the impact policy decisions or significant changes would have on the incoming Council.

Should the recommendations be endorsed there will be high community level interest in the regional homelessness action plan and any impact the actions will have on Napier residents and whānau pounamu. An engagement approach will be developed in partnership with key stakeholders iwi, mana whenua and community.

1.5 Implications

Financial

N/A

Social & Policy

The recommendations comply with the Council's policy requirements.

Risk

N/A

1.6 Options

The options available to Council are as follows:

a. Receive the report and approve the progression of the recommendations (preferred)

This option demonstrates commitment and willingness to work with key stakeholders, partners and whānau pounamu to identify and implement appropriate solutions to homelessness in Ahuriri and the region.

b. Decline support for the report recommendations

No action is taken to improve the situation.

1.7 Development of Preferred Option

The recommendations are consistent with the work currently underway through the Community Strategies team. The report was commissioned in part to align with the information Hastings District Council developed, allowing the two cities to collaborate and facilitate a regional homeless action plan. Interest in developing such a plan has been provided by the local faith-based community and Whatever it Takes Trust.

Subject to approval, a regional taskforce that includes all of the key stakeholders would be created to develop the regional homelessness action plan. Locally targeted recommendations such as the community hub suggestion can be progressed alongside local providers and stakeholders, and other partners (e.g. government funders).

Further exploration is needed to develop the recommendations. It is anticipated that the liaison with the Councillor Housing Portfolio Lead on this work will occur as it develops, alongside regular updates to the full Council.

1.8 Attachments

- 1 Attachment 1: Homelessness in Napier Report. May 2022. [↓](#)
- 2 Attachment 2: Napier City Council Homelessness, Street Management, Safety Actions Timeline. [↓](#)

Homelessness in Napier Report

Prepared for Napier City Council

May 2022

Whānau pounamu terminology

For the purpose of this research, the author describes those who live without permanent shelter in Napier as *whānau pounamu*. This term has been used by councils and services to describe those without secure and safe housing during the COVID-19 response. Therefore, for consistency the research uses this term.

Acknowledgements

The researcher would like to thank those respondents who took the time to participate in this research, including the organisations and individuals who contributed to the development of this report.

Peer Review

A special mihi to peer reviewers Tracy Ashworth (Hawke's Bay District Health Board) and Kerry Henderson (Napier Family Centre).

Author: Kelly Richards (MH Sc, Dip SW), Independent Consultant.

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Disclaimer

Every effort has been made to ensure accuracy and reliability of the information contained from publicly available sources and information from appropriate organisations. Therefore, the Consultant shall not be held liable for the information and opinions expressed in this report.

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List of Abbreviations

| | |
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| FBO | Faith Based Organisation |
| HBDHB | Hawke's Bay District Health Board |
| HDC | Hastings District Council |
| KO | Kāinga Ora |
| MHUD | Ministry of Housing and Urban Development |
| MSD | Ministry of Social Development |
| NCC | Napier City Council |
| NGO | Non Government Organisation |
| TTToH | Te Taiwhenua o Heretaunga |
| TPK | Te Puni Kōkiri |
| WIT | What Ever It Takes Trust |

Summary of Key Points

The following section highlights the main findings from key stakeholders and community providers (Providers) to understand the characteristics, needs and causes of homelessness in Napier.

Characteristics

- The main causes of homelessness have been identified as; loss of employment, drug and alcohol abuse, mental health issues, loss of mana and identity.
- The reopening of the Outreach Centre at Clive Square Gardens has seen whānau pounamu accessing services once again, with Police and Napier City Council (NCC) staff reporting a decrease in anti-social behaviour.
- Homelessness is not only in the Central Business District (CBD), but the suburbs, including movements between Napier and Hastings.
- Rough sleepers are predominantly found located in the CBD and parts of Marine Parade, with anti-social behaviour more likely in the CBD.
- Providers agreed emergency housing is a major issue, as motels are no place for whānau to live long term.
- Some Providers felt that the Napier community are less tolerant of homelessness than in Hastings.
- Single men released from prison are struggling to find accommodation.

Provider Services

- There is an extensive range of services supporting those without safe and secure housing in Napier, offering a wide range of support services. In particular, Providers noted that many of the service hubs are located in Hastings, which at times impacts on accessibility.
- Of the 59 Safer Napier organisations, 40 per cent deliver support services to whānau pounamu, with pastoral care and navigation services the most sought after service.
- Safer Napier organisations reported an overall increased demand on their services, such as housing support, financial assistance and welfare support. The greatest challenges reported were access to affordable housing and health care.
- Many Providers recognise a need for more joined-up approaches, this was particularly evident in the feedback from Faith Based Organisations (FBO).
- Stakeholders expressed the importance of sustainable initiatives that rely less on contracts and funding streams.
- In general, Providers felt more was being done for whānau pounamu in Hastings.

Homeless Population

- Providers report up to 20 whānau pounamu sleeping rough in the CBD, however numbers of those living in cars is estimated to be more than 40.
- On a daily basis, more than 15 whānau pounamu access services at the Outreach Centre.
- Although there were variations in the numbers of whānau ponamu, Providers were agreeable and concerned that homelessness is on the increase.
- Demand for public housing is high in Napier with 768 whānau on the housing register currently.
- As at June 2021, 1,260 whānau are living in emergency housing in Napier.
- In New Zealand on Census night in 2018, up to 530 whānau were considered severely housing deprived in the Napier District, of which 27 were without shelter.

Service Provider Solutions

- Providers considered sustainable and affordable housing supply as the long term goal, stating the importance of communities and organisations working together to achieve this.
- Models of care are important – particularly kaupapa Māori models and evidence-based programmes.
- Importance of reconnecting whānau pounamu to their whakapapa and whānau.
- The Outreach Centre has established relationships with whānau pounamu and many Providers considered the model as a 'service gem'.
- Napier FBO are ready and willing to help address homelessness and suggested a central hub that provides a safe space, and in-reach services with good governance and coordination.
- It was important to some Providers to start changing the narrative about homelessness. Using the term whānau pounamu was seen as an important step to reduce stigma and instill hope and change.

Recommendations

The research recommendations are aligned to the four strands of the national *Aotearoa NZ Homelessness Action Plan 2020-2023*. It is recommended that NCC incorporate the following high level actions into a comprehensive implementation plan to achieve intended outcomes with key partners identified, including other councils in Hawke's Bay.

Table 1 – Homelessness in Napier - Recommendations

| STRATEGIC FRAMEWORK | | HIGH LEVEL ACTIONS |
|---------------------|-----|--|
| Prevention | 1.0 | Coalesce with other local councils to form a regional taskforce with iwi partners, whānau pounamu, and regional and local agencies concerned with homelessness to develop a regional action plan. |
| | 1.1 | Investigate the establishment of a community hub where Providers can provide in-reach services for whānau pounamu in Napier. |
| Supply | 2.0 | NCC in partnership with HDC merge to form a regional place-based housing approach, with the provision of housing a priority for those chronically homeless, including the exploration of housing models which increase social and affordable housing. |
| Support | 3.0 | Conduct research with whānau pounamu and their whānau to identify their needs and perspectives to inform policy and delivery at a local level. |
| System Enablers | 4.0 | Bring together a provider network to identify system barriers, evidence-based models and service level challenges with the aim of developing a common system of care across the housing continuum. |

Research Method

The purpose of this research is to understand the characteristics, needs and causes of homelessness in Napier City. The report will provide NCC with key findings and recommendations. The scope of this research involves stakeholder engagement with agencies, service Providers and those who support whānau pounamu, and NCC staff who have chance encounters with whānau pounamu.

The research recommendations are aligned to the *Aotearoa NZ Homelessness Action Plan 2020-2023*. The government strategy sets out the vision, guiding principles and action areas to reduce and prevent homelessness across the following work streams: prevention, supply, support, and system enablers.

The scope of the research is to:

- Understand the characteristics, needs and causes of homelessness in Napier.
- Complete a stocktake of service Providers in the Napier district to understand what support is available to whānau pounamu.
- Understand the *NZ Aotearoa Homelessness Action Plan 2020-2023* and how this links to Napier City.

Methodology

A mixed method approach of quantitative and qualitative research has been used to identify the characteristics, needs, and causes of homelessness in Napier. The research combines both approaches when presenting key points. The research does not investigate beyond Napier City Council's boundaries; however, it is important to note that Hastings, Wairoa and Central Hawke's Bay are neighbouring territorial authorities in the region and these areas also experience homelessness. Research participants consisted of central and local government, non-government agencies, Community Housing Providers (CHP) and Faith Based Organisations (FBO). Methods included interviews, group meetings, online survey and focus groups.

The following identifies the groups and the methods applied to collect the data.

1. Partner agencies from the Safer Napier Coalition
 - Organisations completed an online survey to identify which agencies deliver services directly to whānau pounamu via contractual obligations and/or charitable means and sought information on their service provision.
2. Māori/Iwi groups; government and non-government
 - Meetings held with key stakeholders
3. Stakeholders who have chance encounters with whānau pounamu
 - Focus groups were held including a mapping exercise to identify behaviours and ephemeral movements across the city, anti-social behaviour, and rough sleeping.

Future Research

Due to scope, the methodology did not include whānau pounamu participation, therefore further engagement is needed to understand their views. Without the voice of those most impacted it is difficult to confirm the causes and system failures which have led to their homelessness. Future research could also include perspectives of retailers and other businesses impacted by the effects of homelessness. As a result of the methodology used, the research is deemed low risk and does not require ethical approval by the NZ Health and Disability Ethics Committee.

Executive Summary

To be homeless is to be excluded from one of our basic human rights, the right to adequate shelter. Often misunderstood, being homeless is not a personal lifestyle choice and can contribute to significantly poor physical and mental health, unemployment, addiction and exclusion from social institutions. Whānau pounamu who live in the open, eating, and sleeping in public spaces are subject to daily public scrutiny, condemnation and sometimes violence. Others are living out of cars, garages or couch surfing without basic amenities or security of tenure.

This report on homelessness, commenced on the 1st November 2021 and involved both qualitative and quantitative research. This research took a mixed method research approach with more than fifteen key stakeholder meetings. The discussions addressed the characteristics, needs and causes for those without shelter in Napier city. This report provides broader views from organisations who deliver services directly to whānau pounamu via contractual obligations and/or charitable means as well as a close view from those who have chance encounters with them.

Not surprisingly, housing supply as well as affordable housing were the most dominant themes identified by stakeholders, yet it was also stated by many that housing alone may not be sufficient to meet all of the needs for whānau pounamu. Contributors also agreed the need for strong social support systems and appropriate health care that would allow whānau pounamu to maintain themselves in the community. Furthermore and importantly, whānau pounamu need a sense of belonging, and whakapapa, strengthening their connection with whānau. To ask the question of how someone becomes homeless is a seemingly simple question, yet the answer and their situations are complex.

Background

Recently the Hastings District Council (HDC) commissioned a Discovery Study to understand the characteristics, needs and causes of homelessness in the Hastings district. The action is drawn from the *Kāinga Paneke, Kāinga Pānuku - Hastings Medium- and Long-Term Housing Strategy*¹. The key recommendation from the report is to bring government, iwi, HDC, and community support groups together to find solutions to the housing crisis. In November 2021, HDC endorsed the study and approved all recommendations which were aligned to the *Aotearoa NZ Homelessness Action Plan*.

As pressures on housing supply and house prices continue to increase, Napier has seen an increase in rough sleeping, begging, and anti-social behaviour in and around the CBD and other commercial centres. NCC has implemented a number of measures to improve community safety, including street patrols, implementing the 'Spare Change Real Change' campaign to discourage people giving to those begging, and increased visibility of Police and NCC in the community. NCC have also worked with key stakeholders and whānau pounamu to identify location criteria for the Outreach Centre currently located on the edge of Clive Square Gardens, however, a suitable building in the preferred location has not yet been identified. The welfare response during both COVID-19 lockdowns has encouraged regional homelessness collaboration. This has led to Mayor Wise commissioning this report on homelessness in Napier City, to enable a potential collaboration with HDC and others based on a similar information set (i.e. alignment to the HDC Discovery Report).

¹Hastings District Council, Strategies. Retrieved from <https://www.hastingsdc.govt.nz/assets/Document-Library/Strategies/Hastings-Medium-and-Long-Term-Housing-Strategy/Hastings-Medium-and-Long-Term-Housing-Strategy.pdf>

Introduction

Homelessness is a structural and political problem that makes visible the growing inequity of our society. Manifestations are persistent and with growing homelessness, people are left without the protection of a physical space, or the security to which they are entitled through their inherent human right. Homelessness is a complex issue, and it will require a sector wide approach to accomplish a shared vision that homelessness, where possible, is rare, brief, and non-recurring.

The research firstly aims to strengthen the knowledge base of NCC by describing the characteristics, needs, and causes of homelessness in Napier. Secondly, it explores the role of government and non-government agencies who support homelessness, including their aspirations.

Māori are significantly impacted by homelessness resulting from colonisation and the subsequent ongoing inequities which have contributed to their displacement and reduced access to permanent and secure housing. This is evident as Māori are over-represented in areas of unmet housing need and have been particularly hard-hit by the housing crisis. Māori are also more likely to live in poor quality or unsuitable housing, which can negatively impact health, education and employment outcomes².

The immediate and desperate need for shelter and food has overridden the critical need for affordable, secure public housing in NZ. Although short-term, problem-specific approaches provide essential and sometimes lifesaving services, ultimately joined-up approaches will make the major, enduring change needed. Essentially, for NCC, understanding the characteristics, needs and causes of homelessness is an important step forward.

² Ministry of Housing and Urban Development – News and Resources. Retrieved from <https://www.hud.govt.nz/assets/News-and-Resources/Proactive-Releases/f41acf93b7/Cabinet-Paper-Preventing-and-Reducing-Homelessness-in-New-Zealand.pdf>

Homelessness Definitions

The NZ official definition of homelessness is broad, as it includes people living on the streets as well as those in temporary accommodation or those sharing in other households. Further, it defines a person's living situation where people have no other options to acquire safe and secure housing. For some people, homelessness means sleeping rough, or living in cars or vans. For others, it means couch surfing or temporarily sharing housing with friends and whānau³.

This report uses the NZ Definition of Homelessness (a classification developed by government), to organise those severely housing deprived into four groups, as outlined below.

Without shelter

A living situation that provides no shelter or a makeshift shelter. This includes situations such as, living on the street and inhabiting improvised dwellings.

Temporary accommodation

A living situation that is considered temporary accommodation when provided with shelter overnight, or when 24-hour accommodation is provided in a non-private dwelling that is not intended to be lived in long-term. This includes hostels, transitional supported accommodation, women's refuges, including people staying long-term in motor camps and boarding houses as these are not intended for long-term accommodation.

Sharing accommodation

A living situation that provides temporary accommodation for people sharing someone else's private dwelling. The usual residents of the dwelling are not considered homeless, such as households who invite one or more to stay in their home. These situations, at times, result in overcrowding.

Uninhabitable housing

A living situation where people reside in a dilapidated dwelling is considered 'uninhabitable housing,' and includes inadequate or absent utility services.

Levels of Homelessness

There are three levels of homelessness⁴.

Chronically homeless

People experiencing chronic homelessness have multiple and complex needs and have spent more than a year living on the streets.

Episodically homeless

People who are episodically homeless or frequently fall in and out of homelessness, finding it difficult to maintain stable housing or sustain a tenancy. This level is an ongoing cycle of loss or movement from temporary housing to other housing or hospitalisation, in both the short and/or long-term.

³Statistics NZ, Definition of homelessness: 2015 update. Retrieved from <https://www.stats.govt.nz/assets/Uploads/Retirement-of-archive-website-project-files/Methods/New-Zealand-definition-of-homelessness/nz-definition-homelessness-2015-update.pdf>

⁴Housing First Auckland, Level of Homelessness. (2021). Retrieved from <https://www.housingfirst.co.nz/homelessness/>

Transitionally homeless

Most people experiencing homelessness in NZ are transitionally homeless. Often caused by a major life event such as redundancy, relationship or family breakdowns or health issues, whānau in this group can usually maintain stable housing and tenancy unsupported.

Homeless Population

Counting homeless populations is challenging, as whānau pounamu are often difficult to locate and may live in inaccessible settings such as an abandoned house, a friend's couch or garage. Even though the simplest of frameworks to count whānau pounamu are relatively straightforward, there is uncertainty about the number of people who are homeless at any given time⁵.

In Napier, the Ministry of Housing and Urban Development (MHUD) report that 1,260 people live in emergency housing, with 768 on the Napier social housing waitlist, the highest per capita in the country⁶. Those who are sleeping rough across the city varies, with Providers reporting up to 10 sleeping rough in Clive Square area. However, Providers also report more than 50 who are living without shelter, sleeping in their cars in parks and locations along the Tūtaekurī River.

NZ Census Data 2018

NZ Census data provides an estimate of those who are severely housing deprived (or 'homeless'). The data is a 'point in time' measurement and in most cases, more people are missed than overcounted, resulting in an undercount. For NZ, Census 2018 reported that 102,123 people were severely housing deprived, which is nearly 2.2 percent of the population. This figure includes people living in 'uninhabitable housing'.

The results from the Census 2018 nationally showed⁷:

- 3,624 people were living without shelter (on the streets, in improvised dwellings – including cars and in mobile dwellings).
- 7,929 people were living in temporary accommodation (night shelters, women's refuges, transitional housing, camping grounds, boarding houses, hotels, motels, vessels, and marae).
- 30,171 people were sharing accommodation, staying with others in a severely crowded dwelling.
- 60,399 people were living in uninhabitable housing that was lacking one of six basic amenities: tap water that is safe to drink; electricity; cooking facilities; a kitchen sink; a bath or shower; a toilet
- In Napier on census night, 530 people were identified as being severely housing deprived

⁵Ministry of Social Development. (2018). We all count. Homelessness count a rapid literature review and deep dive. Retrieved from <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/literature-reviews/we-all-count/homelessness-count-rapid-literature-review-and-deep-dive.pdf>

⁶Ministry of Housing and Urban Development, Public Housing. (2021). Retrieved from <https://www.hud.govt.nz/assets/News-and-Resources/Statistics-and-Research/Public-housing-reports/Regional-factsheets-June-2021/Housing-regional-factsheets-June-2021-East-Coast.pdf>

⁷ Ministry of Housing and Urban Development, Severe Housing Deprivation Estimate. (2018). Retrieved from <https://www.hud.govt.nz/research-and-publications/statistics-and-research/2018-severe-housing-deprivation-estimate/>

Table 2 - NZ Census 2018, Severely housing deprived population by housing deprivation type

| TA Region | Without shelter (Roofless/rough sleeper) | | Temporary accommodation (Emergency and transitional accommodation, motels, hostels) | | Sharing accommodation (Sharing in a severely crowded private dwelling) | | Total severely housing deprived | | |
|---------------------------|---|-------------------------------|--|-------------------------------|---|-------------------------------|---------------------------------|---|-------------------------------|
| | No. people | Preval rate per 10,000 people | No. people | Preval rate per 10,000 people | No. people | Preval rate per 10,000 people | No. people | % Of total severely, housing people in NZ | Preval rate per 10,000 people |
| Napier City Council | 27 | 4.3 | 119 | 19.1 | 384 | 61.7 | 530 | 1.3 | 85.2 |
| Hastings District Council | 57 | 7.0 | 100 | 24.4 | 783 | 96.0 | 1,039 | 2.5 | 127.4 |

Source: Data analysed and sourced from Stats NZ, HUD, and Emergency Housing providers⁷.

Characteristics and Contributing Factors

Social and Structural Factors

The social forces which affect homelessness are complex and often interactive in nature, namely addictions, family breakdown, and mental health issues. Inadequate housing is a major pathway through which health disparities emerge and are sustained over time⁸. It is clear the provision of a safe and secure place to sleep is a prerequisite to good health and well-being, though it is insufficient on its own.

Several health inequities are associated with homelessness, including shorter life expectancy, higher morbidity, and greater usage of acute hospital services. Therefore, to view through the lens of social determinants, homelessness is a key driver of poor health and health inequity⁹.

Whānau pounamu experience a wide range of illnesses and injuries to an extent that is much greater than that experienced by the general population as a whole, and are excessively burdened with mental health problems¹⁰. These range from mood disorders to depression which are among the most common psychiatric disorders affecting whānau pounamu. Recognisable mental health issues may raise the risk of homelessness for some people, while the stress and hardship of homelessness can increase the likelihood of developing a mental illness. In addition, the disconnection from family and community can have a strong impact on self-esteem and sense of identity¹¹.

Structural contributions to homelessness include system failures, poverty, lack of affordable housing (including limited supply), discrimination, welfare support issues and a lack of employment opportunities.

Economic Impacts

The evidence shows those who experience chronic homelessness are more likely, whether indirectly or directly to be higher users of government services. This is due to the higher level of need, such as emergency and acute health services compared to the general population¹².

It is reported that in NZ it costs approximately \$65,000 annually for someone to remain homeless, including mental health and police resources. This compares to supported community housing models like Housing First, which is estimated to cost \$15,000 per annum¹³. Housing support and wrap around services can be significantly less expensive, than the alternative of not helping at all.

⁸ Mago, V. K., Morden, H. K., Fritz, C., Wu, T., Namazi, S., Geranmayeh, P., ... & Dabbaghian, V. (2013). Analyzing the impact of social factors on homelessness: A Fuzzy Cognitive Map approach. *BMC medical informatics and decision making*, 13(1), 1-19.

⁹ Swope, C. B., & Hernández, D. (2019). Housing as a determinant of health equity: A conceptual model. *Social Science & Medicine*, 243, 112571.

¹⁰ Lowe, J., & Gibson, S. (2011). Reflections of a homeless population's lived experience with substance abuse. *Journal of Community Health Nursing*, 28(2), 92-104.

¹¹ New Zealand Parliament. (2014). Homelessness in New Zealand. Retrieved from <https://www.parliament.nz/en/pb/research-papers/document/00PLEcoRP14021/homelessness-in-new-zealand>

¹² Pierse, N., Ombler, J., White, M., Aspinall, C., McMinn, C., Atatoa-Carr, P., ... & Howden-Chapman, P. (2019). Service usage by a New Zealand Housing First cohort prior to being housed. *SSM-population health*, 8, 100432.

¹³ Pierse, N. (2016) Ending Homelessness in NZ. Report of the Cross-Party Inquiry on Homelessness. Retrieved from http://www.communityhousing.org.nz/Downloads/Assets/Download/18960/1/CPHI_report_final.pdf

Government Investment

The government's commitment to improve housing for Māori is reflected in the 2021 Budget announcement. Boosting new supply and upgrading existing housing have been set out as the key priority, with a \$380 million investment into Māori housing across NZ by delivering on¹⁴:

1. A range of papakāinga housing, affordable rentals, transitional housing, and owner-occupied housing totalling approximately 1000 homes.
2. Improving the quality of homes for whānau in most need with repairs for seven hundred Māori-owned houses, led by Te Puni Kōkiri (TPK).
3. \$30 million towards building future capability for Iwi and Māori groups to accelerate housing projects and a range of support services.

The new investment is expected to enable at least 2,700 houses, based on an average of \$100,000 to \$130,000 per site. The Government will partner and invest with Iwi in Māori-led housing solutions to enable new ways of working in partnership. Subsequently, increasing the scale of Māori housing delivery, affordable rentals, transitional housing, papakāinga and progressive homeownership solutions.

Ministry of Housing and Urban Development

MHUD is the government agency responsible for improving housing affordability and supply, ensuring warm dry healthy rental accommodation, community and public housing, addressing homelessness, and improving housing quality and choices for Māori. MHUD created place based partnerships with a number of major cities and regions, including Hastings.

Aotearoa New Zealand Homelessness Action Plan

In February 2020, the Government launched the *Aotearoa NZ Homelessness Action Plan 2020-2023* which strives to both reduce and prevent homelessness. The government hopes to support over 10,000 people who are either at risk or already without shelter.

The vision is that homelessness in NZ is prevented where possible; or is rare, brief, and non-recurring. The following framework sets out the four action areas.

| | |
|-----------------|---|
| Prevention | Individuals and whānau receive the support they need so that homelessness stops happening in the first place. |
| Supply | All NZ'ers have a place to call home and use of emergency housing is reduced. |
| Support | Individuals and whānau experiencing homelessness move quickly into stable accommodation and access wider social support to address their needs. |
| System Enablers | System supports that enables a shared vision as agencies work together to address homelessness. |

The Plan requires a joined-up approach of agencies and communities to ensure systems are working inclusively and in equitable ways. Encouragingly, some territorial authorities are taking a wider view of homelessness in their communities with the development of localised homelessness strategies, such as *Te Mahana – Ending Homelessness in Wellington Strategy*¹⁵. The strategy marks a shared

¹⁴ New Zealand Government, Housing Budget. (2021). Retrieved from <https://www.beehive.govt.nz/release/significant-boost-māori-housing-budget-2021>

commitment between government agencies, community, including whānau pounamu in a collaborative and culturally specific manner to end homelessness in Wellington¹⁵.

Māori and Iwi Housing Innovation (MAIHI)

The framework MAIHI sets a precedent for working in partnership with Māori and has been developed with input from key partners across the Māori housing community. MAIHI requires MHUD to work in collaboration with sector partners through a single door approach to increase housing supply. The framework responds to whānau needs, prevents homelessness, and works to improve Māori housing security¹⁶. The collaborative approach has reported several key achievements:

- Providing financial support to Māori providers and working with Iwi and Māori partners on projects to increase housing supply.
- Investment through He Taupua Trust Fund (funding to support Māori organisations to deliver kaupapa Māori focused housing initiatives on their whenua).
- Increase transitional housing with 1,000 places delivered as of February 2021.
- New accommodation to support young people leaving Oranga Tamariki care.
- Supporting women leaving prison and piloting a rapid rehousing approach to support individuals and whānau into permanent housing to avoid a return to homelessness.
- Increase in referrals from DHBs for accommodation for people being discharged from mental health service.

Housing First Programme

MHUD work to support people who are chronically homeless through the Housing First programme. The approach is to provide housing quickly, then offer tailored support for as long as it is needed to help whānau pounamu stay housed and address the underlying support and needs that led to their experience of homelessness.

This internationally recognised programme is based on five core principles.

- Immediate access to housing with no 'readiness conditions'. It just requires a willingness by people to engage with support services and be in housing.
- Consumer choice and self-determination - whānau pounamu have choices about the housing and support that's right for them. However, housing choice may be constrained by the practicalities of availability and cost.
- Individualised and person-centred support - support is tailored to each whānau pounamu needs and goals and given for as long as needed.
- Harm reduction and recovery orientation approach - holistic support is given to help people make positive steps towards wellbeing and reduce harmful behaviours.
- Social and community integration - whānau pounamu are encouraged and supported to be part of their communities and connect with whānau, support networks, social activities, education and work.

¹⁵ Wellington City Council. (2012). Te Mahana: Ending homeless in Wellington Strategy 2014-2020. Retrieved from <https://wellington.govt.nz/~media/your-council/plans-policies-and-by-laws/plans-and-policies/a-to-z/homelessness/files/2014-te-mahana-strategy.pdf?la=en>

¹⁶New Zealand Government, Aotearoa/New Zealand Homelessness Action Plan. Retrieved from <https://www.hud.govt.nz/assets/Community-and-Public-Housing/Addressing-homelessness/Second-six-monthly-public-progress-report-on-the-Homelessness-Action-Plan.pdf>

In December 2019, the Housing First programme was established in Hawke's Bay (HB) as a collaborative model with Community Housing Providers (CHPs); What Ever It Takes (WIT), Emerge Aotearoa and Te Taiwhenua o Heretaunga (TToH).

Sustaining Tenancies

Sustaining Tenancies works to prevent homelessness by funding community-based services to support individuals, families and whānau who need help to sustain their tenancy and address issues putting their tenancy at risk¹⁷. Sustaining Tenancies is a service for tenants in private rentals or public housing. It is for individuals, families and whānau requiring different levels of service support including:

- Tenants who need a low level of support to stay in their home.
- Tenants with complex life events and risk factors (for example, those who have problems with alcohol and/or drugs or require mental health support).
- Vulnerable tenants experiencing multiple risk factors and adverse life events (for example, those who have been recently released from prison or have a history of family violence).

Ministry of Social Development

The Ministry of Social Development (MSD) works with people who need housing, income, and employment support. For those that require housing support, MSD assesses eligibility and manages applications on the Public Housing Register. Services within MSD can also provide financial assistance to help people access and sustain long-term accommodation, including the Emergency Housing Special Needs Grant (EHSNG) to help individuals and whānau meet the cost of short-term and emergency accommodation¹⁸.

MSD provide dedicated case managers for whānau in emergency housing. Services include, budgeting advice, social services referrals, employment pathways, pathways to health services and not least, supporting whānau towards sustainable housing.

Emergency Housing

In July 2016, the EHSNG introduced with the purpose of the grant is to help individuals and whānau with the cost of staying in short-term emergency accommodation¹⁸.

Emergency housing is a one-off grant to cover immediate housing costs, the initial payment is for a period of up to seven days. If on-going emergency accommodation is required, the EHSNG can be extended up to 14 days. This contribution is assessed at 25 per cent of the individuals and/or whānau income. Emergency accommodation support in Napier is predominantly provided from motels.

Eligible clients will identify emergency housing accommodation that will work best for them, for example, proximity to work, schools and childcare. Once an emergency housing supplier is identified, MSD pay the supplier via the EHSNG on behalf of the client, establishing the relationship between the motelier and client¹⁹. Central government has made clear that the overall goal is to phase out the use of emergency housing in motels as the supply of affordable and appropriate rental and public housing increases. However, in the short-term they continue to rely on motels to meet immediate housing needs until viable alternatives become available².

¹⁷ Ministry of Housing and Urban Development, Sustaining Tenancies. (2021). Retrieved from <https://www.hud.govt.nz/community-and-public-housing/addressing-homelessness/sustaining-tenancies/>

¹⁸ Ministry of Social Development, Social Housing. Retrieved from <https://www.msd.govt.nz/about-msd-and-our-work/work-programmes/social-housing/index.html>

¹⁹ NZ Parliament, Controller and Auditor General. (2021). Retrieved from <https://oag.parliament.nz/2021/inquiry-emergency-housing/part2.htm>

Transitional Housing

Transitional housing provides warm, dry and safe short-term accommodation for people in need, along with tailored support. The programme is led by MHUD in collaboration with Kāinga Ora (KO), CHPs housing providers, and the wider housing sector²⁰. In Napier, CHPs providers are Emerge, Te Kupenga Hauora, Salvation Army, Triple S and WIT.

Public Housing Register

The Public Housing Register is comprised of those individuals and whānau who have applied and been assessed as eligible for public housing following a pre-assessment process. Applicants provide information on their level of need and their location preference for housing. The assessment then provides a needs score to ensure people with the greatest need are housed as quickly as possible as they are matched to a suitable property¹⁹. Successful applicants are given a needs score in either, priority A (severe and persistent housing needs that must be addressed immediately) and priority B (serious housing need)²¹.

Demand remains high in Napier for housing as of March 2022, with 801 applications waiting for public housing²². Of those waiting, 786 applicants have been assessed in the priority A category, with Napier positioned the second highest provincial city on the register²³. Remaining on the register requires applicants to be contactable and engaged with their MSD case manager, otherwise applicants are at risk being removed off the register.

Many of those who are without shelter lack the resources to maintain a position on the register. Therefore, the importance of programmes such as Housing First provide support and advocacy. This is particularly the case for those chronically homeless who need to firstly get onto the public housing register, and secondly maintain a priority position.

Kāinga Ora, Homes and Communities

KO - Homes and Communities was established in October 2019 as the new government agency to transform housing and urban development. It is the government's primary delivery arm focused on providing public housing, principally for those most in need. Together KO and MHUD have complementary and interdependent roles providing leadership in the housing and urban system, as they set the strategic direction on policy advice, public housing places and regulatory oversight.

KO manages and maintains around 65,000 public houses across NZ. It also places people from the MSD public housing register into homes. It is charged with delivering more public, transitional, and affordable housing to help meet supply, and leads urban development projects²⁴. KO are undertaking a building programme in Napier to help address the latent demand for public housing. More public housing is to be delivered in Maraenui, with the building of thirty-one new homes, providing whānau with a warm, dry and safe place to live²⁵.

²⁰ Ministry of Housing and Urban Development, Transitional Housing. (2019). Retrieved from [://www.hud.govt.nz/assets/Community-and-Public-Housing/Increasing-Public-Housing/Transitional-Housing/c7ba1ae13b/Transitional-housing-factsheet-June-2019.pdf](https://www.hud.govt.nz/assets/Community-and-Public-Housing/Increasing-Public-Housing/Transitional-Housing/c7ba1ae13b/Transitional-housing-factsheet-June-2019.pdf)

²¹ Ministry of Housing and Urban Development, Public Housing Quarterly Report. (2021). Retrieved from <https://www.hud.govt.nz/assets/News-and-Resources/Statistics-and-Research/Public-housing-reports/Quarterly-reports/Public-housing-quarterly-report-September-2021.pdf> <https://www.hud.govt.nz/research-and-publications/statistics-and-research/public-housing-reports/>

²² Ministry of Housing and Urban Development. Housing Registrar, March 2022. Retrieved from <https://www.msd.govt.nz/about-msd-and-our-work/publications-resources/statistics/housing/housing-register.html>

²³ Napier City Council, People and Places Committee (2022). Retrieved from http://napier.infocouncil.biz/Open/2022/02/NPAPC_20220203_AGN_622_AT.PDF

²⁴ Kāinga Ora, About us. (2022). Retrieved from <https://kaiingaora.govt.nz/about-us/who-we-are/>

²⁵ Kāinga Ora, Homes and Communities. (2022). Retrieved from <https://kaiingaora.govt.nz/news/work-starting-soon-on-new-homes-at-maraenui/>

Local Government

Local Government's role to lift the well-being of their communities is much broader than planning and delivering infrastructure and core services, such as, community facilities. Community development is a key tool to work alongside communities to increase well-being.

Central government recently established the National Policy Statement on Urban Development (NPS-UD) to improve how cities respond to growth and enable improved housing affordability. The statement aims to remove overly restrictive planning rules which make it more difficult to build homes. Three key provisions included in the NPS-UD were intensification of housing enabling greater height density, responsive planning, and the removal of car parking rates in district plans²⁶.

Housing models which increase social and affordable housing will improve land-use flexibility and options for landowners to develop their land, enable papakāinga provisions for development on whenua Māori land, and consider initiatives such as co-housing models. Importantly, collective models are imperative as are policies that require a certain percentage of homes in new developments to meet a defined affordability criteria²⁷.

²⁶ Ministry for the Environment, National Policy Statement. (2022). Retrieved from <https://environment.govt.nz/acts-and-regulations/national-policy-statements/national-policy-statement-urban-development/>

²⁷ Ryan, K., & Russell S. (2020). Tools for increasing social and affordable housing in the Western Bay of Plenty. Retrieved from <https://ufti.org.nz/wp-content/uploads/2020/05/FINAL-UFTI-REPORT-Social-and-Affordable-Housing-Report-April-2020.pdf>

Key Stakeholders

Ngāti Kahungunu Iwi

The mission of Ngāti Kahungunu Iwi Incorporated (NKII) is to enhance the mana and wellbeing of the people. The vision of the Te Ara Toiora (Health and Wellbeing) strategy is a strong, vibrant, healthy whānau, hapū and iwi. To promote the aspirations of Iwi and enable access to quality health services, quality housing opportunities, quality education, opportunities for employment and cultural development initiatives that will inspire and strengthen whānau well-being²⁸.

Te Whanganui ā Orotū are the mandated iwi authority for Ahuriri, encompassing marae and hapū from Te Haroto to Kohupatiki (Clive) to Tangoio²⁹.

K3 Kahungunu Property

To advance Iwi aspirations in housing, the Kahungunu Asset Holding Company has established a subsidiary company named K3 Kahungunu Property. The following is the outline of the company's three pou.

- Whakapakari Tāngata - Growing People: Pioneering customised training programmes to upskill and grow our people.
- Whakatipu Rangatiratanga - Growing Māori Ownership: Creating and fostering Māori business opportunities resulting in positive change.
- Whakatū Whare - Building Homes: Building affordable and beautiful homes using innovative technologies and systems.

Tākitimu Tuanui and the three pou guide K3 to build homes for whānau, while providing training, education, employment, and business opportunities for Māori. Takitimu Tuanui is a Kahungunu housing movement initiated by Ngāti Kahungunu to raise the incomes and standards of living for Māori in the Kahungunu rohe through upskilling in building trades, supporting Māori trades business development and ultimately building warm, dry houses for Kahungunu whānau, using both traditional and innovative building systems.

The ethos of K3 is an extension of NKII aspirations and is more than just construction and is driven by the desire to uplift and grow Māori skills and business ownership. The approach is to improve the cultural, social, physical, economic health and wellbeing of Māori whānau which will lead to a prosperous future, and positive and sustainable change for whānau Māori. NKII hold a strong position to advocate across the housing continuum, with the wider view to strengthen, support and guide stakeholders, to further advance the supply of sustainable housing for Kahungunu whānau, hapū and iwi.

K3 are progressing with the fast-track consenting process with the significant development of housing in the Maraenui suburb. The masterplan for the development proposes over six-hundred homes and includes shopping amenities and wide-open spaces with respect to the whenua and embracing Te Aō Māori. Further to this, K3 continue to partner with KO to build social housing in Napier and Hastings.

²⁸ Business Hawke's Bay's Regional Development. (2020). Newsletter, Issue 10. Retrieved from <https://www.businesshb.nz/newsarticle/92826>

²⁹ Ngāti Kahungunu Iwi Incorporated, Te Whanganui ā Orotu. Retrieved from <https://www.kahungunu.iwi.nz/te-whanganui-a-orotu>

Te Puni Kōkiri - Ikaroa-Rāwhiti

TPK is the government's principal policy advisor on Māori wellbeing and development. The strategy which underpins the vision and strategic priorities for the government are set out in Takunetanga Rautaki.

It is widely known that housing has a strong impact on intergenerational whānau health, wealth, and wellbeing. Poor access to warm, dry, secure, affordable housing for Māori has led to disproportionate levels of serious housing deprivation, affecting health, employment, and other social and economic outcomes.

Current sector activity includes:

- Working closely with Te Tūāpapa Kura Kāinga and KO, Homes and Communities to implement MAIHI (Māori and Iwi Housing and Innovation) framework.
- Increasing the supply of new homes for whānau Māori, including the scale and reach of papakāinga developments. Increasing the scale and reach of repair programmes so that existing whānau homes are liveable.
- Supporting the roll out of the Progressive Homeownership Fund for whānau.
- Improving access to finance for Māori to move into homes, including Māori freehold land.
- Waitangi Tribunal claim Wai 2750 Kaupapa Inquiry relating to housing policy.
- Monitoring and holding agencies in the housing system to account for performance.

Māori Wardens

Māori Wardens are funded from central government and are an intrinsic part of communities across Aotearoa, supporting whānau for over 150 years at grassroots level. They have an intimate knowledge of, and close connection, to their local communities that enable them to work closely with whānau, Māori organisations, community groups and government agencies.

Their role has broadened considerably over the years, from their origins as volunteers with a statutory role under the Māori Community Development Act 1962. More widely Māori Wardens are involved in a range of activities including traffic management, emergency response, security at events, welfare, tangihanga, night patrols, delivering food parcels and working alongside HBDHB to transport whānau to appointments. Māori Wardens work across community to discourage negative behaviours, increasing their visibility providing assurance to community members, and de-escalating potentially volatile situations³⁰. Hōtaka whakahoutanga, the recent modernisation programme, has focused on increase capability of Māori Wardens through training, recruitment and promotion³¹.

Local Māori Wardens in Napier report whānau pounamu with mental health and drug related issues. They stated that the causes of homelessness for some is due to whānau breakdowns, which in part is due to disregarding and not conforming to household rules, resulting in them couch surfing or living rough without safe and secure shelter. Importantly, Māori Wardens through kōrero support whānau pounamu to identify their tūpuna and whenua, as the importance of whakapapa is important to know who and where they come from. Māori Wardens report that a significant amount of time is spent supporting whānau who struggle to navigate services when seeking support.

³⁰ Te Puni Kōkiri, Māori Wardens. (2007). Retrieved from <https://tpk.govt.nz/en/a-matou-mohiotanga/maori-wardens/maori-wardens>

³¹ Te Puni Kōkiri, Ngā Wātene Māori, Māori Wardens Annual Report. (2019/20). Retrieved from <https://www.tpk.govt.nz/mi/a-matou-mohiotanga/maori-wardens/maori-wardens-annual-report-2019-2020>

Napier City Council

Napier has seen strong property price increases compared to national rates, showing the attractiveness of the local market and comparatively cheaper properties from which growth has occurred. The District Plan³² is the rulebook which manages how and where development can occur that protects the environment, while balancing growth. The proposed District Plan is focused on providing greater diversity of housing types to meet the needs of a wide range of households. Zoning is one area Councils can influence ensuring sufficient land is available to create competition in the market.

Napier's Spatial Picture acknowledges future planning requirements including building a range of housing types including options for building on smaller sites and communal living arrangements to meet the community housing need and improve housing affordability³³. Providing affordable housing is not the sole role of Council's which relies on a number of participants including social housing providers, land owners and developers³⁴.

A recent housing assessment confirmed Napier has continued demand for detached dwellings, however housing affordability issues recommended Napier consider higher density housing as low-income households' ability to compete in the existing market is very limited³⁵.

NCC Community Housing

Napier City Council have provided community housing for over 50 years, including three-hundred and four pensioner-housing units across nine villages and seventy-two rental-housing units across three villages. Of the three-hundred and seventy-seven NCC owned units, 80 per cent are occupied by retirees or people with a disability³⁶. NCC provides around 10 per cent of the public and social housing available in Napier, however NCC do not have access to the Income Related Rent Subsidy (IRRS) that CHP's receive from MHUD. Tenants are supported through subsidised rents based on their income. Like a number of other councils with social housing, the housing stock requires significant capital investment and under the current financing model, NCC is reviewing the future provision of its community housing.

Community Team

The Community Strategies team is the team responsible for managing community council housing. This team also work with a range of community and government agencies facilitating solutions to address homelessness. Over recent years, NCC has provided support to the Outreach Centre in Clive Square Gardens, a service managed by WIT. In 2016, NCC commissioned a report to better understand the issue of homelessness, identify recommendations and develop and implement a supported living service³⁷. NCC agreed to contribute funding, at the same time a number of recommendations were to

³² Napier City Council, City Vision Framework (2015). Wilkinson, New Zealand. Retrieved from <https://www.napier.govt.nz/assets/Document-Library/Strategies/City-Vision/napier-city-vision.pdf>

³³ Napier City Council, District Plan. Retrieved from <https://www.napier.govt.nz/assets/District-Plan-Review-Documents/Topic-Summaries/DPR-Spatial-Picture.pdf>

³⁴ Napier City Council (2021). Future Napier Committee. Open Minutes. Retrieved from http://napier.infocouncil.biz/Open/2021/11/FNCCC_20211111_MIN_557_WEB.htm

³⁵ ME Consulting. (2021). Housing Development Capacity Assessment. <https://www.hpuds.co.nz/assets/Document-Library/Reports/Housing-Development-Capacity-Assessment-2021-Napier-Hastings-Urban-Environment-by-Market-Economics-Limited-September2021.pdf>

³⁶ Napier City Council, Housing Portfolio Consultation. Retrieved from <https://www.napier.govt.nz/our-council/news/article/1869/council-committee-to-consider-options-for-housing-portfolio-consultation>

³⁷ Little, G. (2017). Report on the Outreach Pilot for the Homeless/Rough Sleepers in Napier in 2016. Retrieved from <https://www.napier.govt.nz/assets/Documents/Outreach-Research-Report-Final.pdf>

be adopted, such as the establishment of an interagency register, support re-engagement with addiction services, regularly evaluate the service and integrate kaupapa Māori approaches into planning and evaluation. A supported living service was delivered through the WIT emergency housing service, located in Taradale Road, a supervised flat for three people.

Āwhina Tangata – Napier Assist

The Āwhina Tangata or Napier Assist, is a newly established service co-designed with a range of key stakeholders, due to go live from July 2022. The service will see 'ambassadors' with a strong knowledge of the community, active in and around the city, working closely with police and other agencies³⁸ setting clear behavioural expectations and reducing anti-social behaviour. At the same time Council will upgrade the CCTV network, increasing the number and locations of cameras and improved monitoring capability. The main goal of the service is to increase public and business owner safety, and to reduce intimidation and crime in commercial centres.

COVID-19 Homelessness Response

As the 2020 COVID-19 pandemic reached New Zealand, central government through MHUD instructed all regions delivering Housing First programmes to gather whānau pounamu and place them in temporary accommodation (motels). The urgency of the lockdown required key workers to respond quickly. Locally, the NCC, police and MSD worked with WIT who deliver the Housing First programme and Outreach Centre to identify those without safe and secure shelter. Others community groups were quick to support, such as Te Poho o Tangiianui marae in the suburb of Greenmeadows. The marae provided a place of safety for whānau pounamu with regular meals and supported them in their whakapapa journey.

Community Policing Napier

The NZ Police Prevention First Strategy 2017, is the national operating model for NZ Police. The strategy objective is for police to prevent harm and deliver a more responsive police service. The strategy places victims at the centre recognising the appropriate measures that address offending and the causes. It aims to prevent crime before it happens, ultimately making communities a safer and better place to live and work³⁹. Community Police in Napier actively deliver the Prevention First approach when responding to whānau pounamu in Napier City. They foster positive relationships with whānau pounamu and work in partnership with agencies to achieve common goals, prevent and discourage anti-social behaviour. The approach is passive first, rather than enforcement.

Police are often the first contact for whānau pounamu and are often their only regular contact for assistance. Mental health issues and alcohol harm are a significant driver of demand on police resources for whānau pounamu. Consequently, police are closely linked with Providers of social and health services⁴⁰. Napier Community Policing teams acknowledge mental health services are overstretched and a number of police including response teams are left supporting whānau pounamu in crisis. Additionally, they report concerns for males leaving prison, who end up on the streets without shelter. Positively, police are noticing a decrease in anti-social behaviour within the CBD, in particular Clive Square Gardens and the Intercity Bus stop.

³⁸ Napier City Council, CCTV and Ambassador Project. (2021). Retrieved from <https://www.napier.govt.nz/assets/Uploads/2021-08-06-FINAL-FAQS-CCTV-and-Ambassador-projects.pdf>

³⁹ New Zealand Police. (2017). Taking every opportunity to prevent harm Āraia te hē i ngā wā katoa. Retrieved from <https://www.police.govt.nz/sites/default/files/publications/prevention-first-2017.pdf>

⁴⁰ Goodison, S. E., Barnum, J. D., Vermeer, M. J., Woods, D., Sitar, S. I., & Jackson, B. A. (2020). The Law Enforcement Response to Homelessness: Identifying High-priority Needs to Improve Law Enforcement Strategies for Addressing Homelessness. RAND.

Community Mental Health Services

The relationship between homelessness and mental health is recognised both nationally and internationally. Clear links exist between social deprivation, trauma, exclusion and increasing levels of mental distress. Our wellbeing is being further undermined by aspects of modern life, such as loss of community, isolation and loneliness⁴¹. It was reported in *He Ara Oranga: Report of the Government Inquiry into Mental Health and Addiction* that part of the answer must lie in addressing inequity in our society, such as income inequality, child poverty, homelessness, unemployment, family violence and abuse⁴².

Further, it would conclude that the mental health system is set up to respond to people with a diagnosed mental illness. It does not respond well to other people who are seriously distressed. Even when it responds to people with a mental illness, it does so through a lens that is too narrow. The report further describes services are provider-oriented or have a solely individual focus, rather than considering people in the context of their family and whānau and the other things that are important in their life.

The service provision and delivery of HBDHB mental health services is accessible with a number of Providers and locations across the region. Service hubs are predominately located in Hastings which provide mental health support for crisis respite, home-based treatment, Emergency Mental Health teams, Intensive Day Programme, and the inpatient unit Ngā Rau Rākau (NRR). Mental Health service provision for Hawke's Bay is described as north and south units, with Hastings identifying as Community Mental Health - South. These services include adult mental health services for assessment and treatment services located in both Hastings and Waipukurau.

Community Mental Health Services - North are based at the Napier Health Centre providing a similar service to Community Mental Health - South, however treatment services are provided in the home and include adult mental health addiction, assessment, and treatment services.

The North unit provides referral pathways to services are received from primary care, home based treatment, Emergency Mental Health Services and NRR and triaged through the Central Co-ordination Service where they are accepted or declined based on clinical assessment. An extensive range of mental health services are available in Hawke's Bay (see Appendix 6 for details on services).

Whatever It Takes Trust

WIT is a mental health and addiction peer support organisation providing services for consumers in HB. WIT is also an approved CHP, providing more than a hundred properties across HB.

WIT provides a number of services that include:

1. Mental Health and addiction advocacy support
2. Mobile community support
3. Drop-in centres - The Napier and Hastings Lighthouses
4. GP clinics available in both Lighthouses
5. 24-hour residential services for whaiora with high and complex mental health needs
6. Manaia House, a clinical day programme
7. Primary care community support for general practices.

⁴¹ R Mulder, J Rucklidge and S Wilkinson. (2017). Why has increased provision of psychiatric treatment not reduced the prevalence of mental disorder? Australian and New Zealand Journal of Psychiatry 51(12): 1,176–1,177. DOI: 10.1177/0004867417727356.

⁴² Patterson, R., Durie, M., Disley, B., Tiatia-Seath, S., & Tualamali'i, J. (2018). *He Ara Oranga: Report of the government inquiry into mental health and addiction*.

WIT services have a recovery and consumer driven approach to providing support for people living with mental health and addiction issues. Whilst the kaupapa is to provide support for this cohort of the population there is recognition that mental health challenges are not concerns for all those affected by homelessness.

Housing

WIT manages houses on behalf of private landlords as a CHP, as well as providing emergency housing for those who experience mental health and addiction issues. In addition, they are also a transitional housing provider with housing options within motels and standalone property settings.

Outreach Centre

The Outreach Centre is located alongside Clive Square Gardens in the CBD of Napier. The service provides whānau pounamu with one-to-one support five days a week. The focus is on supporting those living rough or experiencing the different types of homelessness and/or vulnerable people at risk of becoming homeless. The service also acts as a 'preparation for housing' service. Most rough sleepers accessing the service require mental health and or addiction support to enable a successful housing placement – including being placed into emergency and transitional housing.

The Outreach Centre is different from other WIT services because mental health challenges are not a prerequisite for engagement, instead, being without safe and secure housing is the reason for accessing the Outreach Centre. During the COVID -19 pandemic there was considerable pressure on services and staff capacity resulting in temporary closing period. Reopening in November 2021 resulted in a change to the service model, operating hours, and the provision of lockers and cooked meals.

Housing First, Hawke's Bay

WIT in partnership with TToH, manages the Housing First programme which provides permanent housing quickly, with tailored wrap around support for as long as it is needed to help people stay in their homes and to address the underlying support needed that led to their experience of homelessness. The Housing First programme recognises that it is much easier for people to address their needs, such as mental health and addiction once they have a stable place to live. Since its commencement in 2020, the programme has supported twenty-one chronically homeless into permanent housing⁴³. In addition, another thirty-five whānau ponamu have been supported in motels as a result of the initial COVID-19 lockdown in 2020.

The programme coordinates an intersectoral leadership 'Champions Group', which is a collective of government and non-government stakeholders to support the work of Housing First across Hawke's Bay. The goal of the Champions Group is to address organisational barriers and accelerate or prompt shifts in system barriers.

He Kākano

He Kākano is an initiative that has been identified by TTOH and WIT to support the chronically homeless who are hesitant or do not want to engage in any form of housing. He Kākano is a programme that will engage the homeless through the Pōwhiri Poutama engagement model and offer chronically homeless whānau a safe and secure place to stay, short term.

⁴³ Ministry of Housing and Urban Development. Public Housing Quarterly Report. (2021). Retrieved from <https://www.hud.govt.nz/assets/News-and-Resources/Statistics-and-Research/Public-housing-reports/Quarterly-reports/Public-housing-quarterly-report-September-2021.pdf>

Emerge Aotearoa Housing

National charitable trust Emerge Aotearoa provides a wide range of health, social services and housing for low-income families and individuals, including emergency housing. Services go beyond housing provision including budgeting advice, social services and mental health referrals as navigators help whānau to connect with organisations that can best support them. In addition, tenants in private rentals or public housing can also access sustaining tenancies service if they are at risk of losing their current tenancy.

Emerge Aotearoa works collaboratively with KO, TToH and a range of social support services such as the Napier Family Centre, WIT, Dove HB, Te Kupenga Hauora Ahuriri, Christian Fellowship and Salvation Army to name a few.

Locally, Emerge Aotearoa identified a number of challenges, such as a lack of affordable and suitable housing, demand for mental health services and staff can find themselves working outside of their scope, addressing complex whānau needs. Furthermore, Emerge Aotearoa shared concerns of a large number of tamariki being raised in emergency housing while whānau struggle to find long term affordable accommodation.

Te Kupenga Hauora, Ahuriri

Since 1994, Te Kupenga Hauora have been delivering a number of services as the result of a close affiliation with the local branch of the Māori Women's Welfare League and Nga Kohanga Reo. Since then, services have expanded to include a range of primary health care services, such as Breast and Cervical Screening (Support to Services), Family Start, Health Services (*Own it, Live it - Be the Leader of Your Life*), Kia Piki Te Ora (Health Promotion/Suicide Awareness), School-Based Nursing, Social Worker in Schools, Stop Smoking Service, Whānau Ora and Youth Services. Furthermore, Youth Services provide a program for young people 16-19 years of age who are seeking accommodation. Services include basic living skills and access to other support services in the community.

Te Kupenga Hauora identified increased demand for housing as a concern locally, thus creating insecurity for whānau as they do not have a secure and safe place to sleep. In addition, there has been an increase in the demand for mental health services, frustratingly whānau have reported they are often 'ping ponged' across services due to eligibility criteria.

Faith-Based Organisations

The volunteer sector and Christian churches have long been involved in responding to social need in New Zealand cities. Integrally connected with community, their engagement has included emergency relief, social housing, and residential aged care⁴⁴.

The Napier Cathedral was the venue for the coming together of Faith-based Organisations (FBOs) for an ecumenical hui, hosted by the Anglican Diocese of Waiapu. Over twenty representatives attended to discuss service provision and aspirations to both reduce and prevent homelessness in Napier (see Appendix 3 for attendees and meeting outcomes). The discussions show the willingness and readiness to develop joined up approaches. The bringing together of the group highlighted the importance of networking across all of the faiths-based groups in Hawke's Bay.

⁴⁴Conraddson, D. (2008). Expressions of charity and action towards justice: Faith-based welfare provision in urban New Zealand. *Urban Studies*, 45(10), 2117-2141.

Leaders identified a wide range of community support activities, such as, charity shops, food banks, budgeting, advocacy and referral to key agencies. Leaders shared their aspirations, with many highlighting services like a City Mission to support the homelessness with in-reach services, using containers as a temporary housing solution, securing carparks with adequate lighting, security for those sleeping in cars and more sustainable solutions not driven by contracts and funding. It was important to create a common space that allowed for a sense of belonging that was not just focused on clinical services. The group advocated for governance that was organised and deliberate across the region, including Wairoa and Central Hawke's Bay.

Representatives and Church leaders overwhelmingly agreed Napier is a generous community, they see the generosity everyday as they are given donations for food, clothing, money and the many who volunteer their time.

Food Banks

Food banks are a charitable response to a politically driven crisis in Aotearoa NZ. They emerged in an ad hoc manner and, since the 1980s, have helped address the emergency food needs of those experiencing food poverty. Food rescue organisations have since emerged in a more organised and planned manner. They have helped to address the needs of those experiencing food poverty by increasing the quantity and the amount of perishable food available for distribution⁴⁵.

Locally, the Napier Community Foodbank Trust (the Trust) established in 1988, was formed to meet the growing need in the community and operates with part-time staff and a number of volunteers who pack the parcels and make food donation collection runs. The Trust receives referrals from around fifty-five different health and welfare agencies within Napier.

The service works closely with 35-40 local health and welfare services to identify clients who need emergency food relief⁴⁶. The foodbank has a strong relationship with agencies such as WIT, Salvation Army, Napier Family Centre and Birthright. More recently and due to the impact of COVID-19, the Trust is closely connected with the food rescue service, Nourished for Nil, who now are based out of Turning Point Church, Napier.

⁴⁵ Watson, S. (2019). Food banks and food rescue organisations: Damned if they do; damned if they don't. *Aotearoa New Zealand Social Work*, 31(4), 72–83. <https://search.informit.org/doi/10.3316/informit.915182720668676>

⁴⁶ Hawke's Bay Fountain Newsletter. (2019). Retrieved from <https://www.hawkesbayfoundation.org.nz/wp-content/uploads/2019/02/HBF-Newsletter-Feb-2019-DIGITAL.pdf>

Community Housing

Community Housing Aotearoa

The community housing sector uses the concept of a 'housing continuum' set out by Aotearoa Community Housing - Nga Wharerau o Aotearoa, as they represent the sector with allied interests in community housing. The housing continuum presents a pathway from homelessness and emergency housing through to assisted rental or assisted ownership, to private renting and ownership options in the market⁴⁷.

Community housing is accommodation specifically provided to ensure very low income and disadvantaged people have access to an appropriate, secure, and affordable rental home through CHPs. The people who live there don't pay market rent, as rents are subsidised to 25 per cent of their gross income. Rents are 'topped' up to agreed market rent through the IRRS, so the CHP receives full market rent⁴⁷.

Community Housing Providers

CHPs are a form of public housing working alongside private housing in the open market. Typically, they are not-for-profit organisations who provide housing solutions through a range of social and affordable rental and home ownership options, an alternative to the public housing provided by KO.

CHPs ensure that their tenants are appropriately housed and support the growth of a fair, efficient, and transparent community housing sector. CHPs are registered, regulated, and monitored by the Community Housing Regulatory Authority⁴⁷.

⁴⁷ Community Housing Nga Wharerau o Aotearoa. (2021) Retrieved from <https://www.communityhousing.org.nz/housing-continuum/>

Local Strategies

Matariki Action Plan

The vision set out in the Matariki Action Plan (MAP) is that every whānau and every household is actively engaged in and benefiting from growing a thriving Hawke's Bay economy. The MAP sets out key result areas and actions that organisations across Hawke's Bay (councils, iwi, businesses and government agencies) are responsible for⁴⁸.

Key actions include:

- Develop a sustainable and collaborative operating system for the delivery of social support services
- Support and enable place-based initiatives to increase inclusiveness and diversity
- Develop comprehensive housing plans
- Partner to develop and deliver initiatives to eliminate health inequities and improve wellbeing.

This document is important, not only for iwi, hapu and whānau, but for everyone living in Hawke's Bay. Significantly, solving homelessness aligns to Whānau Wellbeing (pou one), which is to create a thriving society where everyone can participate and make a significant contribution to achieving greater economic growth and productivity for supporting whānau wellbeing.

Hawke's Bay Housing Coalition

The Hawke's Bay Housing Coalition members include representatives from a number of government and non-government agencies with a broad overview and interest in housing across the region. The fundamental purpose is to ensure that all individuals, and whānau in Hawke's Bay are able to live in safe, healthy, and sustainable housing. The Coalition are in discussion regarding their future terms of reference.

Safer Napier

Safer Napier is an accredited International Safe Community, first accredited in 2010, again in 2016 and 2021. NCC is the lead agency responsible for coordinating the programme, which involves a strong collaboration of over fifty agencies, organisations and groups working together and taking a coordinated approach to improve community safety in Napier.

The programme is driven by the Safer Napier Strategic Group (members are listed in Appendix 4) who acknowledge that safety is a universal concern and responsibility for all. The programme won the World Health Organisation - Western Pacific Regional Office Healthy Cities Recognition for Violence and Injury Prevention award in 2016⁴⁹.

⁴⁸ Matariki, Hawke's Bay Regional Development Strategy for economic, inclusive and sustainable growth. (2021). Retrieved from <https://www.hbreds.nz/asset/downloadasset?id=47ea6ea6-78f3-45cb-a068-5beddd1adc70>

⁴⁹ Napier City Council, Safer Napier. (2021). Retrieved from <https://www.napier.govt.nz/napier/community-development/community-safety/safer-napier/>

Hastings Place Based Approach

Officially launched by the Government in December 2019, the programme includes not only building new affordable houses and papakāinga, but also addressing homelessness and conducting repairs on existing Māori-owned homes to make them healthier and more liveable, making a huge difference to those who live in them⁵⁰.

The approach provides suitable housing solutions for individual communities, not only building new affordable houses and papakāinga, but healthier and more liveable homes. The agencies involved include; HDC, MHUD, Ngāti Kahungunu, TToH, KO, Te Puni Kōkiri, MSD, HBDHB, WIT and the Department of Corrections.

Acknowledging that Napier and Hastings have their own unique history, it is apparent that they are close geographically. The twin cities share similar industry and demographics, housing shortages, shared services and are both experiencing homelessness, with whānau pounamu often spending time in both cities and accessing services across the region.

⁵⁰ Hastings District Council, Hastings Place Based. (2021). Retrieved from <https://www.hastingsdc.govt.nz/our-council/news/article/1885/-one-year-on-hastings-place-based-housing-plan-is-delivering-results>

Conclusion

The purpose of this research has been to explore the characteristics, needs and causes of homelessness in Napier City. Based on the research findings from the online surveys, focus groups and meetings with a wide range of stakeholders, it can be concluded that there are a number of important recommendations to address the issue in Napier.

Homelessness is a concern for all New Zealanders and a key indicator as to whether the housing system is working. Overwhelmingly, housing supply continues to challenge all aspects of private and social housing needs, as those without safe and secure housing have the least resources and the worst social, economic and health inequities. Homelessness is not something that can be addressed by one agency or community, as it cannot be defined by one cause or in isolation of the whole housing situation.

Strategies and actions need to view whānau pounamu at the centre and with evidence-based models, shared approaches in collaboration with key stakeholders across the region. Equally, a view that brings together social inclusion policies and increases the appetite for private sector to identify innovative mechanisms to finance developments that improve affordable housing is needed.

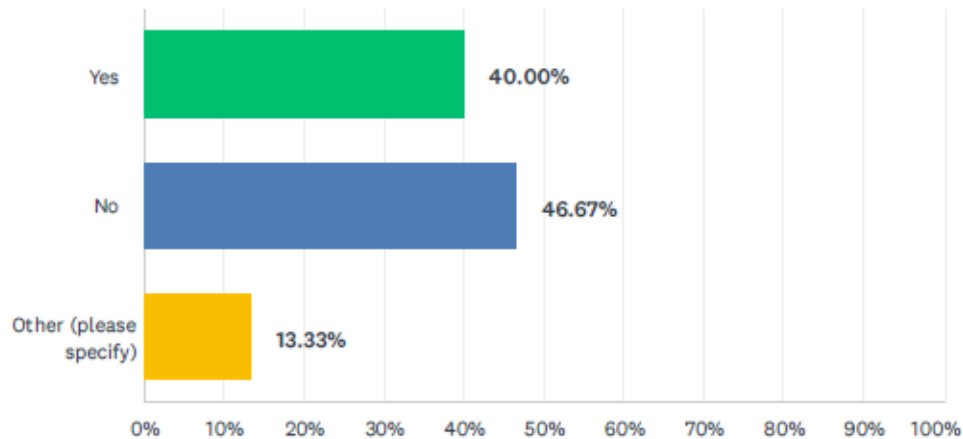
This research reveals that a wide range of service Providers are actively supporting whānau pounamu in Napier, with many operating in both Napier and Hastings. Bringing together services, councils, Faith-Based Organisations, and all those who serve the most vulnerable must be a priority. Responses are more likely to succeed if whānau pounamu are central to design and implementation. If homelessness can be viewed as a result of a range of systemic failures and not as an individual choice, collective action could deliver positive housing solution for whānau pounamu, particularly those in severe circumstances.

Appendices

Appendix I: Online Survey Results

The online survey was sent to Safer Napier Coalition on November 30th, 2021, using Survey Monkey an online survey tool. A second follow up request was made on December 12th, 2021. Of the 59 agencies invited to complete the survey, 30 responses were received.

Question 1 - Does your organisation provide support to the homeless?



Other

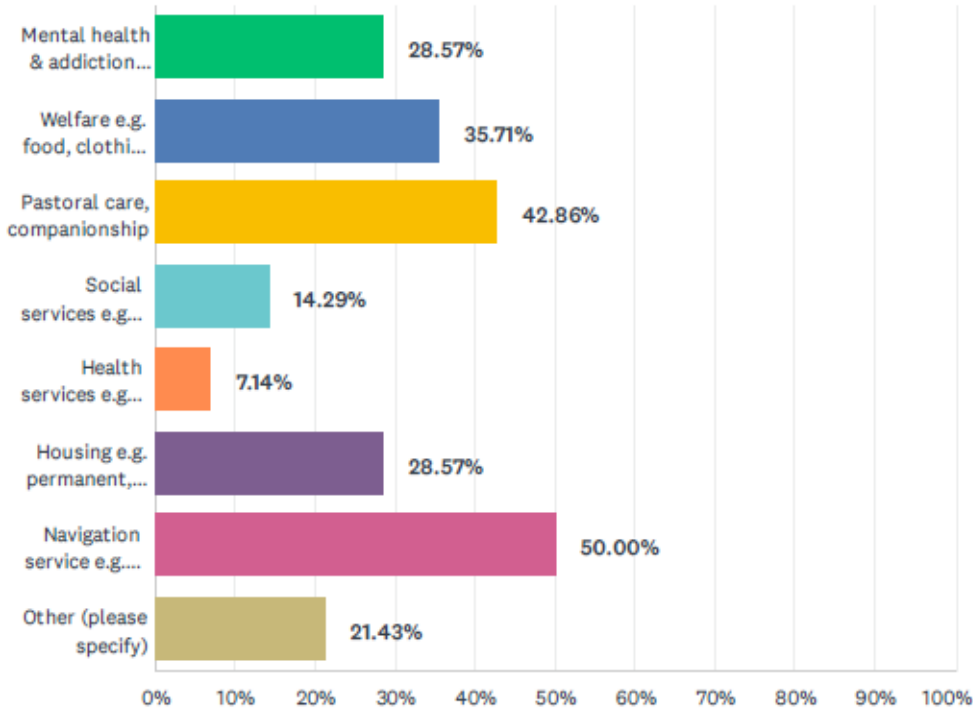
People who can't find a rental or place with housing New Zealand. We try to adjust them with family and friends

Food for Rescue

We support those who are at risk of being homeless

We often provide transport, usually through loaded Bee Cards provided by MSD.

Question 2 - What type of support does your organisation offer?

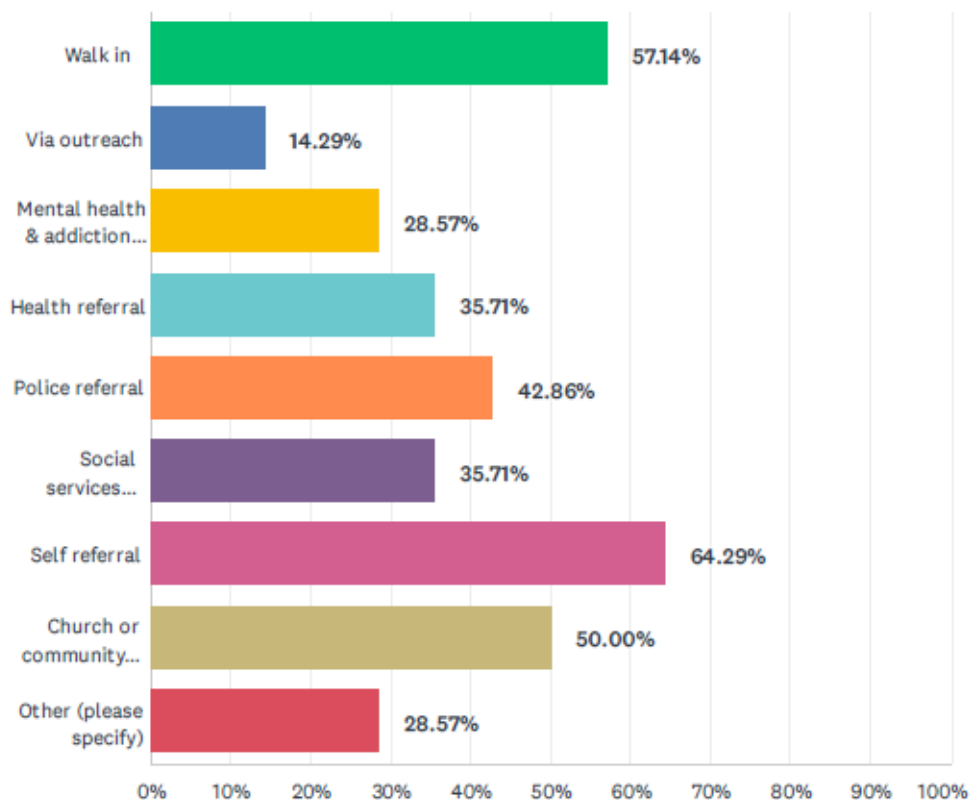


Other

Transport support

safety planning

Question 3 - How do people access your services?



Other

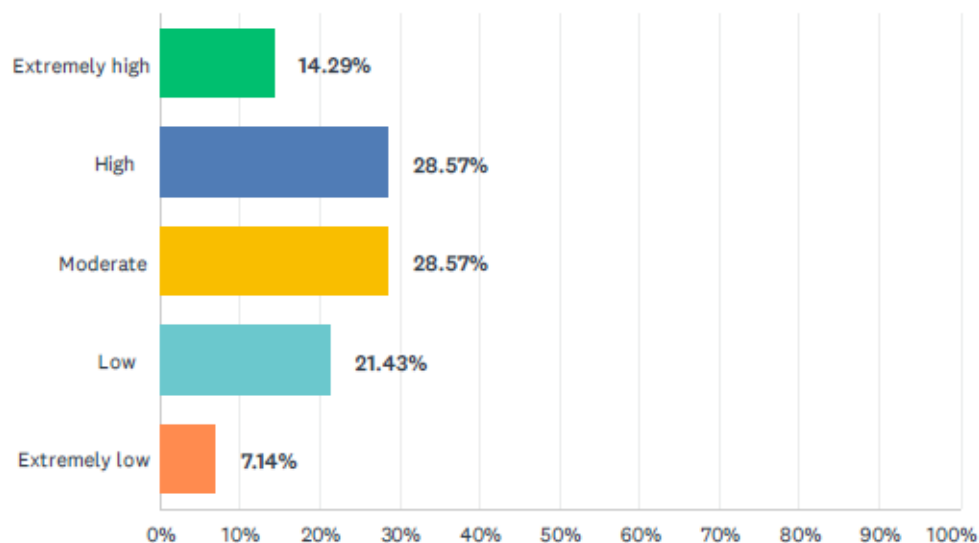
When required after fire events

Via the 111 service

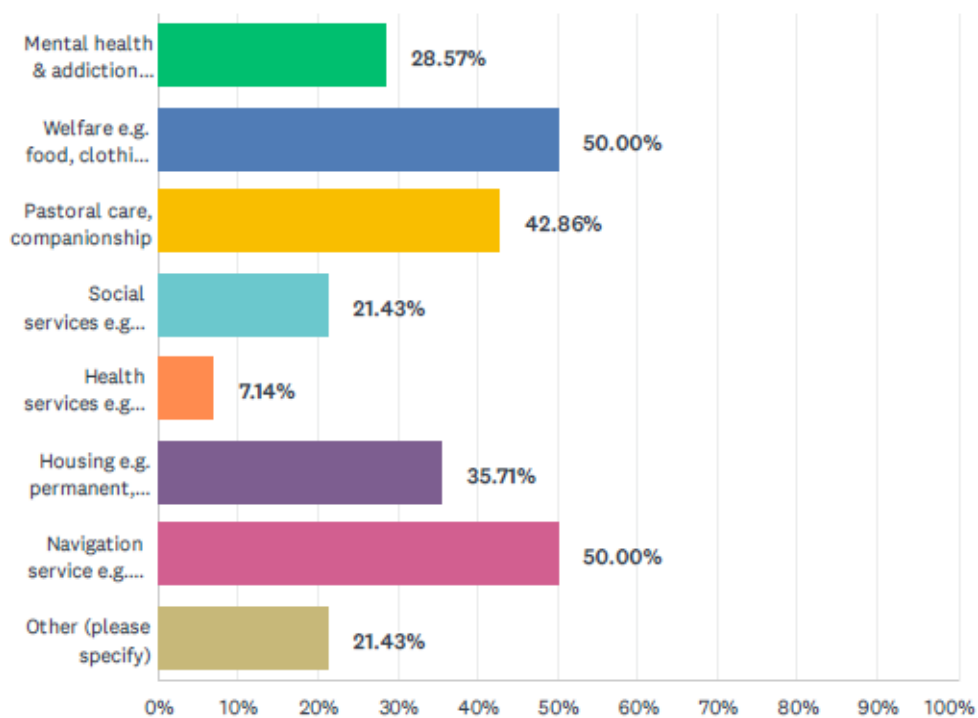
Corrections

As we are MSD funded to provide this service they must come through WINZ.

Question 4 – What is the current level of demand for your service?



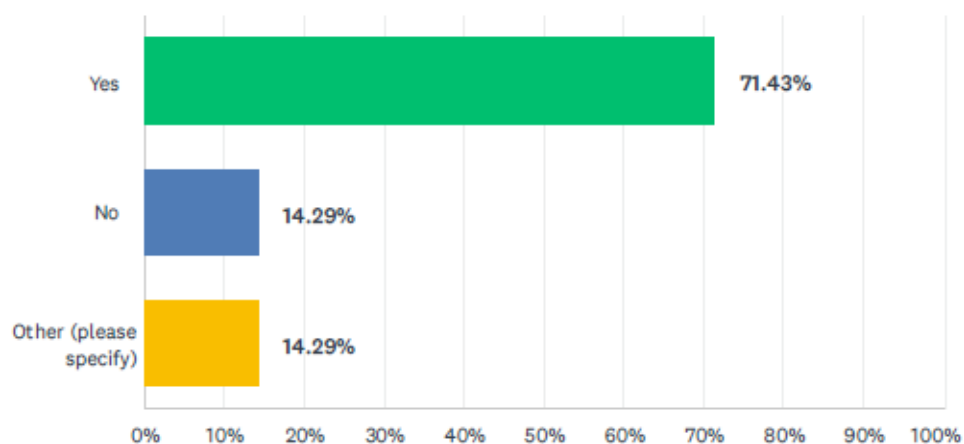
Question 5 - What is the demand for your services?



Transport

education around Family Violence

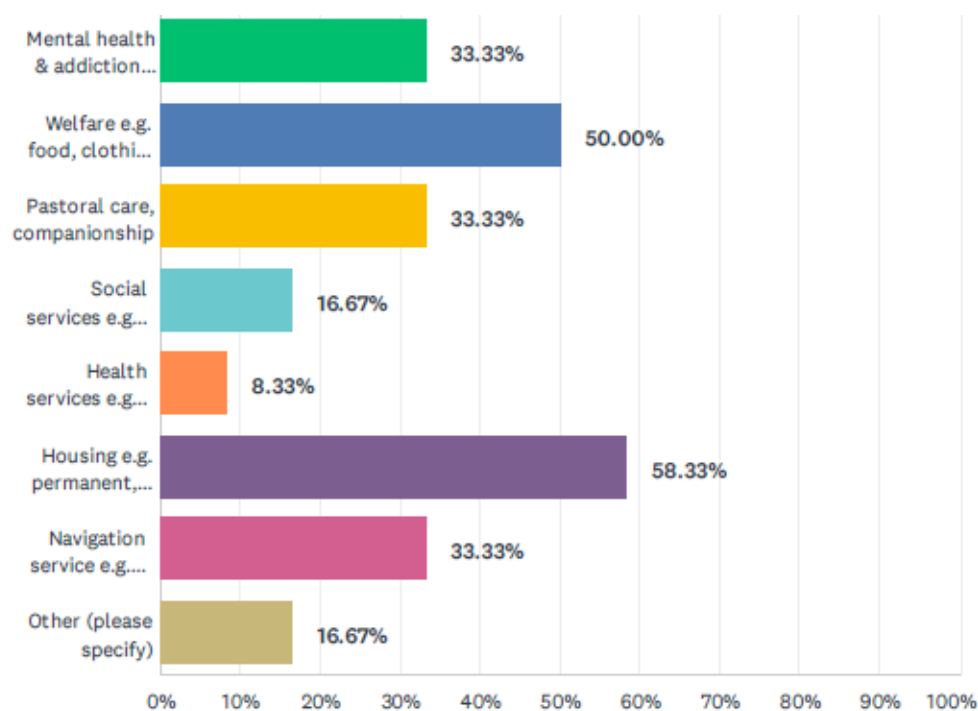
Question 6 - Is the demand for services on the increase?



May increase if you start getting positive Covid19 cases in the HB

Demand for housing and financial assistance increase

Question 7 - If yes, what specific services?



Welfare - indirectly

Education and support for impacts of Family Violence

Questions 8 - What are the gaps?

Prevention

- 1 early intervention
- 2 Proactive response toward assisting homelessness from Napier City Council.
- 3 identifying the issues sooner
- 4 For those in emergency accommodation the stress levels are very high for whānau, and family violence increases, also for those living in their cars.

Supply

- provide a safe place for them to rest their heads in the evening together
- housing stock
- Connection to community groups
- A place for them to be that's not in the streets
- Insufficient affordable homes available to rent
- No available housing.
- Low cost and safe accommodation
- Provide more shelters and educate those to use them
- Nowhere to go, the panic families face as they can't find a new rental, the depression, there is no real support for the emotional toll moving into a motel
- Housing is the key issue. Families can't be able to find rental properties
- Housing shortage
- Access to housing
- Lack of emergency accommodation, transitional housing and social housing options

Support

- they are a community of friends themselves, so they need to be together
- homeless not connected to whānau or community
- education as there is a lack of compassion
- jobs
- don't keep moving them on to other cities
- Insufficient wrap around to keep people in their tenancies
- positive role models, rather than them more easily finding criminal activity again freedom of any kind
- practical amenities
- mental health
- lack of access to primary care GP's and secondary mental health and addictions
- Also lack of training for moteliars in de-escalation and safety
- Financial, mental health addiction issues, employment, literacy and numeracy
- support to find housing and navigate the system

System Enablers

- Safer Napier Annual Plan needs a homelessness action in goal four

Question 9 - What are the solutions?

Prevention

- fund the Outreach Centre with the model of care that has been co designed by our homeless, their voice with what they want
- Understanding the people themselves. Not everyone that is on the streets are homeless. All have a story, so finding out what that story is the first step toward understanding
- Work with families and caregivers who have the responsibility of raising and supporting family members
- engage the community to support

Supply

- Address housing shortage and poverty
- Emergency housing is also not suitable for whānau long term and is distressing, it is upsetting seeing this as an ongoing solution to a crisis
- safe places to gather
- a shelter, and a place for them to congregate for support, rather than bus shelters, which are not safe or comfortable.
- Have a hub/pod like system where people can come and stay, have access to support agencies etc
- Have a night shelter
- Access to both temporary and permanent housing
- Lack of social housing
- Look at providing housing in conjunction with our other stakeholders
- Increase the numbers of cheaper rentable homes
- Emergency and transitional housing needs to be family friendly

Support

- provide them with a wraparound services
- employment
- emergency housing is not safe

System Enablers

- Agencies working in collaboration to identify the issues, working with whānau pounamu
Change the narrative
We need to understand the reasons why they are on the street or living with their families. There are many underlying issues like drug addiction, domestic violence or lack of quality housing or no housing

Appendix II: Focus Groups Feedback

The two focus groups were held with key stakeholders. Firstly, staff from the NCC meet at the Cape View Council office on 26th of November 202 which was represented by seven people from Council services.

The second focus group was held in the Taradale Rotary Lounge which was supported by two services Providers two organisations. Stakeholders that were unable to attend on the day were contacted and offered the opportunity to provide feedback electronically.

The following information has been presented by the most common phrases and patterns relating to the focus group question.

What has been your involvement in dealing with homelessness in Napier?

- Dealing with them as I go about my work, I keep an eye out on them
- I talk to them and hear their stories
- I deal with them as they come into the NCC Customer Service Centre
- I help out with support, staff do see them around, mostly in Clive square
- Now that the Outreach Centre open is every day now we don't see them so much
- I often refer them to WIT services, as some are desperate
- I have had to deal with their belongings them leave around the gardens

What changes have you seen in the past 12 months?

- I see them at Onekawa Shopping Centre, begging and looking for food.
- Gangs pushing drugs on the homeless
- Some have gym memberships, where they can get shower
- In my dealing they seem less agitated
- Less in town, less homeless in vehicles now, just outside the Outreach Centre
- Resilience during COVID-19 lockdowns, some got accommodation, tangihanga was hard for them
- Marewa Shopping Centre is becoming more problematic for begging and anti-social behaviour
- Same faces, there have been a lot more smiles, they are starting to talk and open up
- In Heretaunga people care, in Ahuriri it is not strong
- Many are living in motels, the issue is big, the rooms tiny for pēpi living there, dangerous environment with no play areas
- The bus shelter is cleaner
- They are often at place like Clive Square, CBD, public toilets and the bus station
- Anti-social behaviour at the Sunken Gardens
- Whānau pounamu connected with services during lockdown, as services designated kaimahi who can work in the community
- Access to services isn't easy
- Family arent always willing or able to help them
- Abuse and mental health are big issues.
- Wahine are harder to engage with, (apart from the regulars), they are traumatised, particularly from removal of children.
- Continued drug problems, when Outreach Centre was closed, they were holding weapons more

What do you think is the cause/s of their homelessness?

- Marriage, whānau and relationship breakups
- Employment, they have no work
- Cost of housing, housing supply
- Sometimes the street is safer for them as some have toxic relationships
- Drugs, alcohol and mental health issues

How many do you think are living without shelter in Napier?

- I see up to 10 living rough at the Clive Square Gardens
- Across Napier there would be 50-100 that includes those living in car and rough sleepers
- More than 40 homeless people in Ahuriri, with more staying with whānau
- There will more displaced coming, they will never get a house
- Outreach Centre numbers are 15-20 people per day

What do you think would make a difference for the homeless?

- The model of care at the Outreach Centre, like the Hastings Church in Hastings and Te Powhiri Poutama used by Housing First
- Facilities that are dedicated for people in need with showers, laundry, a safe place, access to health care services
- Provide them with a Gold Card can get free stuff like they do in Hasting
- Better messaging for the public which is developed partnership with them, so they are not judged
- Get the right people working with them
- Change the narrative, if we keep calling people homeless, they will always be homeless - calling the homeless whānau pounamu is an important step
- Remove the drugs and gangs
- Improve the whānau connections, identifying their whakapapa, including social connections
- A regional approach is key, it is bigger than one service
- We need to build the bigger picture to pull Napier out of homelessness
- Working in closely with other agencies in collaboration
- Not one solution for all, need a suite of actions and offers

Appendix III: Ecumenical Hui of Church and Faith Leaders in Napier

Discussion on the Issues of Homelessness - 11th February 2022

Attendees

- Napier Foodbank
- Bay Baptist Church
- Anglican Parishes – Taradale and Napier
- Napier Family Centre
- Victim Support
- Association of Anglican Woman
- Methodist Napier Parish
- Presbyterian Napier Parish
- Salvation Army Napier

Service Provision

- Budgeting
- Cooked meals, (but could better serve if Hastings's meals could be delivered to Napier)
- Counselling services
- Social work
- Foodbanks
- Transitional Housing
- Charity stores
- Referral to agency support
- Community showers
- Mental health support
- Support housing for released prisoners
- Sustaining tenancies
- Crisis care
-

Aspirations

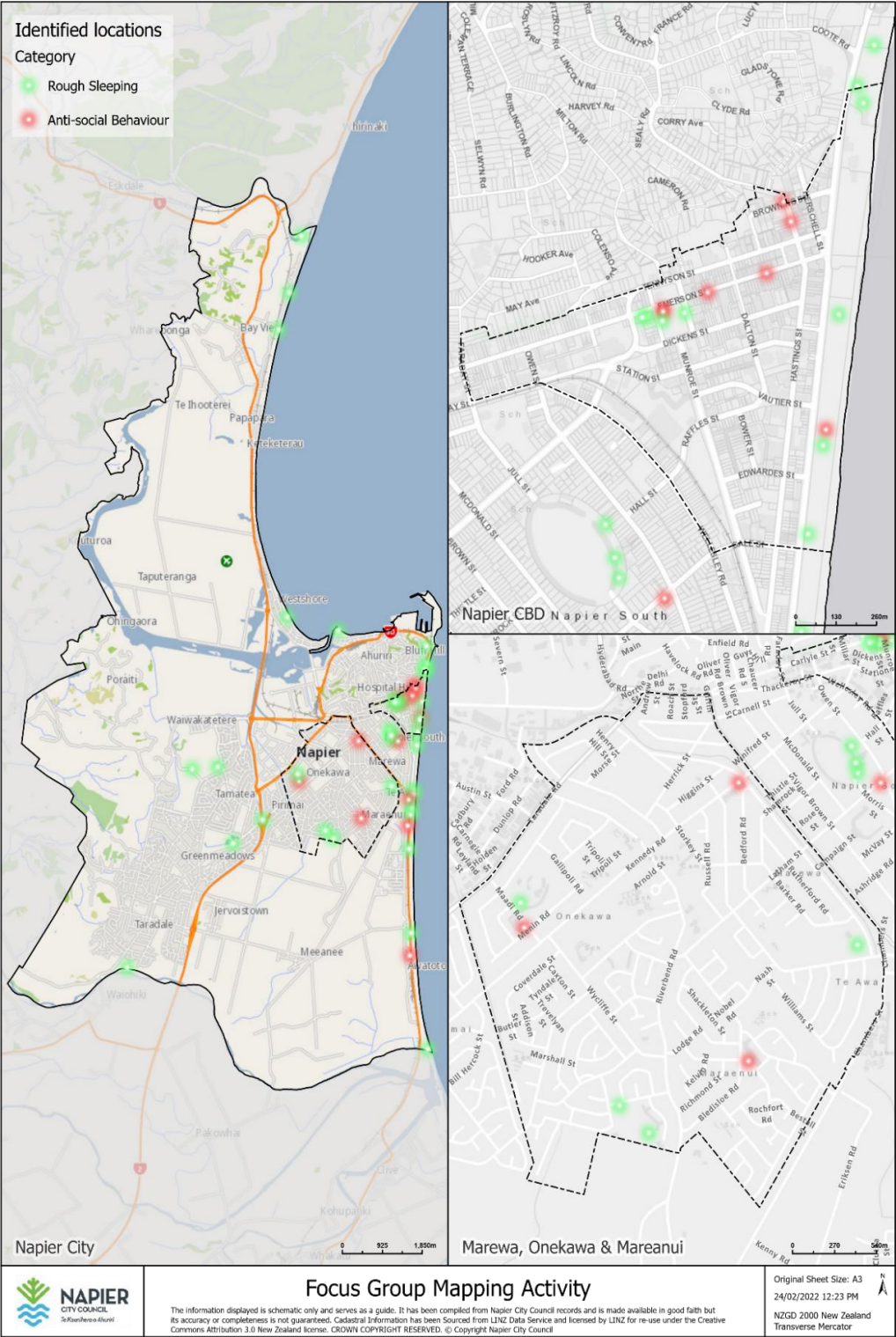
- City Mission to support the homelessness with in-reach services,
- Use shipping containers as a temporary housing solution
- Securing carparks with adequate lighting and security of those sleeping in cars
- Sustainable solutions which are not driven by contracts
- Regional approach including Wairoa and Central HB
- Housing supply
- Housing supply with regional investment
- Church's synchronise food provision and provide shelter in the Church with someone to watch over and protect them
- Joined up approach to reduce burn out
- Churches are blessed with facilities, provide a common space
- Governance and leadership are important
- Look at other Churches who are providers for the homeless
- We have a generous community here in Napier, they give so much, we see it every day in our work

Appendix IV: Safer Napier

- 1) Napier City Council
- 2) Age Concern Napier
- 3) Ahuriri Māori Wardens Trust
- 4) Alcohol Action New Zealand, HB Branch
- 5) Anglican Care Waiaapu
- 6) Automobile Association HB and Gisborne
- 7) Brain Injury HB
- 8) Citizens Advice Bureau Napier
- 9) Disability Resource Centre HB Trust
- 10) DOVE HB
- 11) Engage Church
- 12) Family Violence Intervention & Prevention Charitable Trust
- 13) Fire and Emergency New Zealand
- 14) Grey Power Napier
- 15) HB Civil Defence Emergency Management Group
- 16) HB District Health Board
- 17) HB Regional Council
- 18) Health HB – Te Oranga o Te Matau-a-Māui
- 19) Kāinga Ora – Homes and Communities
- 20) Kings House
- 21) Ko Wai Tōu Ingoa Hauora
- 22) Liberty Training New Zealand
- 23) Maraenui and Districts Māori Committee
- 24) Matariki Kāhui Ako (Community of Learning)
- 25) Mataruahou Napier City Kāhui Ako (Community of Learning)
- 26) Ministry of Education
- 27) Ministry of Social Development
- 28) Multicultural Association HB Inc
- 29) Napier City Business Inc
- 30) Napier City Council Youth Council
- 31) Napier Community Patrol
- 32) Napier Disability Advisory Group
- 33) Napier Family Centre
- 34) Napier Inner City Covenanted Churches
- 35) Napier Neighbourhood Support
- 36) Napier Pilot City Trust
- 37) Napier Safety Trust
- 38) New Zealand Police
- 39) New Zealand Red Cross
- 40) Ngāti Pārau Hapū Trust
- 41) Plunket HB
- 42) Presbyterian Support East Coast (Enliven)
- 43) Prisoner Rehabilitation Society
- 44) Pukemokimoki Marae Trust
- 45) Road Safe HB
- 46) Salvation Army
- 47) Sport HB
- 48) St Johns Central Region
- 49) Surf Lifesaving New Zealand
- 50) Takitimu District Māori Wardens Trust
- 51) Te Kupenga Hauora Ahuriri
- 52) Te Puni Kōkiri
- 53) Te Rangihāeta Oranga Trust - Gambling Recovery Service (HB)
- 54) Te Roopu A Iwi Trust
- 55) The Samaritans
- 56) Tū Tangata Maraenui Trust
- 57) Volunteering HB
- 58) Waka Kotahi New Zealand Transport Agency
- 59) What Ever It Takes Trust

Appendix V: Locations of Interest

A mapping exercise was conducted with the focus groups to identify locations of interest across Napier City. The geographical charting identifies common areas for rough sleeping and anti-social behaviour. Participants were asked to place dots on the full-size map of the Napier City, where they then placed dots to identify areas of antisocial behaviour and sleeping.



Appendix VI: Mental Health Services in HB

The following is an overview of the mental health services provided by the HBDHB either directly or contracts held by non-government organisations.

Addiction services delivered by drug and alcohol clinicians for moderate to severe addiction needs. Therapy options range for one to one support or rehabilitation facilities.

Change Group Therapy is a weekly programme delivered by Alcohol & Other Drug (AOD) Clinicians, the programme aims to support clients to maintain abstinence

Dialectical Behaviour Therapy (DBT) is a yearlong programme to support clients with chronic suicidal behaviours and borderline personality disorder. The clients attend weekly one to one session with DBT trained clinicians and their key worker.

Resilience Groups are provided in Napier and Hastings and delivered by community Providers. The 12-week programme supports those suffering from with anxiety and depression to manage based on Acceptance and Commitment Therapy (ACT) encouraging people to embrace their thoughts and feelings rather than fighting or feeling guilty for them.

Internally Displaced People – IDP stands for Intensive Day Program (IDPs) support for clients who are acutely unwell and would benefit from structured activities are run daily. Challenges for key support works to provide transport as services are based in Hastings.

Home Based Treatment (HBT) Is an acute service to provide support and treatment for clients in an acute phase of their journey. Home visits up to twice a day, this service is a preventative approach reducing the likelihood of an admission to mental health services. Key Workers can referral their clients to HBT for more active follow up and monitoring if becoming unwell. They also take referrals from NRR to promote earlier discharge if possible. They are based in Hastings but cover Napier clients and will home visit independently.

Wai-o-Rua (TToH) is a crisis respite, five bed short stay programme for people, referred by HBDHB for supported time out to rest and re-focus. Referrals are accepted referrals from EMHS, HBT and community teams with strict criteria including that clients must not be homeless, suicidal or abusing substances.

Emerge Aotearoa provide planned respite to clients who are mentally stable and self-medicating. Referrals are received from agencies whose clients who are deemed as low risk support as the complex is not staffed overnight.

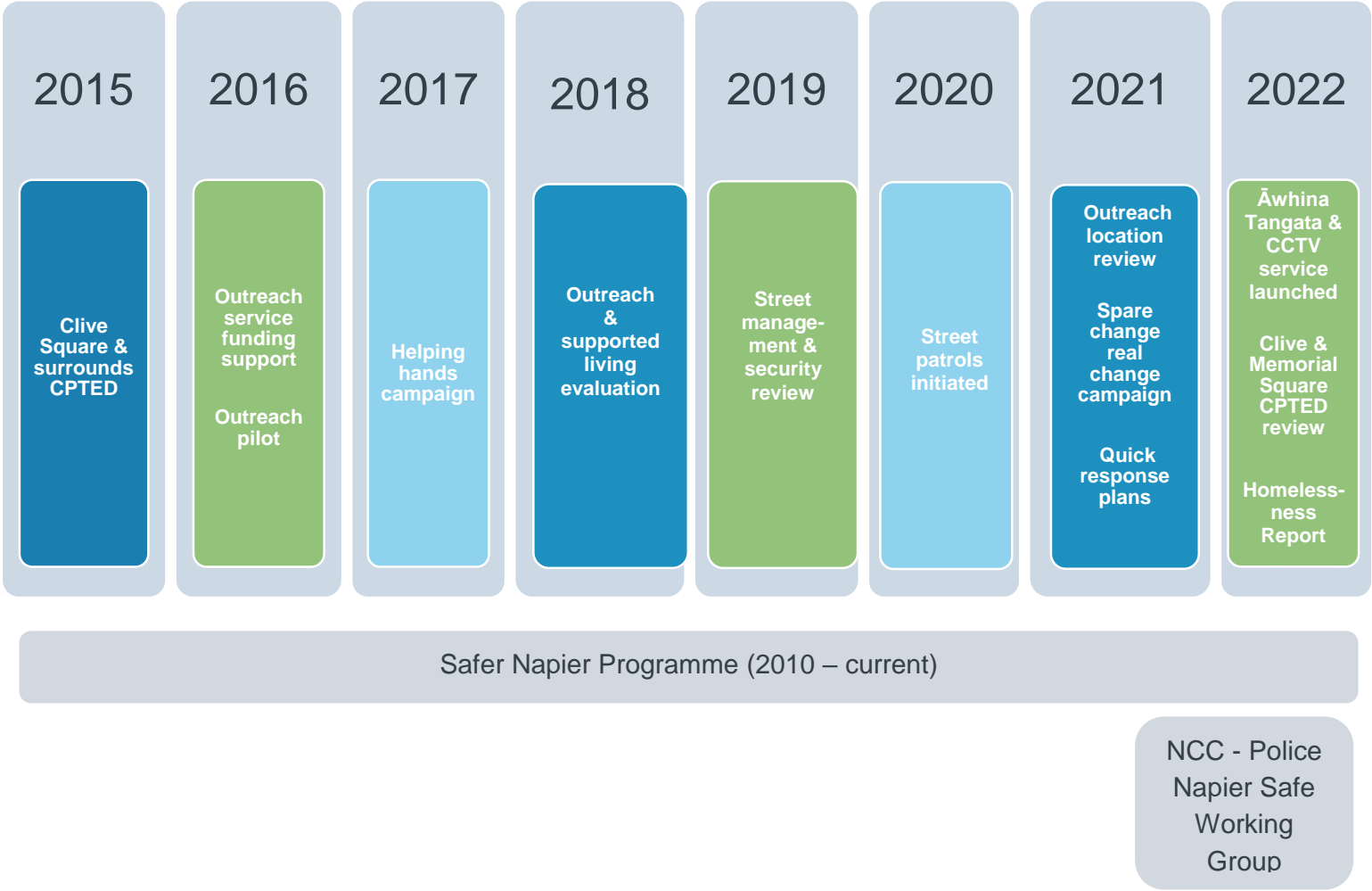
Te Puawaitanga (TToH) and Manaia House (Whatever It Takes Trust) provide recovery programmes to assist people recovering from mental illness and support to develop life skills for independent living in the community.

Maternal Mental Health support mothers and pregnant women who have mental health issues.

Child Adolescent and Family service (CAFS) is for children and young people with mental health issues.

Nga Rau Rakau provides 23 beds located the DHB Intensive Mental Health Inpatient Unit providing support and care for adults affected by acute mental illness.

Attachment 2: Napier City Council Homelessness, Street Management and CBD Safety Timeline



2. REVISED NAPIER HASTINGS SMOKEFREE AND VAPEFREE POLICY

| | |
|-----------------------------|--------------------------------------|
| Type of Report: | Operational |
| Legal Reference: | N/A |
| Document ID: | 1474822 |
| Reporting Officer/s & Unit: | Michele Grigg, Senior Advisor Policy |

2.1 Purpose of Report

To present the revised Napier Hastings Smokefree and Vapefree Policy for adoption by Council.

Officer's Recommendation

The Napier People and Places Committee:

- Note the review process undertaken to inform revision of the Napier Hastings Smokefree and Vapefree Policy.
- Note Hastings District Council is proposing an addition to the laneways designated area in the Policy to include future developed Council managed pedestrian laneways, which will be confirmed at their meeting on 4 August 2022.
- Adopt the revised Napier Hastings Smokefree and Vapefree Policy, including in principle the proposed Hastings District Council addition to the Policy in the event they adopt this on 4 August 2022.
- Note implementation of the Napier Hastings Smokefree and Vapefree Policy will begin on 1 January 2023, subject to the adoption of the Policy by both Hastings District and Napier City Councils.

2.2 Background Summary

At its meeting on 12 August 2021, Council approved the establishment of a Joint Smokefree Policy Review Working Group ('the Working Group') to review the Napier City and Hastings District Councils' Smokefree Policy.

This paper summarises the process used for review of the Napier City and Hastings District Councils' Smokefree Policy. It also presents the recommendations from the Working Group following their consideration of information and feedback.

1.2.1 The Napier City and Hastings District Councils' Smokefree Policy 2015

The Napier City and Hastings District Councils' Smokefree Policy ('the 2015 Policy') was adopted in 2015 (**Attachment 1**).

The objectives of the 2015 Policy were to:

- Give effect to Napier City and Hastings District Councils' commitments to the Smokefree Hawke's Bay 2025 Strategy, which supports Government's policy goals for a Smokefree Aotearoa New Zealand 2025.
- Improve the health and wellbeing of our communities by decreasing the prevalence of smoking and decreasing public exposure to second-hand smoke.

- Increase the likelihood that people, particularly the young, will remain smokefree by reducing the number of places where they see others smoking.

'Smokefree' in the 2015 Policy was defined as relating to tobacco products and other products including "e-cigarettes and similar devices." The Policy had a particular focus on the Councils' area of influence and public places. It took a non-punitive approach.

1.2.2 Policy Review Process

Napier City and Hastings District Councils undertook to review the 2015 Policy every three years, or at an appropriate alternative time. The aim of the review was to determine how the 2015 Policy aligns with the national goal of Smokefree Aotearoa New Zealand 2025, and with local community and stakeholder views.

The Joint Working Group oversaw the review. Group membership comprised two elected members from each council and one Youth Council representative from each of the two Youth Councils. Both councils approved the Working Group's Terms of Reference. Councillor Maxine Boag chaired the Group.

The purpose of the Working Group was to:

- Provide advice to Council officers on direction for drafting the revised Joint Smokefree Policy
- Hear and consider feedback arising from consultation on the draft revised Joint Smokefree Policy
- Provide recommendations to both councils on the content of the revised Joint Smokefree Policy.

The Working Group will be disestablished once a revised Policy is adopted by both councils.

Policy review methodology

The Policy review was informed by the following:

- Review of national policy direction, legislation and regulations
- Review of local and national smoking and vaping data
- Desktop research and analysis of other councils' policies
- Surveys of residents and businesses/organisations seeking views on potential direction for the revised Policy (over 700 community respondents and over 100 business/organisation respondents)
- Observations at local cafés/restaurants, bus stops, playgrounds, parks and reserves
- Review of complaints and feedback received since adoption of the 2015 Policy.

A revised draft of the Policy was prepared and made available for community feedback over a four-week period from 2 to 29 May 2022. Formal feedback was received from 45 individuals and three groups/organisations including the two Youth Councils.

1.2.3 Working Group Recommendations

The Working Group introduced the following changes to the 2015 Policy:

- Clarity around including 'vapefree' terminology (included in the 2015 Policy but with reference to 'e-cigarettes')
- Clarity about councils' responsibility to promote community well-being through improving social, economic, environmental and cultural well-being
- Inclusion of Council-managed pedestrian laneways in urban retail areas.

Based on the high level of support in the feedback received, the Working Group agreed to the revised Policy being presented to both Councils for adoption (**Attachment 2**). Specifically, at their last meeting on 20 June 2022, the Working Group:

- a. **Considered** the feedback received during consultation, noting that it does not substantively change the draft revised Napier Hastings Smokefree and Vapefree Policy.
- b. **Agreed** to a final version of the Napier Hastings Smokefree and Vapefree Policy for presentation to Hastings District and Napier City Councils for adoption.
- c. **Noted** implementation of the Policy will begin on 1 January 2023, subject to the adoption of the final Napier Hastings Smokefree and Vapefree Policy by both Councils.
- d. **Recommended** that the Terms of Reference for the next Smokefree and Vapefree Policy Review Working Group include the addition of two representatives of Hauora providers.
- e. **Requested** Napier and Hastings Councils and other relevant organisations to consider making submissions to central government regarding the implementation of Smokefree Aotearoa New Zealand 2025.

Timeframes for presenting the revised Policy to both Councils are listed below.

On 28 June 2022, Hastings District Council's Great Communities Subcommittee approved the Policy for consideration by their Strategy and Policy Committee.

The Subcommittee has requested however that the requirements for Smokefree and Vapefree laneways be extended as follows: Council managed pedestrian laneways in urban retail areas *including future developed Council managed pedestrian laneways*. This proposed change will be confirmed by Hastings District Council at their meeting on 4 August 2022.

| | |
|---|----------------|
| Napier City Council | |
| People and Places Committee | 26 July 2022 |
| Ngā Mānukanuka o te Iwi (Māori Committee) | 12 August 2022 |
| Council | 25 August 2022 |
| Hastings District Council | |
| Great Communities Subcommittee | 28 June 2022 |
| Strategy and Policy Committee | Not meeting |
| Council meeting | 4 August 2022 |

1.2.4 Smokefree Aotearoa 2025

The context for achieving a Smokefree Aotearoa New Zealand 2025 has changed since the 2015 Policy was adopted. This includes:

- the introduction of new legislation aimed to reduce smoking prevalence
- the emergence of vaping products and introduction of vaping product regulations
- the release of a national Smokefree Aotearoa 2025 Action Plan in late 2022 that outlines nationwide policy changes required to achieve the 2025 goal.

Review of the 2015 Policy has ensured close alignment with the national direction. Councils have a role in supporting the Government's Smokefree Aotearoa New Zealand 2025 goal under Section 11 of the Local Government Act 2002, which mandates Territorial Authorities to promote the social, economic, environment, and cultural wellbeing of communities in the present and for the future.

2.3 Issues

No issues.

2.4 Significance and Engagement

During the pre-election period, Council business must continue however Council should also carefully consider the impact policy decisions or significant changes would have on the incoming Council.

The consultation plan for the review was endorsed by the Working Group. Napier and Hastings residents, businesses, Mana Whenua, stakeholder agencies, and community groups were given two opportunities to provide input (firstly during pre-engagement and then in response to the revised Policy). The opportunity to provide feedback was promoted through a variety of channels, including direct communication with a number of key stakeholders. The engagement approach recognised that both vapers/smokers and non-vapers/non-smokers are potentially affected by the Policy.

The Working Group considered all feedback at their meetings in March, April and June 2022. Input and advice was also provided at the June Working Group meeting by local hauora providers who have smokefree/vapefree expertise.

2.5 Implications

Financial

There are likely to be financial implications associated with the implementation of the Policy, which each Council will consider within existing budgets. Other potential sources of external funding and support may be identified as part of the implementation.

Social & Policy

In the six years since the 2015 Policy was released there have been changes in both the use and uptake of smoking and vaping. During this time, smoking rates have declined, however as identified by the Ministry of Health, more needs to be done to achieve the national Smokefree Aotearoa 2025 goal. Review of the 2015 Policy provides an opportunity to support achieving the national goal, and to further improve the health and wellbeing of our communities.

Feedback on the revised Policy was considered in light of Section 11 of the Local Government Act 2002, which mandates Territorial Authorities to promote the social, economic, environment, and cultural wellbeing of communities in the present and for the future. Councils also have a duty to improve, promote, and protect public health as stated in section 23 of the Health Act 1956.

An implementation plan will be developed following adoption of the Policy. This will include consideration of promotion and messaging of adopted designated smokefree and vapefree spaces and development of new content on Councils' respective websites with information about the Policy and links to local and national stop smoking/vaping support services.

Consultation on the legislation to implement the national Smokefree Aotearoa 2025 Action Plan (which includes proposals to reduce the number of tobacco retailers, reduce nicotine

levels in tobacco, create a smokefree generation where future tamariki will not be able to purchase tobacco, and other measures) is expected to begin in July 2022.

Risk

N/A

2.6 Options

The options available to Council are as follows:

- a. Adopt the revised Napier Hastings Smokefree and Vapefree Policy as recommended by the Joint Napier Hastings Smokefree Policy Review Working Group **including the addition from Hastings District Council**.
- b. Do not adopt the revised Napier Hastings Smokefree and Vapefree Policy and request the Joint Napier Hastings Smokefree Policy Review Working Group to reconvene to consider Council feedback.

2.7 Development of Preferred Option

Option A is preferred. Pre-engagement and consultation feedback indicates strong support for the revised Napier Hastings Smokefree and Vapefree Policy as recommended by the Working Group following their discussion and deliberations.

2.8 Attachments

- 1 2015 Napier City and Hastings District Councils' Smokefree Policy [↓](#)
- 2 2022 Revised Napier City and Hastings District Councils' Smokefree and Vapefree Policy [↓](#)



Hastings District and Napier City Councils Smokefree Policy

Purpose

The purpose of this Smokefree Policy (the Policy) is to:

1. Support the Hawke's Bay region's identified Community Aspiration of "A lifetime of good health and wellbeing" reflected in:
 - a. Hastings District Council's Community Outcomes: "Regulatory functions which help to prevent harm and help create a safe and healthy environment for people... and which are responsive to community needs."
 - b. Napier City Council's outcomes: Provide infrastructure and services to support good health and wellbeing; Safe and secure communities; Safe and accessible recreational facilities.
2. Reduce the impacts of smoking and tobacco use on non-smokers. This includes reduced exposure to second hand smoke and de-normalisation of smoking.

Policy objectives

The objectives of this policy are to:

- Give effect to Hastings District and Napier City Councils' commitments to the Smokefree Hawke's Bay 2025 Strategy, which supports Government's policy goals for a Smokefree New Zealand/ Aotearoa 2025.
- Improve the health and wellbeing of our communities by decreasing the prevalence of smoking and decreasing public exposure to second-hand smoke.
- Increase the likelihood that people, particularly the young, will remain smokefree by reducing the number of places where they see others smoking.

Principles

1. The Policy will be guided by national legislative and policy direction and by community opinion.
2. The Policy will take a non-punitive approach to controlling smoking in particular public places, aimed at lessening the effect of smoking on other people.
3. The focus of the Policy will be on providing more smokefree public environments, particularly for young people.

Scope

This Policy covers Hastings District and Napier City Councils' position in relation to:

- Smokefree public places.
- Smokefree public events.

This policy focuses on where people are requested not to smoke. Whether people choose to become smokefree is outside the scope of this policy (assistance to become smokefree is offered through health agencies).

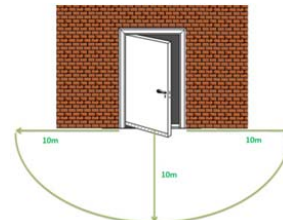
Smokefree public places will apply in respect of both tobacco products and other products that people smoke (including e-cigarettes and similar devices).

Smokefree Public Places

This Policy recognises and supports smokefree areas designated through Government legislation.

Places specifically designated as Smokefree under this policy include public outdoor areas for Hastings District and Napier City as follows:

- i. Council owned urban parks, sportsgrounds, playgrounds and reserves, excluding beach reserves.
Where a playground is not located within a smokefree park or reserve, a minimum ten metre smokefree perimeter will apply.
- ii. Within ten metres of public pedestrian entrances to Council owned buildings. For the main entrance to Councils' Civic Buildings, the smokefree area will include the full forecourt from the public footpath.
- iii. Hastings City Square / Central Plaza.
- iv. Bus stops, including a ten metre perimeter from bus shelters, signs or bus stop markings.
- v. Areas set up primarily for café or dining purposes on publicly-owned land; and Council owned tables in public areas.



Businesses or organisations that wish to implement further smokefree places on their own property (or on property where they have the authority to do so) will be able to access free smokefree signs or stickers, as available.

The Policy shall be implemented progressively by 1 July 2016.

Smokefree Community Events

To promote healthier public places and a healthier Hawke's Bay, under this policy:

- Events held at any of Councils' smoke-free public places will be smokefree.
- Public events receiving Council funding will be required to support smokefree messages.

The Hawke's Bay District Health Board can support event organisers to deliver smokefree messages through the provision of resources, including signage and flags. These are available through their Resource Coordinator at the Napier Health Centre.

Review

The Councils will review this Policy every three years, or at an appropriate alternative time. The Policy remains in force until such time as it is reviewed.

If the policy is not effective in reducing people's exposure to second-hand smoke in public places and at community events, the Councils will investigate how to make the policy more effective. This may include regulatory mechanisms.

Education and Enforcement

Signage promoting positive smokefree messages will be installed in appropriate places.

While the Policy will be educative, self-policing and no fines will apply; the Councils may take other action in the event of a persistent issue.

Related matters

Littering will be addressed through the relevant provisions of the Litter Act 1979.

Background

Smokefree Hawke's Bay 2025 Strategy

The Hawkes' Bay District Health Board in partnership with Ngati Kahungunu Iwi Incorporated developed this strategy in 2012, to support Government's goal of a Smokefree New Zealand / Aotearoa 2025.

Both Hastings District Council and Napier City Council are signatories to the Strategy's "Smokefree Hawke's Bay Declaration 2025", supporting in principle the vision of Smokefree Hawke's Bay 2025.

Government Legislation and Goals

Smokefree New Zealand/ Aotearoa 2025

Government's commitment to the goal of a Smokefree New Zealand / Aotearoa 2025 is defined as:

- our children and grandchildren will be free from tobacco/smoke and enjoy tobacco/smokefree lives
- almost no-one will smoke (greater than 95% of the population smokefree)
- tobacco will be very difficult to sell, supply or purchase.

Smoke-free Environments Act 1990

This policy is consistent with the purposes of the Smoke-free Environments Act, which prohibits smoking inside workplaces and other public enclosed areas and in both the open and indoor areas of schools and facilities for young children. The Act also refers in Section 20 to local authorities having powers to provide greater protection from tobacco smoke.

The purposes of Part 1 of the Smoke-free Environments Act 1990 are—

- (a) to prevent the detrimental effect of other people's smoking on the health of people in workplaces, or in certain public enclosed areas, who do not smoke or do not wish to smoke there; and
- (b) to prevent young people who are being taught or cared for in registered schools or early childhood education and care centres from being influenced by seeing other people smoke there; and
- (c) to prevent the detrimental effect of other people's smoking on the health of young people who are being taught or cared for in registered schools or early childhood education and care centres.

The purpose of Part 2 of the Smoke-free Environments Act 1990 includes—

- (a) to reduce the social approval of tobacco use, particularly among young people...

Local Government Act 2002

The Councils are taking a non-punitive policy approach to controlling smoking in particular public places to lessen the effect of smoking on other people. Public consultation was used to inform the Policy.

The Local Government Act 2002 (LGA 2002) part 6 requires councils to consult with communities and provides for participation by communities in decision making.

Part 8 of the LGA 2002 provides councils with the ability to regulate and enforce behaviours. This includes having control over behaviours in public places. One example of this is the ability to control whether people are allowed to drink alcohol in public places where the drinking has been causing an issue and the controls are reasonable.

Health Impacts

Smoking is the single most important cause of preventable ill health and premature mortality (Health Equity Report, 2014). The Hawke's Bay District Health Board (HBDHB) recognises that:

- Children are three times more likely to smoke if their parent does.
- Tobacco increases the chance of a multitude of diseases, including cancer and heart disease.
- Up to half of current users will eventually die of a tobacco-related disease¹.

Statistics

Census data shows that there has been a decrease in both Napier and Hastings in the people classifying themselves as regular smokers, from 22% in 2006 to 16% in 2013.

Smokefree Survey Results

The Hawke's Bay District Health Board commissioned APR to undertake a random telephone survey in Napier and Hastings in 2013 to gauge public opinion.

In total, 1,000 surveys were undertaken, comprising 485 residents from Napier City and 515 residents from Hastings District.

Headline results of that survey are shown in the tables below. The survey findings found that the following areas should be smokefree:

- Children's playgrounds (96.9%)
- Near the entrance of public buildings (80.3%)
- Outdoor eating places at restaurants or cafes (79.8%)
- Near bus stops and train stations (76.3%)
- Parks and sports fields (73.9%)
- Outdoor music or sporting events (70.8%)

Less support was shown for beaches (45.6%) and outdoor public places in pubs (53.3%).

The full survey is available through Hawke's Bay District Health Board's website, at:

www.hawkesbay.health.nz/file/fileid/48455

¹ World Health Organisation, May 2014. Tobacco Fact sheet N°339. A recent Australian study has put the risk of premature death even higher. <http://www.biomedcentral.com/1741-7015/13/38>

| Should the following areas be smokefree? | Yes | No | Don't know |
|---|-------|-------|------------|
| Children's playgrounds | 96.9% | 2.5% | 0.6% |
| Near the entrance of public buildings (such as offices and shops) | 80.3% | 17.5% | 2.2% |
| Outdoor eating places at restaurants or cafes | 79.8% | 15.1% | 5.1% |
| Bus stops and train stations | 76.3% | 19.1% | 4.6% |
| Parks and sports fields | 73.9% | 18.6% | 7.5% |
| Outdoor music or sporting events (including festivals) | 70.8% | 21.6% | 7.5% |
| Footpaths outside your local block of shops | 68.4% | 26.7% | 4.9% |
| Public outdoor areas in town centres | 66.5% | 26.9% | 6.6% |
| Outdoor places in pubs | 53.3% | 40.3% | 6.4% |
| Beaches | 45.6% | 43.1% | 11.2% |

| | More likely to visit | Less likely to visit | No difference |
|---|----------------------|----------------------|---------------|
| More likely to visit if smokefree? | | | |
| Children's playgrounds | 57.5% | 2.7% | 39.8% |
| Near the entrance of public buildings (such as offices and shops) | 41.8% | 3.5% | 54.6% |
| Outdoor eating places at restaurants or cafes | 54.9% | 5.4% | 39.7% |
| Bus stops and train stations | 41.6% | 3.6% | 54.7% |
| Parks and sports fields | 39.0% | 5.7% | 55.3% |
| Outdoor music or sporting events (including festivals) | 45.6% | 6.5% | 48.0% |
| Footpaths outside your local block of shops | 41.4% | 3.5% | 55.1% |
| Public outdoor areas in town centres | 42.8% | 5.4% | 51.8% |
| Outdoor places in pubs | 43.3% | 7.8% | 49.0% |
| Beaches | 31.7% | 8.1% | 60.1% |



Hastings District and Napier City Councils Smokefree and Vapefree Policy

Purpose

The purpose of this Smokefree Policy (the Policy) is to:

1. Support the Hawke's Bay region's identified Community Aspiration of "A lifetime of good health and wellbeing" reflected in our shared responsibility to promote community well-being through improving the social, economic, environmental, and cultural well-being of our communities
2. Reduce the impacts of smoking, vaping and tobacco use on non-smokers. This includes reducing exposure to second-hand smoke and the de-normalisation of smoking and vaping.

Policy Objectives

The objectives of the Policy are to:

- Demonstrate Hastings District and Napier City Councils' support of the Smokefree Hawke's Bay 2025 Strategy and the Government's policy goal for a Smokefree New Zealand/Aotearoa 2025.
- Contribute to improving the health and well-being of our communities by decreasing the prevalence of smoking and vaping and decreasing public exposure to second-hand smoke.
- Increase the likelihood that people, particularly the young, will remain smokefree and vapefree by reducing the number of places where they see others smoking or vaping.

Principles

1. The Policy will be guided by national legislative and policy direction and by community opinion.
2. The Policy will take a non-punitive approach to controlling smoking and vaping in particular public places, aimed at lessening the effect of smoking and vaping on other people.
3. The Policy will provide more smokefree and vapefree public environments, particularly for young people.

Scope

This Policy covers Hastings District and Napier City Councils' position in relation to:

- Smokefree and vapefree public places
- Smokefree and vapefree public events.

This Policy applies to both tobacco products and vaping products (with or without nicotine,

including e-cigarettes and similar devices).

This Policy focuses on where people are requested not to smoke or vape. Whether people choose to become smokefree or vapefree is outside the scope of this Policy (assistance to become smokefree or vapefree is offered through health agencies).

Smokefree and Vapefree Public Places

This Policy recognises and supports smokefree and vapefree areas designated through Government legislation.

Places specifically designated as smokefree and vapefree under this Policy include public outdoor areas for Hastings District and Napier City as follows:

- i. Council managed urban parks, sportsgrounds, playgrounds and reserves, excluding beach reserves.
Where a playground is not located within a smokefree and vapefree park or reserve, a minimum ten metre smokefree and vapefree perimeter will apply.
- ii. Within ten metres of public pedestrian entrances to Council offices and Council owned buildings and facilities. For the main entrance to Council offices, the smokefree and vapefree area will include the full forecourt from the public footpath.
- iii. Hastings City Square (Map 1 below).
- iv. Council managed pedestrian laneways in urban retail areas (Maps 2 – 8 below).
- v. Bus stops, including a ten metre perimeter from bus shelters, signs or bus stop markings.
- vi. Areas set up primarily for café or dining purposes on publicly-owned land; and Council owned tables in public areas.

Businesses or organisations that wish to implement further smokefree and vapefree areas on their own property (or on property where they have the authority to do so) will have access to free signage and promotional materials, as available.

The Policy shall be implemented progressively from 1 January 2023.

Smokefree and Vapefree Community Events

To promote healthier public places and a healthier Hawke's Bay, under this Policy:

- Events held at any of Councils' smokefree and vapefree public places will be smokefree and vapefree.
- Public events receiving Council funding will be required to support smokefree and vapefree messages.

The Hawke's Bay District Health Board supports event organisers to deliver smokefree and vapefree events through the provision of resources, including signage and flags. These are available through their Resource Coordinator at the Napier Health Centre.

Review

The Councils will review this Policy every three years, or at an appropriate alternative time. The Policy remains in force until such time as it is reviewed. Council staff will undertake an

annual internal review of the Policy's implementation and report to Council.

If the Policy is not effective in reducing the number of places where people, particularly the young, see others smoking or vaping, or reducing people's exposure to second-hand smoke in public places and at community events, the Councils will investigate how to make the Policy more effective. This may include regulatory mechanisms.

Education and Enforcement

Signage promoting positive smokefree and vapefree messages will be installed in appropriate places.

While the Policy will be educative, self-policing and no fines will apply. The Councils may however take other action in the event of a persistent issue.

Related Matters

Littering will be addressed through the relevant provisions of the Litter Act 1979.

Alcohol consumption is addressed through Napier City Council's Public Places Liquor Control Bylaw 2021, and Chapter 4 'Alcohol Bans' of Hastings District Council's Consolidated Bylaw 2021.

Additional Information

Smokefree Hawke's Bay 2025 Strategy

The Hawkes' Bay District Health Board in partnership with Ngati Kahungunu Iwi Incorporated developed this strategy in 2012, to support Government's goal of a Smokefree Aotearoa New Zealand 2025.

Both Hastings District Council and Napier City Council are signatories to the Strategy's "Smokefree Hawke's Bay Declaration 2025", supporting in principle the vision of Smokefree Hawke's Bay 2025.

Government Goal and Legislation

Councils will look for opportunities to work with Central Government to align implementation of this Policy with national direction and guidance.

Smokefree Aotearoa New Zealand 2025

The Government's Smokefree Aotearoa New Zealand 2025 Action Plan was launched in late 2021. It has three desired outcomes:

- Eliminate inequities in smoking rates and smoking-related illnesses
- Create a smokefree generation by increasing the number of children and young people who remain smokefree
- Increase the number of people who successfully quit smoking.

Smokefree Environments and Regulated Products Act 2020

This Policy is consistent with the purpose of the Smokefree Environments and Regulated Products Act 2020, which prohibits smoking inside workplaces and other public enclosed areas and in both the open and indoor areas of schools and facilities for young children. The Act also refers to local authorities having powers to provide greater protection from tobacco smoke.

The Act was amended in 2020 to include regulation of vaping and smokeless tobacco products, in particular regulating the safety of vaping products and their marketing, advertising, and promotion. It also was amended to prohibit smoking and vaping in motor vehicles carrying children and young people under the age of 18 years.

Local Government Act 2002

The Councils are taking a non-punitive policy approach to controlling smoking and vaping in particular public places to lessen the effect on other people. Public consultation was used to inform the Policy.

The Local Government Act 2002 ('The Act') mandates Territorial Authorities to promote the social, economic, environment, and cultural well-being of communities in the present and for the future.

The Act (Part 6) requires councils to consult with communities and provides for participation by communities in decision making.

Part 8 of The Act provides councils with the ability to regulate and enforce behaviours. This includes having control over behaviours in public places. One example of this is the ability to control whether people are allowed to drink alcohol in public places where the drinking has been causing an issue and the controls are reasonable.

Other Strategic Linkages

The Napier and Hastings Smokefree Policy contributes to a number of local strategies. The Policy supports both Councils' Youth and Positive Ageing Strategies. It also supports Napier

City Council's Disability Strategy. All have a focus on enhancing wellbeing and supporting the outcome of safer communities.

Health Impacts

Tobacco use is the single most important cause of preventable ill health and premature mortality. Approximately 4,500 – 5,000 New Zealanders die each year from smoking related illnesses. These illnesses disproportionately affect Māori and Pacific people and smoking is a large driver of health inequities.

Statistics

Census data shows that Hawke's Bay District Health Board has the fourth highest smoking rate across the 20 District Health Boards. Smoking rates are 15% in Napier and 16% in Hastings compared to 13% nationally. Smoking rates amongst Māori are 29% in Napier, 31% in Hastings, and 28% nationally.

Local data on vaping is not routinely collected. A small survey of Hawke's Bay schools found a daily vaping of 9.8% amongst year 9-13 students, with a corresponding relative decline in smoking rates. Almost one in five students had vaped in the previous seven days.

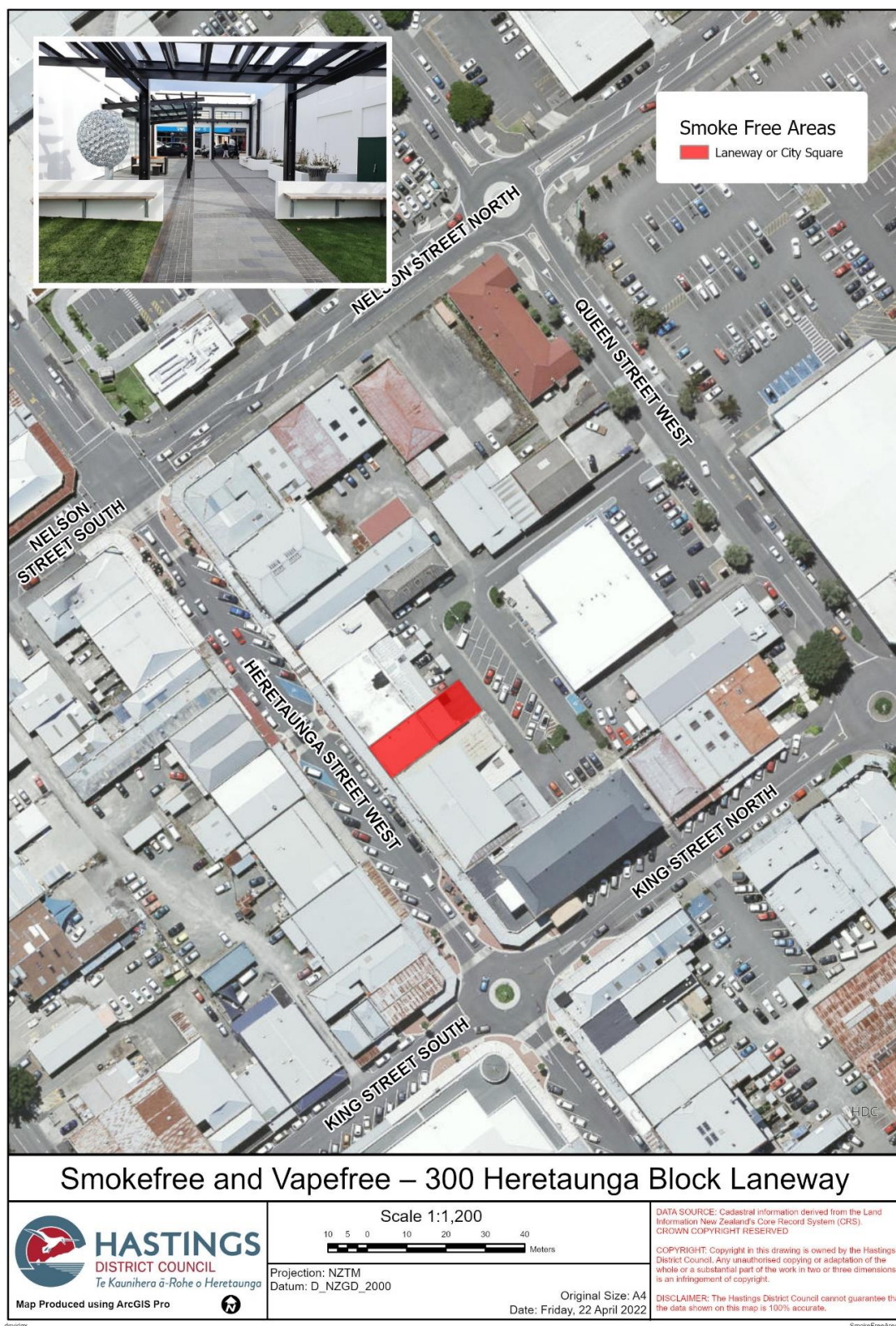
Public Opinion

Support for additional smokefree and vapefree spaces in Napier and Hastings is generally high, particularly for outdoor dining areas and footpaths outside local shopping centres.

Map 1 - Hastings City Square



Map 2 - Hastings Laneway, 300 Heretaunga Block (Hastings CBD)



Map 3 - Hastings Laneway, Opera House Laneway (Hastings CBD)



Map 4 – Napier Laneway, Paxies Lane (Napier CBD)



Map 5 – Napier Laneway, Upper Dickens Street (Napier CBD)



Map 6 – Napier Laneway, Lower Dickens Street (Napier CBD)



Map 7 – Napier Laneways, Station Street (Napier CBD)



Map 8 – Napier Laneways, Gloucester Street (Taradale)



PUBLIC EXCLUDED ITEMS

That the public be excluded from the following parts of the proceedings of this meeting, namely:

AGENDA ITEMS

1. 2022-2023 Grants Allocation Subcommittee Funding Decisions
2. Land Purchase

The general subject of each matter to be considered while the public was excluded, the reasons for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution were as follows:

| General subject of each matter to be considered. | Reason for passing this resolution in relation to each matter. | Ground(s) under section 48(1) to the passing of this resolution. |
|---|---|---|
| 1. 2022-2023 Grants Allocation Subcommittee Funding Decisions | 7(2)(c)(i) Protect information which is subject to an obligation of confidence or which any person has been or could be compelled to provide under the authority of any enactment, where the making available of the information would be likely to prejudice the supply of similar information or information from the same source and it is in the public interest that such information should continue to be supplied | 48(1)A That the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist: (i) Where the local authority is named or specified in Schedule 1 of this Act, under Section 6 or 7 (except 7(2)(f)(i)) of the Local Government Official Information and Meetings Act 1987. |
| 2. Land Purchase | 7(2)(i) Enable the local authority to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations) | 48(1)A That the public conduct of the whole or the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist: (i) Where the local authority is named or specified in Schedule 1 of this Act, under Section 6 or 7 (except 7(2)(f)(i)) of the Local Government Official Information and Meetings Act 1987. |

NAPIER PEOPLE AND PLACES COMMITTEE

Open Minutes

Meeting Date: Thursday 9 June 2022

Time: 9.30am – 10.30am

Venue Small Exhibition Hall
War Memorial Centre
Marine Parade
Napier

Livestreamed via Council's Facebook site

Present Councillor Boag (In the Chair), Mayor Wise, Deputy Mayor Brosnan, Councillors Browne, Chrystal, Crown, Mawson, McGrath, Price, Tapine, Taylor and Wright

In Attendance Acting Chief Executive / Director City Strategy (Richard Munneke)
Acting Director Community Services (Darran Gillies) [Zoom]
Director City Services (Lance Titter)
Director Infrastructure Services (Debra Stewart)
Acting Director Programme Delivery (Jamie Goodsir)
Manager Communications and Marketing (Julia Atkinson)
Pou Whakarae (Mōrehu Te Tomo) [Zoom]
Chief Financial Officer (Caroline Thomson)
MTG Director (Laura Vodanovich)
Manager Community Strategies (Natasha Mackie)
Māori Partnership Manager - Te Kaiwhakahaere Hononga Māori (Beverley Kemp-Harmer)
Investment and Funding Manager (Garry Hrustinsky)
Health and Safety Lead (Michelle Warren)
Team Leader Governance (Helen Barbier)

Administration Governance Advisors (Anna Eady and Carolyn Hunt)

Karakia

The meeting was opened with a karakia.

Apologies

Councillors Wright / Taylor

That the apology from Councillor Simpson be accepted.

Carried

Conflicts of interest

Councillor Boag (in the Chair) declared a conflict of interest with agenda item one.

Announcements by the Mayor

Nil

Announcements by the Chairperson

Nil

Announcements by the management

Nil

Confirmation of minutes

Councillors Mawson / Chrystal

That the Minutes of the meeting held on 28 April 2022 were taken as a true and accurate record of the meeting.

Carried

AGENDA ITEMS

1. COUNCIL SUPPORT FOR THE SALE AND SUPPLY OF ALCOHOL (HARM MINIMISATION) AMENDMENT BILL (PRIVATE MEMBERS' BILL)

| | |
|-----------------------------|---|
| Type of Report: | Procedural |
| Legal Reference: | N/A |
| Document ID: | 1465021 |
| Reporting Officer/s & Unit: | Rebecca Peterson, Senior Advisor Policy |

1.1 Purpose of Report

To seek endorsement from Council to publicly support the proposed Private Members Bill: Sale and Supply of Alcohol (Harm Minimisation) Amendment Bill.

At the meeting

Cr Boag declared a conflict and took no part in the discussion or decision for this item. Councillor Wright chaired this item.

The Officer spoke to the report with the support of Dr Nicki Jackson, Executive Director of Alcohol Healthwatch. In response to questions it was noted:

- The Private Members' Amendment Bill provides exemptions for touring teams coming to New Zealand, certain international events and authorises the Minister to grant exemptions in certain circumstances.
- The prohibited broadcasting of alcohol advertising will only apply to broadcasts originating in New Zealand.
- Alcohol advertising is referring to the name of an alcoholic beverage, an alcohol trademark, or an alcohol manufacturer's name.
- The Private Members' Amendment Bill prohibits alcohol advertising in or on a sporting venue during a broadcast sports activity, and also prohibits the sponsorship of a sports broadcast and of a sporting venue.
- Alcohol Healthwatch will be advocating for the Bill to extend to all levels of sports at the Select Committee phase.
- For the purposes of this Amendment Bill, broadcast means any transmission received by the public of programmes over the radio, internet, or other means of telecommunication.
- The special appeals process is unique to alcohol policies. Appeals to the Hastings District & Napier City Councils' Local Alcohol Policy were made about trading hours by local supermarkets, and took a long time to be resolved.
- There are two mechanisms to "buy out" alcohol sponsorship. One is the current health promotion agency levy on purchased alcohol which is used to address alcohol related harm. Alternatively 2.5% of alcohol excise revenue could be used. Alcohol excise revenue is \$1.2 billion per annum. This could be hypothecated by Treasury to address alcohol related harm.
- In the 1990s a 'buy out' of tobacco sponsorship occurred. The Smokefree Environments Act 1990 established the Health Sponsorship Council which received approximately \$6

million per year for five years to 'buy out' tobacco sponsorship. Research showed that as tobacco stopped sponsoring teams, other businesses stepped forward to take its place.

- Many countries followed New Zealand's lead in the 1990s and there has been significant reductions in people smoking. Research has found there are more young people in the United Kingdom who can't name a tobacco brand than can.
- If the Committee support the Private Members' Amendment Bill there are a number of options Council can use to address specific aspects of the Bill directly.
- Due to lack of research alcohol harm statistics are dated. In 2007 there were 802 alcohol related deaths, current annual figures can be estimated to be over 1000 per year. Approximately one in five New Zealanders report being harmed by other's alcohol consumption. It is New Zealand's most harmful drug.

It was noted that Council can make a submission at the appropriate time highlighting concerns for the sponsorship and advertising of alcohol at sporting venues.

COMMITTEE RESOLUTION

Councillor Brosnan / Mayor Wise

The Napier People and Places Committee:

- Endorse the proposed Private Members Bill: Sale and Supply of Alcohol (Harm Minimisation) Amendment Bill, which aims to:
 - Remove the special appeal process through Local Alcohol Policies.
 - Wind down alcohol advertising and sponsorship of sport.
- Note Council's support for the bill is primarily in response to the matter of the Local Alcohol Policy special appeals process. Council notes no view on the support or otherwise of the advertising provisions in the Private Members Bill: Sale and Supply of Alcohol (Harm Minimisation) Amendment Bill.

Councillors McGrath, Mawson, Tapine, and Taylor voted against the motion.

Carried

2. HAWKE'S BAY MUSEUMS TRUST COLLECTION MANAGEMENT AGREEMENT

| | |
|-----------------------------|--|
| Type of Report: | Contractual |
| Legal Reference: | N/A |
| Document ID: | 1455136 |
| Reporting Officer/s & Unit: | Darran Gillies, Acting Director Community Services |

2.1 Purpose of Report

To seek Council approval to enter into a new Management Agreement with the Hawke's Bay Museums Trust (HBMT) expiring 30 June 2023 while the Hawke's Bay Regional

Collection Joint Working Group conducts its review of governance and operational arrangements of how the collection is to be maintained and governed.

At the meeting

The MTG Director spoke to the report. In response to questions from the Committee it was clarified:

- The governance and operational arrangement review has a broad scope and includes reviewing how the collection is maintained and governed, the funding model, and iwi representation in the governance model.
- The Joint Working Group carrying out the review has one HBMT board member sitting on it. The current governors are supportive of the review and getting the best governance model in place for the collection moving forward.
- The Joint Working Group will be making a recommendation to Council, prior to the election period, on the preferred governance model and operational arrangements for the collection.

**COMMITTEE
RESOLUTION**

Councillors Wright / Crown

The Napier People and Places Committee:

- a. Approve that Napier City Council enter into a Management Agreement with the Hawke's Bay Museums Trust expiring 30 June 2023.

Carried

The meeting closed at 10.30am

Approved and adopted as a true and accurate record of the meeting.

Chairperson

Date of approval