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**ORDINARY MEETING**

**OF**

**COMMUNITY, SPORT AND RECREATION COMMITTEE**

**AGENDA**

**Time:** 9.15am  
**Date:** Wednesday, 13 April 2016  
**Venue:** Committee Room 1  
Ground Floor, Council Offices  
101 Wakefield Street  
Wellington

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**MEMBERSHIP**

Mayor Wade-Brown  
Councillor Ahipene-Mercer  
Councillor Coughlan  
Councillor Eagle (Chair)  
Councillor Foster  
Councillor Free  
Councillor Lee  
Councillor Lester  
Councillor Marsh  
Councillor Pannett  
Councillor Peck  
Councillor Ritchie  
Councillor Sparrow  
Councillor Woolf  
Councillor Young

**Have your say!**

*You can make a short presentation to the Councillors at this meeting. Please let us know by noon the working day before the meeting. You can do this either by phoning 803-8334, emailing [public.participation@wcc.govt.nz](mailto:public.participation@wcc.govt.nz) or writing to Democratic Services, Wellington City Council, PO Box 2199, Wellington, giving your name, phone number and the issue you would like to talk about.*

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## **AREA OF FOCUS**

The focus of the Community, Sport and Recreation Committee is to build strong, safe, healthy communities for a better quality of life. It will be responsible for social infrastructure (including social housing), social cohesion, encourage healthy lifestyles, support local community events, protect public safety, and provide a wide range of recreation and sporting facilities for residents and visitors to use and enjoy.

**Quorum:** 8 members

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## **1 Meeting Conduct**

### **1.1 Apologies**

The Chairperson invites notice from members of apologies, including apologies for lateness and early departure from the meeting, where leave of absence has not previously been granted.

### **1.2 Conflict of Interest Declarations**

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as a member and any private or other external interest they might have.

### **1.3 Confirmation of Minutes**

The minutes of the meeting held on 3 March 2016 will be put to the Community, Sport and Recreation Committee for confirmation.

### **1.4 Public Participation**

A maximum of 60 minutes is set aside for public participation at the commencement of any meeting of the Council or committee that is open to the public. Under Standing Order 3.23.3 a written, oral or electronic application to address the meeting setting forth the subject, is required to be lodged with the Chief Executive by 12.00 noon of the working day prior to the meeting concerned, and subsequently approved by the Chairperson.

### **1.5 Items not on the Agenda**

The Chairperson will give notice of items not on the agenda as follows:

***Matters Requiring Urgent Attention as Determined by Resolution of the Community, Sport and Recreation Committee.***

1. The reason why the item is not on the agenda; and
2. The reason why discussion of the item cannot be delayed until a subsequent meeting.

***Minor Matters relating to the General Business of the Community, Sport and Recreation Committee.***

No resolution, decision, or recommendation may be made in respect of the item except to refer it to a subsequent meeting of the Community, Sport and Recreation Committee for further discussion.



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## 2. General Business

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### BEGGING IN WELLINGTON

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#### Purpose

1. This report asks Council to consider the findings from the recent exploration of begging project and decide its approach to begging in Wellington. This includes recommendations for dealing with both the underlying issues that contribute to people begging and the impact begging has on the community as a whole

#### Summary

2. Begging is an issue of concern in Wellington and there has been increasing media attention and community interest in the issue.
3. In 2015 Council commissioned Think Place design consultancy to engage those affected by begging to better understand and move towards a stakeholder aligned approach to addressing the issue.
4. The main finding is that begging is a symptom of deep seated social issues and that for sustainable change to occur, a shift in thinking is required from reactive short-term solutions to longer term support.
5. Complex social issues, such as begging, require interventions and support at multiple levels – a quick and easy fix is not likely to be effective. Sustainable change requires an aligned community and multi-agency approach that focuses on underlying issues.
6. In its community leadership role, Council can advocate for positive changes that will contribute to tackling the social and other issues that underlie begging. This includes improvements in the fields of mental health and community care, drugs and addiction, prisoner discharge, training and employment opportunities and access to appropriate, affordable, sustainable housing.
7. Council can also look at its own role as a service provider and community enabler to identify where it can directly or indirectly impact positively on the social issues that contribute to begging.
8. The report recommends that Council take a clear position on addressing the causes of begging. Council is asked to recognise begging as a national issue, to advocate for Wellington and work with its partners on tackling underlying economic, health and social issues.
9. Although long term improvement is the most likely means of achieving positive change, the report also considers shorter term initiatives and identifies three main approaches for addressing begging in Wellington. These are:
  - Street management initiatives aimed at ensuring that public space can be used and enjoyed safely by everyone.
  - Initiatives aimed at discouraging street begging
  - Legal actions aimed at preventing street begging
10. The three approaches are included in the report, with the first being recommended for Council adoption.

## Recommendations

That the Community, Sport and Recreation Committee:

1. Agree that begging is a complex and multi-dimensional national issue.
2. Agree that a coordinated response is required to address the underlying long-term issues identified in Appendix 1 and that:
  - a. Council take a strong leadership role in advocating with Central Government and its agencies
  - b. Actively support the coordination of an aligned multiagency and community response to address issues
  - c. Work with other Local Authorities to ensure a connected national understanding of issues
3. Agree to adopt street management as the preferred approach to dealing with the impact of begging including the options identified in Table 1 at paragraph 32.

## Background

11. Begging on the street is a growing issue in Wellington. Its profile was raised as a result of the 2014 national quality of life survey. This is a national benchmark survey giving comparative data across six New Zealand cities. A new survey question was added in 2014. This asked the public “how big a problem” they thought begging was in their city. 33% of respondents across the six areas, said it was either ‘a bit of a problem” (24%) or a big problem” (9%). By comparison in Wellington 75% of those surveyed thought it either ‘a bit of a problem” (53%) or a big problem” (22%). These figures place Wellington significantly above the national average. In contrast Auckland sits below the national average with 30% of respondents considering begging to be either ‘a bit of a problem” (21%) or a big problem” (9%).
12. There has also been, in the last year or so, a small but steady flow of enquiries made via the contact centre about begging. These include calls expressing concern about the welfare of those begging as well as concerns about perceptions of public safety, the impact on retail and reputational damage to the city. A number of Council stakeholders including social services agencies, the police, the inner city residents association, retailers and the wider business community are increasingly interested in the issue. The police also report an increase in the numbers of people approaching them about begging.
13. Rather than jump at “solutions’ to the begging issue, the Council commissioned Think Place to deliver an exploration into begging project. Their approach is based on the principles of co-design and the belief that those closest to the problem have the expertise, insights and motivation to solve it. The Think Place team worked closely with the Council and other partners on the project design and delivery.
14. This was primarily an engagement exercise designed to explore the reasons that motivate people to beg and to better understand different stakeholder perspectives on the issue. The purpose was to provide a holistic picture of begging which will help shape effective, well designed and sustainable partnership approaches to the issue.

See full report Attachment 1.



15. The project focus was Wellington CBD. Fieldwork and stakeholder engagement took place in late 2015. This included:
  - Workshops with key Council partners - police, business and retail, inner city residents, and social services agencies
  - In depth interviews with concerned stakeholders, citizens and those who beg.
  - Intercept interviews with citizens and retailersAn interactive workshop to review the project findings was held in February 2016. This was for stakeholders who had either spoken to Think Place individually or who had participated in one of the earlier workshops. Invitees included citizens, retailers, the street outreach team, Local Hosts, Police and Kiwi Rail. Think Place presented insights from the project with participants having the opportunity to reflect on the findings and to consider how these might influence future plans to address begging in Wellington
16. The project's main finding is that begging is a symptom of complex, long lasting social issues. Those begging can exercise very little control over their situation and are often hobbled by current or prior addictions, a criminal conviction, and a fragile or non-existent informal support network.
17. The project found that at its most basic level, begging is effective. There are currently enough people who feel good about giving to those who beg. And those who beg are mostly getting what they need from it. The interaction continues because the reasons that underlie begging have not been addressed.
18. Initiatives that deal with begging as a symptom are therefore unlikely to be effective. Think Place pointed out that focussing effort on stopping begging transactions alone will not address the underlying issues and that stopping the transaction may simply result in a re-direction of need for disposable income into more harmful activities.
19. Instead the project suggests that to achieve a sustainable impact on begging requires focus on the underlying problems encountered by those who beg. This calls for community wide and multi-agency aligned approaches to tackle deep seated social issues.
20. Issues include central government social policy and funding changes that have impacted on community care arrangements and mental health provision. Associated issues include psychiatric and other hospital discharge arrangements, drug treatment and addiction programmes, prisoner re-integration and employment opportunities.
21. In its community leadership role, the Council has responsibility for advocating on behalf of Wellington. This includes making representations to central government and working in partnership with government departments and other relevant agencies to secure policy changes and service improvements that contribute to positive long term change.
22. The project also found that a lack of purposeful activity contributed to some people spending time on the streets. Purposeful activity might include employment but also engagement in community based and other social activities.
23. The project findings suggest a significant level of public empathy with those who beg. As the report says, begging is a transactional experience that works. People beg because people give. In the light of this, the Council and other agencies might wish to consider how the kindheartednesses and generosity of many Wellingtonians can be harnessed effectively as part of approaches to end begging.
24. Another significant project finding is stakeholder consensus on attitudes towards those who beg from a position of genuine social need and those whose primary focus is anti-social and criminal behaviour. Whilst some citizens appear able to distinguish between

the two, others are confused and unsure about whom they are comfortable giving to. There are also insufficiently robust mechanisms and no framework which can be used by relevant agencies to formulate appropriate responses to the individuals involved. In Wellington, criminal and social issues are entangled to the point where relevant agencies seem unsure of how to respond.

## **Discussion**

25. In response to the Think Place report, Council should consider how it can best influence and work with its partners to achieve necessary change on issues including social policy that contribute to begging activity. In the shorter term, Council and its partners can also work together to ensure public space can be used and enjoyed safely by everyone. This will result in the Council having a robust policy position on begging which will enable it to give clear public messages on its response to begging in Wellington.
26. Council might also look at how existing resources might be used to help enable people who are self-motivated to change behaviours. The project found that some of the people begging did so because they lacked positive social engagement or employment opportunities. There may be merit in Council departments examining how their services and facilities might offer community activities, volunteering opportunities and practical help with budgeting and job seeking.
27. Council's role as a socially responsible employer is also relevant. Council could review how to improve the scope for it to work directly as an employer and contractor as well as with government departments and businesses to encourage and facilitate relevant job creation schemes and pathways to employment. This might include creating a pool of benevolent employers and job brokerage programmes.
28. In addition to asking Council to take an advocacy and service delivery role in response to the underlying causes of begging, this report also asks Council to decide on its main approach to dealing with the impact of begging in Wellington.
29. Think Place presented three principles to keep in mind when designing new solutions to begging. First, begging is a complex multi-dimensional social issue and solving the issue at one level without looking at the whole problem may create new issues or have unintended consequences. Second, complex issues are suited to numerous small scale interventions and a prototyping approach. Third, begging is an issue that crosses several agencies and impacts businesses, visitors and residents, so as often as possible, solutions and interventions should be collaborative. These principles should be kept in mind when considering the three approaches set out below.

## **Street Management**

30. The first approach is for Council to explicitly tolerate begging as part of the cityscape. This is consistent with viewing begging as primarily a social issue. It does not imply that Council approves of criminal behaviour including intimidatory begging and Council would continue as now to advise citizens to contact the police when this is either experienced or witnessed.
31. Alongside this Council would take a clear and aligned approach to street management, public engagement and communications. Central to this would be Council commitment to ensuring that public space can be used and enjoyed safely by everyone. Council would encourage responsible behaviour by all public space users and work to ensure that vulnerable people are treated with respect.

32. Street management is recommended as the preferred approach to addressing the impact of begging in Wellington. Table 1 includes suggested actions that are consistent with this approach. It also builds on existing Council initiatives including the smart city pilot with NEC, the role of local hosts, funding of street outreach, and partnership activity with the police and retailers on city safety and other projects including Eyes On.

**Table 1**

<b>Theme</b>	<b>1. Issue to be addressed</b>	<b>Objectives</b>	<b>Actions</b>
Engaging with people who beg	2. Ensure that people who beg are not experiencing any undue harm or discrimination.	To maintain and develop open channels of communication between Council and people who beg.  To facilitate engagement with and access to support services where possible.	Local hosts and the street outreach team will continue to engage with people who beg, with increased emphasis on making connections to services.  Training for Council staff in relation to interactions with people who beg.
Responding to complaints from the public	No strategy for responding to complaints.	3. To provide a clear, consistent and fair response to all complaints.	Council to produce clear and consistent messages for use by the communications team, contact centre and all staff having interactions with the public, including retailers and media.
Managing accessibility on public footway	People who beg and their belongings impeding access on public footways	To keep public footways clear for their primary use.	Advise people who beg of acceptable uses of footways.  Escalate and remove items where necessary in accord with relevant legislation.
City safety	Public perceptions of safety.	Deal positively with safety perceptions.	Use Council communications and partner with the police to give clear messages on the different approaches to passive and intimidatory begging.  Strongly encourage

			victims and witnesses of intimidatory begging to report this to the police.
Disentangle criminal and social issues.	Lack of suitable mechanisms to distinguish between and aid responses to criminal and social issues.	Develop a framework for the Police, social services and other relevant agencies to deal appropriately with criminal and social issues.	Establish a multi-agency forum to consider this issue.
City pride	Negative views on cityscape.	Build pride and community ownership of the city's streets.	Encourage and engage residents, retailers and other businesses to take care of the public space outside their premises.
Harnessing smart technology	Lack of evidence for good decision making and need to improve mechanisms to provide real-time response.	To provide a mechanism for evidence based planning.	Implement smart technologies developed through the Smart City Living Lab.

33. Another street management option is to regulate begging activity through a licencing system. This option is included for Council discussion, but is not recommended. Licensing involves issuing permits which regulate when and where people can beg. Several US cities have such systems. These are policed robustly. Anyone found begging without a valid permit risks legal action whilst non-compliant permit holders can have their permits revoked. In looking at this option, Council is advised to consider whether it is comfortable with establishing criteria for deciding permit applications and with determining when and where begging is allowed. Council would need to consider the application and assessment process resource implications, and agree effective enforcement arrangements with the Police. An example of licencing begging is included in Appendix 2.

#### **Active discouragement**

34. Examples of an active discouragement approach are included for the Committee to discuss. It is not however recommended as the preferred approach.
35. This approach might be described as 'street management plus'. It might involve adoption of the suggested actions in Table 1 at paragraph 32 plus one or more initiatives aimed at discouraging street begging. This might include pilot projects to test effectiveness, trialling 'fail fast, learn fast' methods prior to decisions on making significant budget commitments.
36. A number of cities around the world have experimented with begging discouragement initiatives. The following paragraphs include some possible ideas. Further information on where some of these approaches have been taken is included in Appendix 2.

37. As noted above the project findings suggest a significant level of public empathy with those who beg. It might therefore seem surprising that Council's now defunct alternative giving campaign was unsuccessful. And it has been suggested by some that consideration be given to rebranding and relaunching the campaign with perhaps a more targeted communication strategy. It is significant however that Think Place's project findings suggest that the campaign's lack of success may be because members of the public prefer to give direct to the people with who they have empathy rather than to charities. A repeat of or remodelled Alternative Giving Campaign is therefore unlikely to yield more positive results.
38. In view of the project findings on the prevalence of drug and other addictions amongst those who beg it might be that greater public awareness of how some of the money they give is used could result in significantly fewer people giving money. Council may wish to consider introducing a sustained communications and educational campaign, similar to those running in several UK cities, which link begging and drugs and aim to deter the public from giving. Although there is no striking evidence to suggest their success in reducing begging, there may be merit in further examining the UK experience of 'kindness can kill' campaigns, and the capacity in New Zealand for linking such initiatives to increased drug treatment provision.
39. Another idea that has been suggested as a short term response to begging is vouchers. Typically, this involves the public buying tear off voucher books which offer free services and retail products. These might include such things as a night's accommodation, non-alcoholic drinks or basic groceries. Members of the public minded to give cash to people begging are encouraged instead to give vouchers. The effectiveness of vouchers as either a solution or deterrent to begging is unproven. And it can be argued that this might help increase rather than reduce incidences of begging. Vouchers do not decrease the need for disposable income and it has been suggested that in cities with voucher systems, some recipients trade them for cash or simply see them as additional income.
40. There may also be merit in taking a more assertive approach to street begging which links access to services to greater individual responsibility. It would clearly signal Council disapproval of street begging whilst linking this to a 'helping hand' approach that offers practical support for those wishing to engage seriously with social services agencies and other relevant agencies. This would involve an evolution in the role of street outreach workers and empowering the Council's Local Hosts to take a harder line. There would however be no legal imperative for compliance.

#### **Legal enforcement**

41. Another suggestion is to tackle begging through the legal system and police enforcement. Information on legal enforcement is included here for Committee discussion. It is not however recommended for further consideration.
42. One legal enforcement option is to introduce a by-law banning begging. This would treat begging as primarily a criminal rather than a social issue. Council would need to be comfortable with fining/penalising those who beg and have a clear communications strategy for managing the issue. Robust enforcement arrangements would need to be in place, with police budgets and priorities aligned. There is however no compelling evidence from cities with such bans to suggest that this is an effective means of ending or significantly reducing begging. Furthermore, Think Place's report suggests that banning begging in one area does not stop begging occurring elsewhere and may push people into criminal activity and other harmful behaviour.

43. Passive begging is not illegal in New Zealand. Passive begging includes quietly sitting with a sign or asking for money. Threatening and intimidatory behaviour however is illegal and victims or witnesses are encouraged by Council to contact the Police. Auckland and Hamilton have public safety by-laws which cover intimidatory begging but it is difficult to see the added value this makes to dealing with behaviour that is already illegal under national law.
44. Alternatively, Council could turn the by-law debate on its head and consider the possibility of introducing a by-law that bans citizens from giving to people who beg. Arguably such an approach would minimise the number of financial and other transactions between the public and those who beg. But it might not resonate well with an emphatic Wellington public, or harness that empathy for community engagement in positive change initiatives.
45. Another possible way forward is to combine criminal and social approaches. In Hamilton enforcement of a by-law on safety in public places has been linked to access to housing through the Peoples Project. Whilst this is primarily a homelessness initiative it may point to a potential approach in Wellington. It should be noted again however that the Hamilton's by-law does not cover passive begging.

### **Next Actions**

46. This report recommends that Council take a clear position on begging which recognises it as a complex and multi-dimensional national issue. It recommends that a coordinated response is required to address the underlying long-term issues identified in Appendix 1.
47. The report also recommends that Council agrees to adopt street management as the preferred approach to dealing with the impact of begging. This means tolerating begging as part of the cityscape consistent with viewing begging as primarily a social issue. It does not imply that Council approves of criminal behaviour including intimidatory behaviour and Council would continue as now to advise citizens to contact the police when this is either experienced or witnessed.
48. Next actions will be for Council to:
49. Take a strong leadership role in advocating with Central Government and its agencies
50. Actively support the coordination of an aligned multiagency and community response to address issues
51. Work with other Local Authorities to ensure a connected national understanding of issues
52. Take a clear and aligned approach to 'street management' by implementing the actions in Table 1 paragraph 32. Further developments will be considered as part of Council's impending scoping work on reviewing the Footpath Management policy.
53. Further actions are:
54. Continue supporting the Te Mahana strategy which contributes to the development of a housing first model tackling homelessness and associated health and social issues. Whilst not all people who beg are homeless, the project findings suggest that the chaotic lifestyles of many street homeless people are akin to numbers of people who beg.
55. Through Te Mahana and street outreach continue to support homeless people and those who beg through a strongly coordinated case managed wrap around service.

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However sustained success depends on having appropriate and agile community and health services, employment projects and preventative programmes in place.

56. In response to the project findings that lack of positive social engagement or employment opportunities drove begging behaviour consider options that would enable people who are self-motivated to change behaviour. This could be with partners, through funding/philanthropic projects and/or through Council's own services.

### **Attachments**

- Attachment 1. ThinkPlace project report on begging in Wellington Page 17  
Attachment 2. Examples of other cities initiatives in response to begging Page 51

Author	Simon Tendeter, Team Leader, Community & City Partnership
Authoriser	Greg Orchard, Chief Operating Officer

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## **SUPPORTING INFORMATION**

### **Consultation and Engagement**

The exploration into begging project was carried out using co-design principles with key stakeholders involved in agreeing the project intent and throughout the project. The project involved people who beg, residents, retailers, visitors to Wellington, the Police and social services agencies. This included in depth and intercept interviews stakeholder workshops. There has also been discussion with government departments, police and other stakeholders on the report recommendations.

### **Treaty of Waitangi considerations**

The project does not have any direct Treaty implications. However Maori are over represented amongst those who beg. This was a factor taken into consideration throughout the project and discussed with the Council's Treaty Relations team.

### **Financial implications**

The report recommendations have no significant financial implications and any costs arising from them will be met from existing budgets. Funding for the options and alternative approaches covered from paragraph 33 to 45 could have significant financial implications and are not covered by the LTP or Annual Plan. These options are included for discussion but not recommended.

### **Policy and legislative implications**

N/A

### **Risks / legal**

This is N/A unless Council supports one or more of the options covered from paragraph 33 to 45. In this event risk assessments would be required and legal implications need to be considered.

### **Climate Change impact and considerations**

N/A

### **Communications Plan**

This report and recommendations have been discussed with the Council's Communication team. An initial approach to media management is in place and a communication plan will be developed as part of implementation.



**BEGGING IN WELLINGTON**

An exploration into  
**our community's issue**

*March 2016*

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### Acknowledgments

- Appreciations to Matthew Mawkes and Stephanie MacIntyre for help finding participants and generously offering a space for interviews.
- Thank you to the late Tamahou Wanoa, for gently and expertly supporting us through the interviews. Tama you will be missed.
- Thank you to Joanne Chell and Ngāti Kahungunu ki Pōneke for hosting the Street Outreach workshop and providing kai.
- Thanks also to Steve Flude and Tric Malcolm, Wellington City Missioner, for their early ideas and support for this important project.
- We would also like to thank all those who participated in interviews and work sessions, and to everyone who shared their opinions, thoughts and stories with us in formal and informal ways.

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### Prepared for Wellington City Council by ThinkPlace Authors:

Mondy Jera, Ben McCarthy and Jess Lunnon

#### Contact

*Simon Tendeter, Wellington City Council Communities and City Partnerships Team Leader/Alternate Emergency Welfare Manager  
Simon.Tendeter@wcc.govt.nz*

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## Why begging?

*Begging is not a new phenomenon, but with this project we aim to shed new light on this persistent issue and re-energise the city's thinking on this topic.*

### Introduction

Begging on the street is a growing issue in Wellington. The 2014 Quality of Life Survey indicated that a significant number of people living in Wellington were more likely than other cities to view begging on the street as a 'big problem' or 'bit of a problem'.

Wellington City Council (WCC) has received an increase in begging complaints from Wellingtonians. There is also a growing sense of frustration about begging from retailers and businesses. Social service agencies and Police are also concerned with this trend.

WCC has attempted to quantify the scale of the issue by counting the numbers of those begging on the streets. A recent count conducted by Local Hosts on 20 February 2016, yielded the following: from 9.55am to 2.36pm on the 20th of February, 10 people were counted and from 6.30pm that evening until 1.45am, 12 were counted. A similar number was recorded in the evening of the previous week; 13 people were counted as begging between the hours of 4.45pm and 12.50am.

However, the comments made by community members who participated in the making of this document, along with the Quality of Life Survey findings, point to the issue being of more concern than the numbers may reveal.

There are many theories as to why begging is apparently increasing (e.g. economic hard times, drift from other cities, tolerance by Wellingtonians), but the reasons behind *why* people beg in Wellington have not been fully explored or documented. It is an issue that has taken a long time to become prevalent but is now becoming 'normalised' in the city's landscape. This normalisation concerns many stakeholders.

At present, there is no singular point of contact to get information about begging. The existing data is not held in one place and there is little alignment about what should or could be done to decrease begging across the sector.

### Purpose of this work

The aim of this work is to create more understanding about begging by documenting and illustrating the experiences of various Wellington stakeholders: those who beg, those who are impacted by begging, and those who are working to help those who beg.

It is our hope that this document contributes to the existing body of knowledge on the topic and that the readers can consider this persistent issue in a new way.

Begging is a social issue in its own right, but it is often intertwined with other issues, such as homelessness. This document focuses on begging, but we acknowledge that the complex issues people are experiencing can be extremely difficult to disentangle.

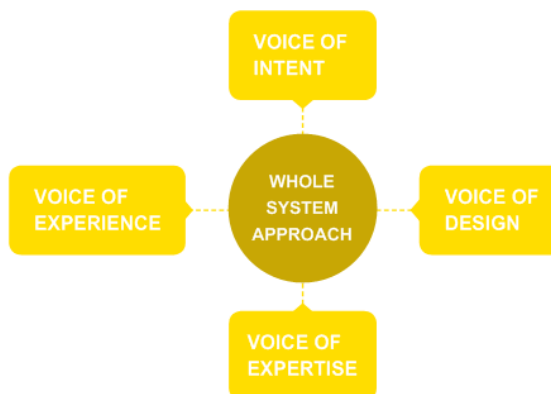
This document may begin a renewed conversation and act as a 'thought piece' which provides a focal point for strategies going forward. The information contained within the document widens the conversation to many players in the community. We believe that for change to occur, begging should be recognised as a complex community dynamic that includes a range of people, offering a range of solutions across the sector. No one organisation can tackle it alone.

This document does not make pointed recommendations, but rather it is meant to provide a platform for deeper understanding, demonstrate some empathy for the key players involved, and open up the space for innovative solutions to be conceptualised and tested going forward.

## Design framework

### *Four Voices Model*

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*Begging is not simply an issue for the people who beg; it is a community interaction involving more than one party.*

*Our approach is to take our Four Voices Model and develop a narrative which illustrates where we could look to create change.*

#### **Voice of Intent**

*The voice of intent sets direction, exercises authority and takes accountability for key decision making during the co-design activity.*

Wellington City Council is the driver of this work.

#### **Voice of Experience**

*Those involved in the interaction of begging, those choosing to give or not give, and those living life and working in proximity to this interaction.*

Those who beg, citizens, residents and visitors who see or interact with people begging, retailers and businesses who have a physical proximity to the places where people beg.

#### **Voice of Expertise**

*The holders of in-depth knowledge on the topic.*

Social service agencies e.g. Downtown Community Ministry, The Night Shelter, Soup Kitchen, Ngāti Kahungunu ki Pōneke, various advocacy services and health services and other stakeholders who have direct contact or interaction with begging. This includes security personnel, Police, Local Hosts and the Street Outreach Team.

#### **Voice of Design**

*The brokers, facilitators, and sense-makers.*

The team tasked with gathering, making sense of, and illustrating the stories of all other voices.

## The process and method undertaken



### *Intent Session*

We held a session with key stakeholders to define the intent and scope, outline what needs to be covered and what the output needs to achieve.

#### **The Intent Group attendees were:**

- Simon Tendeter, WCC
- Gary Haddon, WCC, Local Hosts
- Ross Thornton, WCC, Local Hosts
- Stephanie McIntyre, Downtown Community Ministry
- Jo Taite, Ngāti Kahungunu
- Joanne Chell, Ngāti Kahungunu
- Mondy Jera, ThinkPlace
- Jess Lunnon, ThinkPlace



### *Shadowing with Local Hosts and intercept interviews with those who beg*

On two separate days, the ThinkPlace team accompanied Local Hosts in the CBD (Cuba St, Manners St, Lambton Quay, Railway Station) to observe begging. Nine intercept interviews were conducted with people begging, which gave us context and formed the basis for the future in-depth interview topic guides.



### *Stakeholder work sessions with retailers and members of the Street Outreach team*

Two separate, three-hour work sessions were facilitated by ThinkPlace to gain a better understanding of the stakeholder voice. We explored their experience of begging, what their biggest challenges are and where they would like to create change.



### *Intercept interviews with citizens and retailers*

Two pairs of interviewers from ThinkPlace and WCC, conducted intercept interviews on the streets to listen to some experiences that people have had with begging and how it impacts them. We spoke to a wide variety of people, including tourists.



### *In-depth conversations with concerned stakeholders, citizens, and those who beg*

The ThinkPlace team also interviewed people more formally and privately to deepen our understanding further.

#### **We listened to the stories of:**

- 8 citizens
- 11 people who beg, of which:
  - 10 were Māori
  - 3 were female
  - 8 were not permanently housed
- Stakeholders from KiwiRail and Wellington District Police



### *Insight mining*

ThinkPlace collated the data and observations. Recurrent themes were highlighted so the team could make sense of what we had heard.



### *Synthesise findings*

The thematic content and key insights were then developed into a visual narrative to reflect the experiences we heard.



### *Stakeholder Walkthrough*

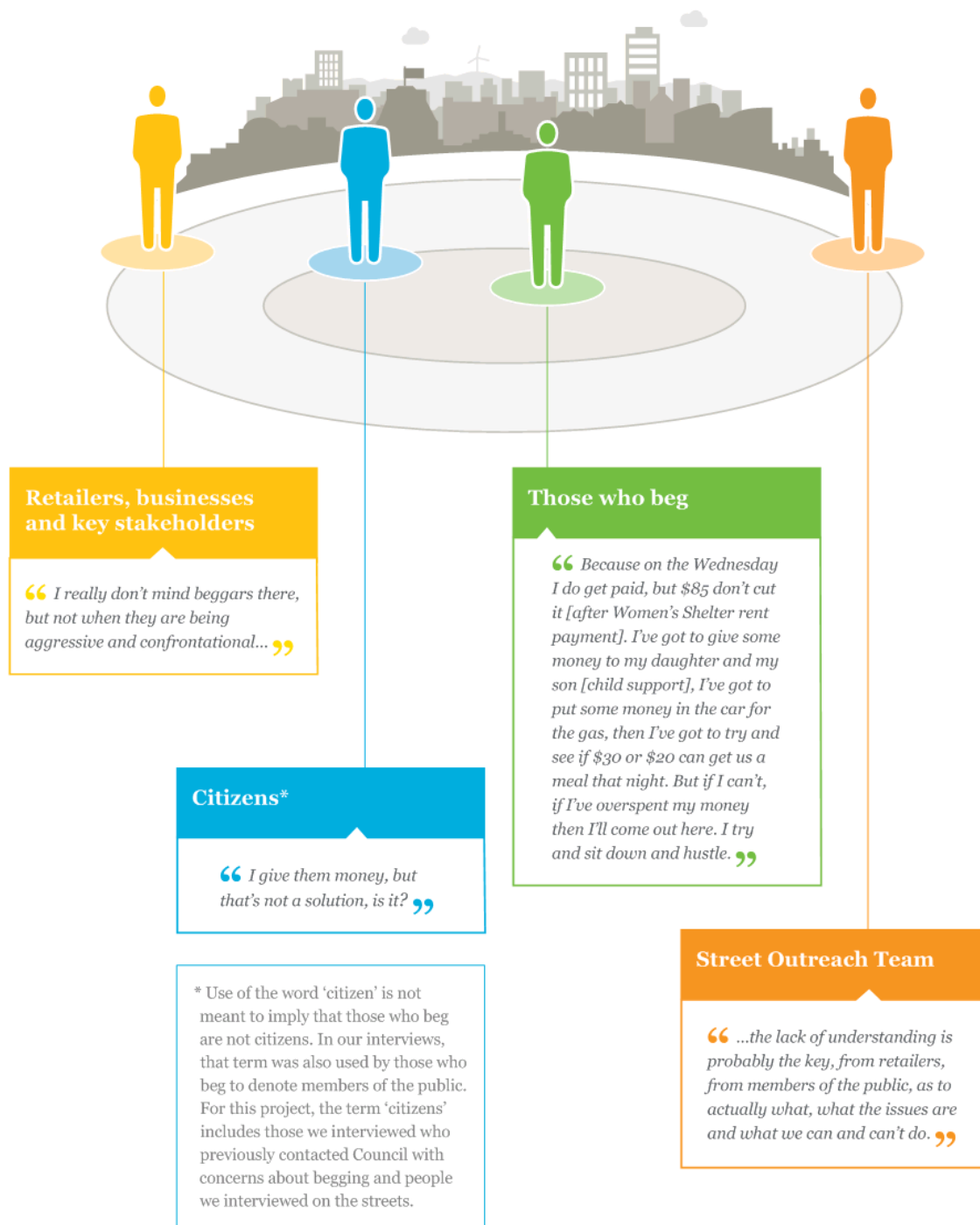
Those who were involved in the Intent Session, previous workshops, and some who were interviewed in-depth, were invited back for a Walkthrough Session to view the draft findings and add to the discussion.

# 1

## Understanding different perspectives

*This section presents the themes that were woven through our conversations. The section ends with a summary of the key messages for each of the various stakeholder groups.*

**Who we listened to**





We asked people to describe begging in one word or a short phrase

*Reconnection* *Unfortunate* *Disappointment* *Cityscape*  
*Habits* *Nobody Cares* *Persistent* *Derogatory* *Broken*  
*Ruin* *Failure* *Sucks* *Lonely* *Desperation* *Fantastic*  
*Beneficial* *Embarrassment* *Necessity* *Entrepreneurial*  
*Motivational* *Horrrifying* *Significant Reputational Risk*  
*Necessary for Survival* *Social Issue* *Distasteful* *Unsafe*  
*Intimidation* *Increasing* *Sharing is Caring* *Community*  
*Hard* *Unnecessary* *Hustle* *Sad* *Humbled* *Hardship*  
*Impossible* *Charismatic* *Increasing*

**Key:**

*Those Who Beg*

*Citizens*

*Retailers, Businesses and Key Stakeholders*

*Street Outreach Team*

## What we heard from those who beg

■ People beg for different reasons. Some who beg are simply short of disposable income once rent, power, debt, petrol, child support and other bills are paid. For others, there are drug or alcohol addictions, cigarette habits and/or co-existing mental health issues which mean they need supplementary income that exceeds what the benefit can provide.

*“I’m broke. I have got, you know, I have got three debts. I have got to go and pawn off just to pay for all the, pay for food in my cupboard or paying a bill.”*

*“But a lot of the people like myself and other people have all got other addictions to either alcohol or drugs and to be straight up, that’s where the money goes... so it covers the drug costs.”*

*“Because on the Wednesday I do get paid, but \$85 don’t cut it [after Women’s Shelter rent payment]. I’ve got to give some money to my daughter and my son [child support], I’ve got to put some money in the car for the gas, then I’ve got to try and see if \$30 or \$20 can get us a meal that night. But if I can’t, if I’ve overspent my money then I’ll come out here. I try and sit down and hustle.”*

*“But at the end of the day it’s just my habit, ‘cause I smoke, that’s all I’m doing it for and ‘cause I ain’t got much to get food, so yeah...That’s how I see it, everybody’s just doing it for a habit.”*



*“I have been struggling ever since I was a kid ‘cause my mum passed away in 1991. I have been moving into foster homes and stuff and I have been on the street since I was 14 years old...”*

■ Begging is social for some, and for others it is seen as a purposeful job with their begging site being compared to an office.

*“Well sometimes if I’m hanging out here [DCM] and there’s nothing happening I just go sit out along the street. Sometimes I get sick of holding the sign because people just go past just looking at it. So, then I use my mouth and say ‘Excuse me, any spare change?’. Sometimes they’ll say ‘no’ then it’s alright, or it’s not about the food and money. I just want their company, just someone to talk to, you know.”*

■ People who beg generally enjoy it when someone takes the time to sit down, empathise with them and get to know their personal story. The Locals Hosts provide this role in a formal capacity, as do the Street Outreach team (although the people interviewed were much less aware of the Street Outreach Team’s role).

*“It’s better for my wairua to be out here, talking to the people.”*

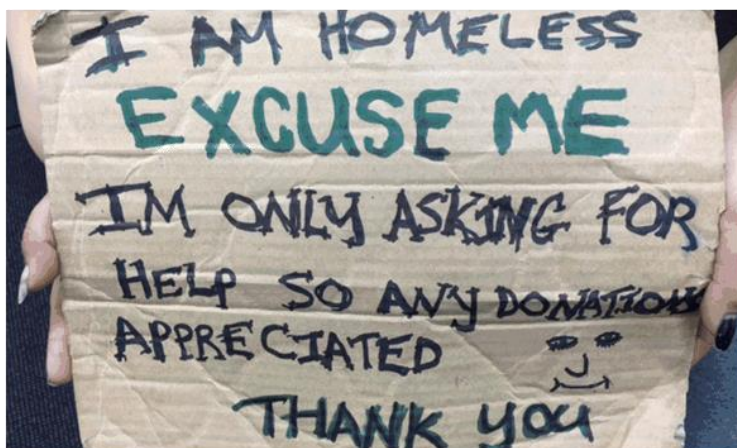
■ Often, the person’s life trajectory was fraught with difficulty and begging was a symptom of a slow decline. For instance, having grown up with abusive families, moving in and out of CYF caregiver arrangements, juvenile offending, prison, drug addiction, isolation from networks, unemployment, etc.

*“I guess it is hard for us to tell people the truth because our families are like memories. We don’t have families anymore, we only have memories.”*

■ Begging methods included sitting with a sign, asking outright for money, selling art or other goods, and impromptu busking. Many have a dollar figure in mind before beginning their day. When the desired amount is reached, they stop.

Some use strategies so as not to ‘overwork’ a particular spot. Others shift so they do not irritate shop owners or overstay their welcome. Some leave a spot to allow others to get money once their quota is reached.

*“You don’t want to be too greedy. If you’re going to be greedy then there’s not enough. If you’re going to be greedy, the next time you sit down there, you’re not going to get the same thing.”*



■ The amount made from a day's begging anecdotally ranges from about \$20-40. Most said they get about \$60-80 per week. There are occasional 'big drops' of \$50 or \$100 notes, but this is rare. Some described waiting to get the day's quota as boring, and others as easy.

Friday and Saturday nights are the best times to beg. Wellingtonians who have been out drinking on Courtenay Place and Cuba Street tend to give more money, but are also more inclined to be verbally abusive at that time.

■ Wellington may be perceived as a good place to beg. Those who beg told us that Wellington, compared to other cities, is kinder and more tolerant of begging and of street people in general. There are mixed opinions about the social services in Wellington, with some saying there is good support and others needing more help.

There also seems to be a drift from both Auckland and Christchurch. We heard that some people came from Christchurch because of the trauma caused by the earthquakes and some drifted down from Auckland because of the restrictive laws and high population. It could also be due to the relatively transient nature of this group.

*“ You know, you never go hungry down here [Wellington], I found that out, yeah, got the Soup Kitchen and DCM actually got me back on my feet... I reckon Wellington community has got the softest heart yeah, I reckon. ”*

*“ As I said before, a lot of people come from Auckland to Wellington because they know that Wellingtonians are more generous and that sort of stuff. ”*



*“And Wellington people are the most generous people around. I haven't met any in any city that's more generous than Wellington people and I have no idea why.”*

■ We spoke to some who wanted to get a job, but felt either trapped by their past criminal convictions or just did not have opportunities for change. It does not appear that the Clean Slate Act is either known or is working for them. Those who want jobs also struggle with the impacts from past or current drug dependencies, traumatic and/or neglectful upbringings and lack of work skills and training. Work and Income do not seem to be effective at getting people from the street community into paid work.

*“ Cause you know, lack of experience, criminal history, you know being in jail, it's hard to find a job if you've been in jail. ”*

*“ But the thing is that you already get punished for your crimes. You come down here to get a job and you get punished again...you know it's always on your record, your permanent record for the rest of your life. ”*

*“ ...and then some people walk past and look at me and go, 'Well get a job', and I say, 'Well how can I get a job if I haven't got any qualifications, any education or you fellas just won't help me?' ”*

*“I mean, I've had, I got brung up in a bad, bad environment – all that sort of stuff... At one stage, I was against it [begging], and I didn't think of it as my way of getting an income. But instead of turning to crime I've had to suck a few eggs and yeah, and ask, and put a sign out and ask, you know... I'm quite disgusted in what I do and that, aye, begging and that. It's pretty sort of low in life, you know.”*



*“...and they said to me, ‘why are you begging?’ I said, ‘Look, you understand this. I have a criminal record and no one wants to hire me. Who wants to hire me? I have a criminal record and they turned around and says ‘oh’ and walked away...I’m never going to them [Work and Income] for help. Reason why I don’t want to go there is they muck you around too much...”*

■ Stopping begging is not easy and they do not want to be forced to quit. Those we spoke with usually said they would not stop if begging were to become illegal. Some said they would need to resort to crime to replace the begging income.

*“ But at the end of the day, it’s not against the law to ask for help. And if the Council wants to put in a by-law against us, well then they are going against our human rights. ”*

*“ I don’t know why, but the Police asked us to move along. We weren’t allowed to ask for money anymore, not on the streets of Wellington anyway and...I left Wellington because of that and went to Porirua. I had given up asking people for money, I thought I would just rob people instead. ”*

*“ I don’t know if the Council’s going to put in a by-law or whatever they’re going to do. I don’t know if begging’s breaking the law, we’re not doing anything wrong. ”*

There were a couple of reports that sometimes the police prevent them from begging in Wellington. They were apprehensive that the Council might pass a by-law to outlaw begging. They suggested that such a by-law would be unfair and would push them into crime.

*“ I’d turn around and go, ‘oh do you have a job for me? If not, f\*\*\* off. Yeah I would just keep doing it until they offered me a job, because if someone said that to me, I’d turn around and say, ‘well why should I stop begging? You know, give me a good reason why?’ ”*

■ People who beg can sometimes see themselves as ‘guardians’ of the streets. For example, they sit outside closed shops at night as security, they generate business for shops when people go in and buy them food or drinks, and they protect and mentor younger streeties. Further, those who beg do not like it when others begging are rude to people and leave messes in front of shops. They generally reported having respect and empathy for the shop owners.

*“ I can understand the shop owners and proprietors and restaurant owners and all that. I can understand them trying to move people sitting outside their shops with things and that sort of stuff and that. But, where else do you go? I mean, the popular streets are Lambton Quay and Cuba Street. ”*

*“ The shopkeeper doesn’t mind because I’m making them happy by the people walking past. Well they stop and they walk in there to make, to give them money to buy something and then they buy me something. ”*

## What we heard from citizens

■ Some citizens said that begging is effective – those who beg make money, so people simply continue to do it.

“ They wouldn’t beg if it wasn’t working. ”

“ Why do they do it? Because they can. It works. No one is moving them on, no one is asking them to shift. ”

■ There was a distinction made between begging and busking. Begging is seen as negative and busking as positive. Some said that busking is better because at least people are trying to entertain others and they are ‘working’ for their money.

“ Take buskers, they are doing something to make people happy. To me, beggars are lazy. ”

“ Be a busker instead. It makes the city vibrant. ”

“ I’m fine with busking – people are doing something, they’re trying to entertain people. ”

■ There was a mixed view on the prevalence of begging in relation to other cities and countries. Some think it is worse here, while others think we have a relatively small problem. However, all agreed that it was an increasing problem in Wellington and they feared the worst if it continues rising at the current rate. Some worried that begging in the city is now normalised.

“ There are so many beggars in Wellington, but I only saw one beggar when I went to Nairobi. ”

Regardless of the prevalence, most citizens said that begging does not reflect positively on Wellington’s image or on our community.

“ I’m annoyed and angry-this is a social sore. The ‘cool little capital’ thing doesn’t fit very well with me. ”

“ It’s not good for the community as a whole. ”

■ Citizens generally believed that people begging on the streets have had a rough life and/or a dependency of some kind. Citizens were also concerned about untreated or unsupported persons with mental health issues and the prevalence of young people begging. They generally had a good grasp of the complex lives of those who end up begging.

“ They look miserable and depressed. They are young, sad creatures. There is no evidence that these people are just spending their money on drugs and alcohol. I don’t like it when people say that. ”

■ In spite of most wanting to help, people did not generally want to give to something like an alternative giving campaign – they did not believe it was an effective approach as it did not immediately help someone in need. They wondered where that money would be going and how it would actually help.

People generally agreed that giving money was not helping anyone in the long-term, but they sometimes did it because they did not know what else to do. Dropping money or food to someone was a low-effort, speedy practice.

“ I give them money, but that’s not a solution, is it? ”

“ I wouldn’t give money to that [alternative giving campaign]. I wouldn’t know where the money is actually going. ”

“ I prefer to give on my own, if and when I want. ”



“Some of them write on their signs, ‘Looking for Work, Can’t Find a Job’, but maybe some of them just need education, need to know how to work or look for work. Maybe they’ve just had a shitty turn.”

■ Citizens perceive some begging as 'genuine' and some as 'opportunistic', but find it hard to differentiate between the two. People generally want to help people who they believe are in need (the deserving), but they are annoyed with those who they feel are just trying to get money (the undeserving).

*“ I am disappointed in this country. Can't people get help? This is what I pay my taxes for. ”*

*“ We have a socialist welfare system, but it isn't working. ”*

*“We're an advanced society, we need to figure out a way to help. Begging is a symptom of a wider problem, a general movement. Government policies are probably to blame.”*

*“ I can't tell what their needs really are. I'm confused about what the issues really are. ”*

*“ For those just making easy money, it kind of takes away from those who really need it. ”*

*“ I object to others who use it as an easy out and for those who are capable. ”*

■ There seemed to be a level of naivety, hoping for the best from people in the worst situation. Some empathetic citizens stop to talk to those who beg, find out what they need, ask if they are okay and go and get them food. Some have even offered jobs to those who beg.

However, citizens who see people who have cigarettes, mobile phones, iPads, nice shoes or clothes, very quickly lose empathy and wonder how those who beg can afford those things. Empathy also ends when those who beg seem ungrateful, aggressive or are actively using alcohol or drugs.

*“ I've tried to put myself in their position. There's a lot of help in New Zealand. I feel sorry for them in some ways, but then I saw one pull out an iPad and start typing. ”*

*“ I wouldn't give them money because I see them smoking. ”*

■ The citizens we spoke to had a low understanding of the realities of getting by on a benefit. They were unaware of how low the benefit can be and of benefit breaks, such as stand-down periods. However, because there is a social support system in New Zealand, they expressed frustration and wondered why the social safety net was not supporting people who are begging. Most believed that the government should be taking care of these people, and some questioned how their tax money was being used in this regard.

## What we heard from retailers, businesses and other key stakeholders

■ This group felt that begging can be 'annoying and manipulative', particularly when people who beg target vulnerable citizens or sit near ATMs. There was a distinction made between passively and aggressively begging – just sitting with a sign versus actively asking for money or stand over tactics. This group was more concerned with the impact of aggressive begging, however, there was general agreement that all begging was an image issue for Wellington.

*“ I always get complaints from members of the public about beggars being out, especially in front of [premises], and members of the public feel intimidated by a lot of them, especially if they're in large groups... ”*

*“ I really don't mind beggars there, but not when they are being aggressive and confrontational... ”*

■ There are worries that people who beg may encroach on shared public spaces, making the people feel uncomfortable or unsafe.

*“ Even in the city you should have your own personal space. ”*

*“It detracts from the usability of public spaces, particularly as you move into the city, it cuts down on the usage of them, and people won't go in to shop, particular shops if there's beggars out there.”*

■ We heard a lot of concerns from this group about the negative image that begging has on Wellington in general. They are worried about the impact this might have on business and the retail environment. Interestingly, some who beg also agree that begging is not a good look for shoppers and they have some empathy for retailers.

*“ It's a bad look for Wellington. ”*

Whilst some saw busking as adding some vibrancy to the city and creating a positive image, some felt it detracted, especially when those who beg 'sort of busk', but they are not very good.

*“ Is there a crossover between begging and busking? Because I see some incredibly bad singers and stuff like that, you know, maybe they're just doing that in hope that somebody will see it as busking and not begging. ”*

■ It is not easy to disentangle begging from other types of offensive behaviour happening around Wellington. We heard that this group is concerned that there is a criminal 'underbelly' to some of the begging activity. In particular there are reports by retailers that some people begging are also involved in criminal activity such as shoplifting and on-selling items, pooling their money and maybe even using heavy-handed tactics with other people begging.

We heard there could also be begging 'gangs' in the city, although at present it appears that no one really knows with certainty just exactly how begging and crime are related, which makes it hard for retailers to know just how

concerned to be about the issue of begging in general. There was also concern that nighttime begging activity could be quite different to daytime activity, and that may not have been reflected in this report.

■ There were mixed opinions about whether begging directly impacts negatively upon businesses – some businesses seem to be more affected than others. For example convenience stores may have more interactions with those who beg. For others, it may be less about the direct impacts and more about the image and the perceived lack of safety by customers.

For others, there are a whole host of anti-social behaviours that plague their business environments, with begging just one of them. Other concerning anti-social issues include public urination and defecation, spitting, graffiti, vandalism, aggressive youth, public intoxication, homelessness and loitering.

■ Some retailers are trying workarounds to solve the problem. Various strategies are being employed to get people who are begging to move along: ringing Council or Local Hosts, directly asking them to move on, handing out food, managing the physical space outside shops with signage, using sprinklers and water hoses, calling police, using the 'EyesOn Wellington' service.

*“ If they get really aggressive, I just then, I call the police. ”*

On the one hand, there is urgency to remove begging from the CBD but there is also some understanding that begging is a complex social issue.



## What we heard from members of the Street Outreach Team

■ This group was frustrated that people are sometimes being paroled directly from prison to the Wellington Night Shelter (this can happen from other cities directly to Wellington). Social services have a disconnection from Corrections and there are not good interim housing options for parolees. Sometimes people beg directly from prison release due to lack of other supportive options.

■ Their view is that costs of living are rising, but incomes and benefits are not. Begging provides a source of disposable income. Many beneficiaries have no extra cash and no savings, so begging fills the gaps, which can sometimes be used to cover emergency expenses. Also, not everyone in need is receiving a formal benefit of any kind.

They said that giving cash directly to those who beg does not solve the issue, but it may be the only thing that people feel they can reasonably and easily do to help. Also people may have money to give, but not time. There is an effective dynamic happening – if someone asks, someone will give.

■ This group noted that those who beg have a lack purposeful activity. Because of the complex nature of their circumstances, people who beg have many barriers to engaging in meaningful activity in society.

*“ Sometimes it’s a case of, they are sitting there so may as well put out a sign and make some money. ”*

■ Begging represents a great loss of pride and mana – begging is seen as the lowest and the last resort. It is especially concerning for Māori who are begging because they are often disconnected from their culture, whakapapa and whānau.

This group expressed concern about the vulnerability of those who beg; they are usually dealing with co-existing, complex problems; they are battling with mental health issues and addictions.

■ There’s a perception of Wellington as generous, so people flock to the resources of the city. Wellington may be more politically left-leaning, more aware of burdened social systems, and of the complex environment in which social services work.

The team told us that there is a strong begging and streetie community. There is a connectivity with people who beg – there are strategic spots where there are more chances for social interaction. Aggressive newbies are dealt to by the street community. They get sorted out or moved on. The begging community provides the informal support that they may not be able to get through their families.

*“ It’s hard to get out of the [begging] routine once in it. ”*

■ People who beg need positive connection to others and to the wider society in addition to the basics of income, food and shelter. Seeing people who beg as human and learning not to judge them is important – knowing their stories and taking the time to interact with them and making a connection to those who may be lonely is an essential part of helping them.

■ People who work with those who beg noticed that they are not thinking about long-term objectives, but they are just surviving day-to-day. Focus should go towards interventions that help before someone gets to the point that they need to beg; begging should not be the way people normally get income.

Because begging is not illegal, police or security agents have limited power to act unless someone is being physically intimidating, trespassing or otherwise breaking a law. This limited power causes frustration for some who might expect there to be police enforcement of this issue.

*“...the lack of understanding is probably the key, from retailers, from members of the public, as to actually what, what the issues are and what we can and can’t do. ”*

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## Key messages from what we heard

### Those who beg

- The people we spoke to were begging for disposable income to help pay bills, support habits or addictions, or because they did not have other forms of positive social engagement or employment opportunities.
- We were struck by the extent of difficulty that people begging were experiencing; they grew up in harsh circumstances and poverty, they battled addictions and co-existing mental health issues and they were disconnected from their whānau. Those who had been incarcerated could not get jobs, thus keeping them in a poverty cycle.
- People begging were aware of their impact on society. They understood that begging in front of shops and ATMs may be unpleasant or feel unsafe for some customers and shop owners. Some were agreeable to being moved on, whilst others felt entitled to sit where they wanted. Some felt they had a role to play with shops – they believed they attracted customers and/or acted as security.
- People who beg admired Wellingtonians – they believed them to be kind, caring and generous.

### Citizens

- Citizens were concerned that begging was increasing and it was not a good look for Wellington. Some also felt unsafe because of begging.
- Those we spoke with were generally empathetic towards begging; they saw it as a failure of our social welfare system.
- Empathy ends when people see those who beg using phones or iPads, smoking, or wearing nice clothes or shoes.
- People would like to give, but prefer to give to those in 'genuine need' instead of the 'opportunists'. They have a hard time distinguishing between the two.

### Retailers, businesses and key stakeholders

- This group was concerned about the negative image that begging portrays. They also felt that begging may make shoppers and visitors feel unsafe or annoyed.
- Begging is bothersome and sometimes comes with other anti-social issues such as public urination, spitting, intoxication and leaving rubbish in a begging spot.
- There was concern that people begging may sometimes be wrapped up in criminal activity such as stealing and on-selling items. Retailers may see more of these issues in their daily business. It makes it difficult to disentangle begging from other offensive and criminal activity.
- In lieu of laws against begging, this group may use workarounds such as the Eyes On Wellington App, putting up physical barriers, asking people begging to move on and contacting Police when issues escalate beyond their ability to cope.

### Street Outreach Team

- There was concern expressed that begging is a shameful experience and is harmful to mana.
- People who beg tend to be short-term thinkers who are just surviving day-to-day, making it hard to change their behaviour.
- People who beg are poor, with lack of affordable housing options, lack of job opportunities and few options for engagement in a more positive side of life.
- This group felt that people who beg are vulnerable and we need to ensure that their human rights are not violated.

## 2

# Making sense of what we heard

*The following section goes deeper into the experience of begging with visually illustrated snapshots. The snapshots demonstrate that while begging is an activity that we see on the streets, there are complex factors that influence the reasons why people beg. The visuals may be useful as a way to impart empathy and to use as a tool to help unravel this complex issue.*

Item 2.1 Attachment 1



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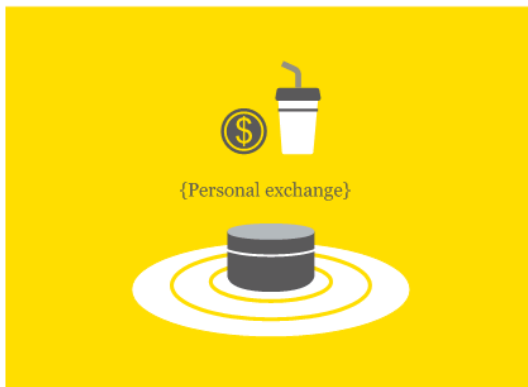
## **Begging is currently an effective transaction**

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*Begging is a complex, multi-faceted problem. Focusing only at the transactional level (asking and giving), ignores the underlying factors that need to be addressed in order to alleviate this issue for the community.*

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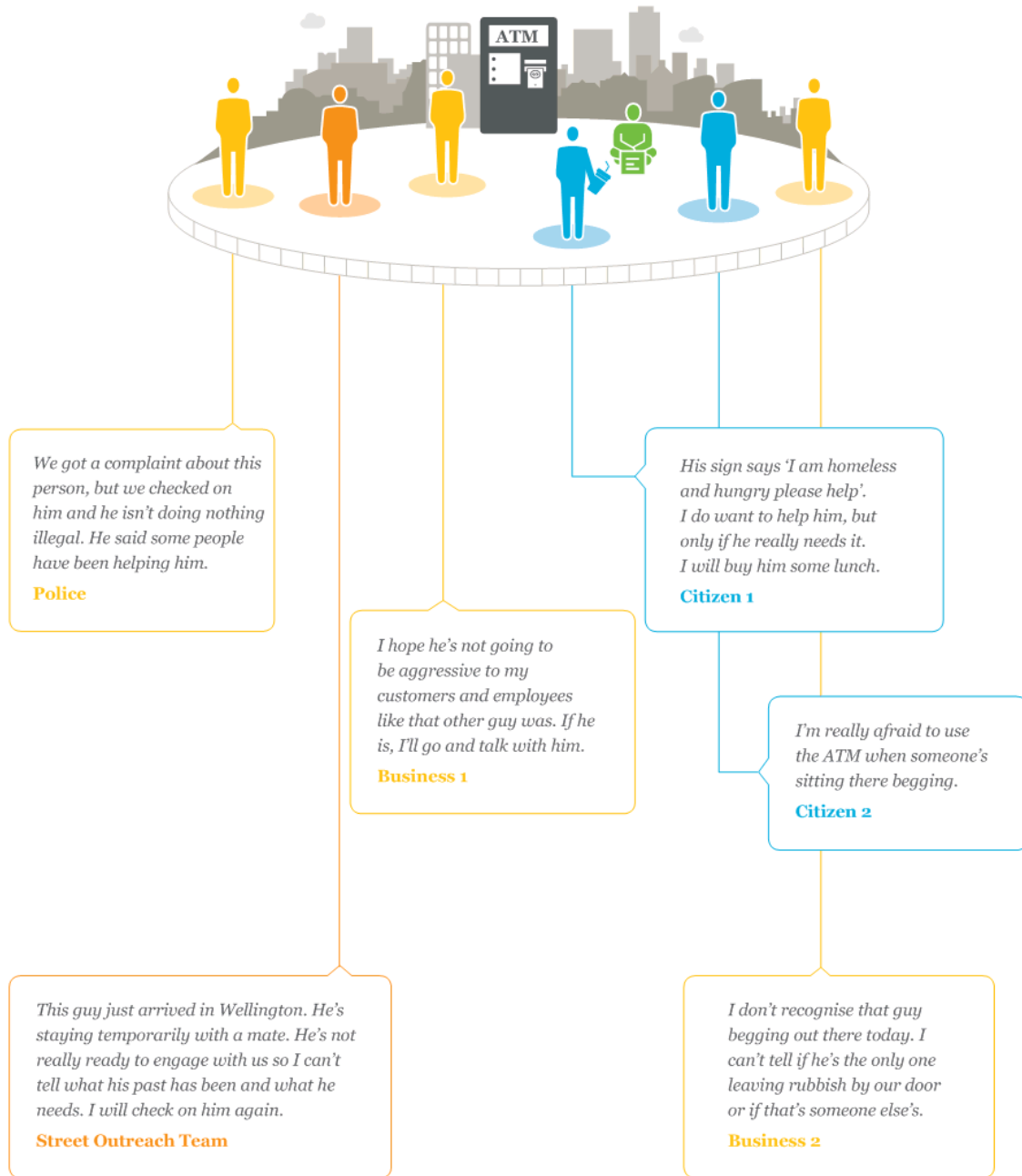
At its most basic level, begging is effective – there are currently enough people who feel good about giving to those who beg (giving is an effective, time-saving, low-effort form of charity that makes them feel good), and those who beg are mostly getting what they need from it (some extra income and food). Therefore, the interaction continues because the reasons that underlie the begging have not been addressed; begging is a symptom.



Given that this dynamic is working relatively well for both parties, one begins to see why alternative forms of giving or an outright ban may not provide the total solution to end begging. Those who beg still need their income, and those who give still need low-effort, expedient forms of donating money that deliver confidence that donations will be used thoughtfully. Alternative forms of giving and banning are mainly aimed at adjusting to the needs of the giver, but do not address the needs of the person begging.

The view from both sides (askers and givers) is that money is needed now. But this masks the reasons that contributed to the need for begging in the first place. For sustainable change to occur, a shift in thinking is required from short-term solutions to longer term supports. Complex social issues, such as begging, require interventions and support at multiple levels – a quick and easy fix is not likely to be effective. So, removing begging at the transactional level only means that the complex issues are still there and will persist. Various types of well-matched interventions will be required.

**One view of the transaction\***

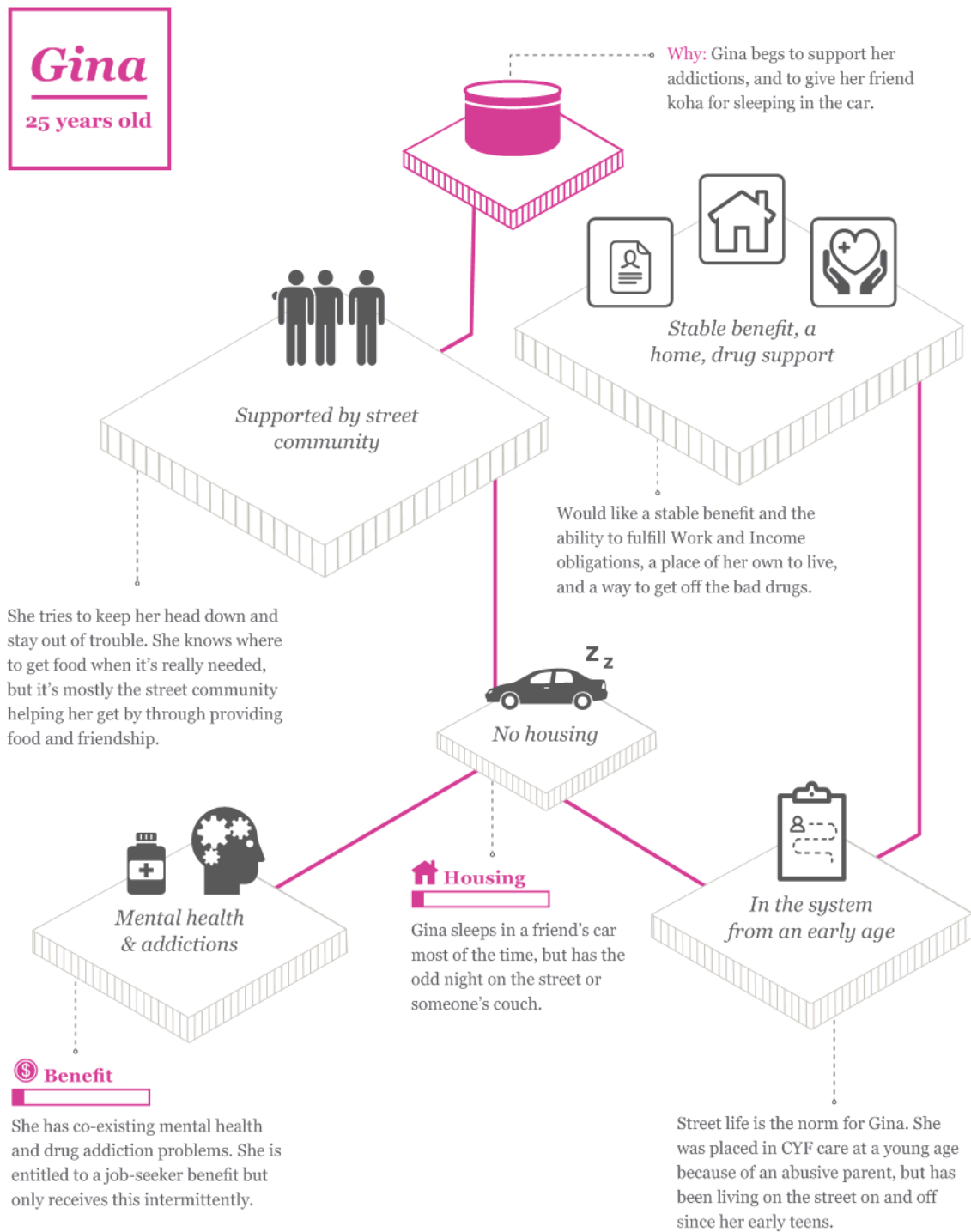


\* All quotes on this page are hypothetical and used to illustrate a point.

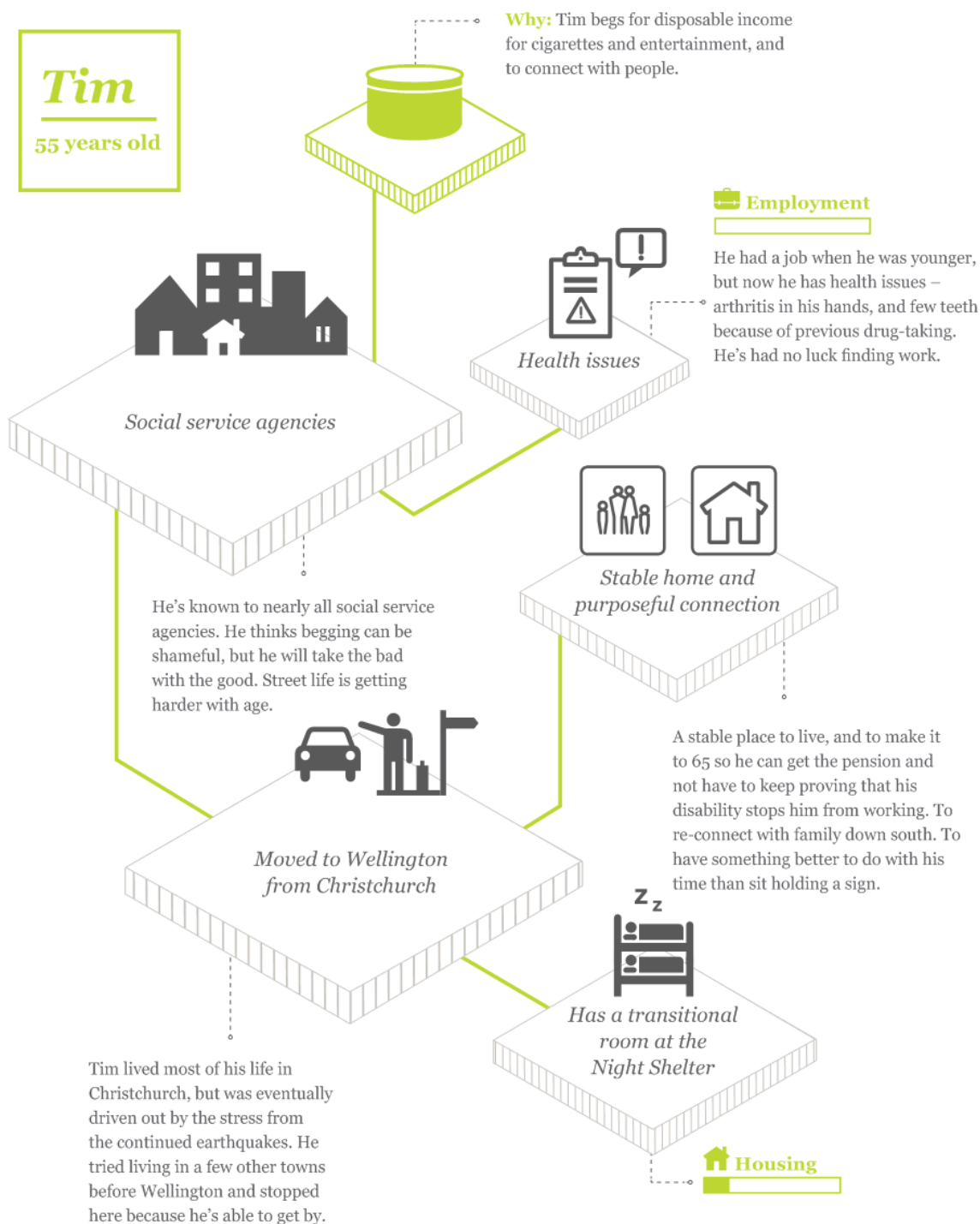
**Begging is a symptom**

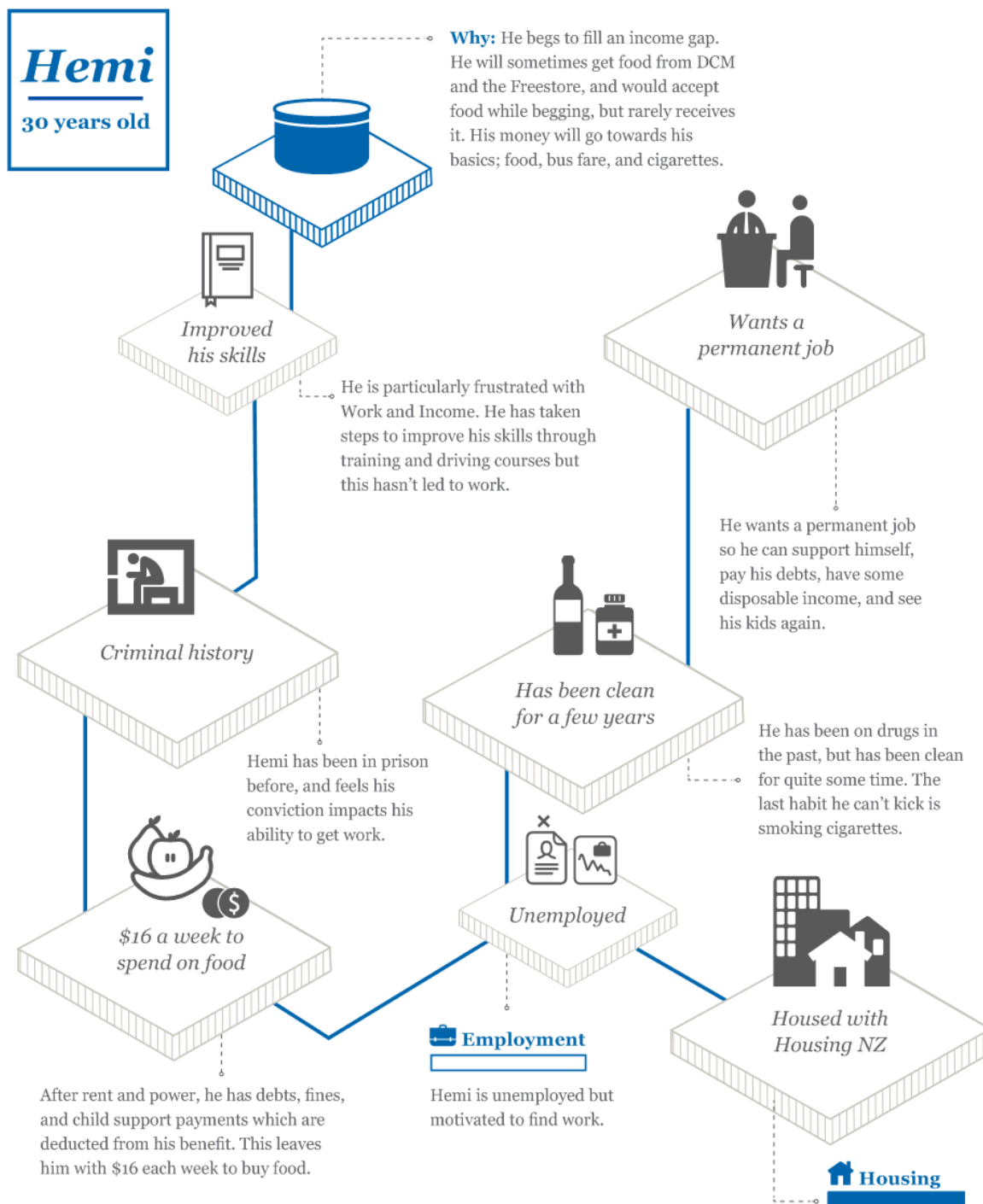


**Why do people beg?**









### 3

## Creating meaningful change

*This final section offers some principles for designing future solutions, outlines what all the players may need, and concludes with some How Might We questions that are a starting point to stimulate thinking. We included ideas that came directly from the workshop participants.*

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## Principles for designing future solutions

*This project has demonstrated that begging is a complex phenomenon and it is a dynamic transaction that involves a community of players. Sustainable solutions will need supportive policies and key agencies working in alignment.*

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### Working principles for designing sustainable solutions

In order to create meaningful, long-term change that meets the needs of all involved, we thought about some principles to keep in mind when designing new solutions.

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#### Understand all the levers

Begging is a complex, multidimensional social issue. Solving an issue at one level without looking at the whole problem may create new issues or have unintended consequences. For example, banning begging from the CBD does not stop begging occurring elsewhere and indeed may channel the need for disposable income into petty crime or other harmful activity. Ensure if one lever is activated, there are plans to react to other potential levers.

#### Start small and be biased towards action

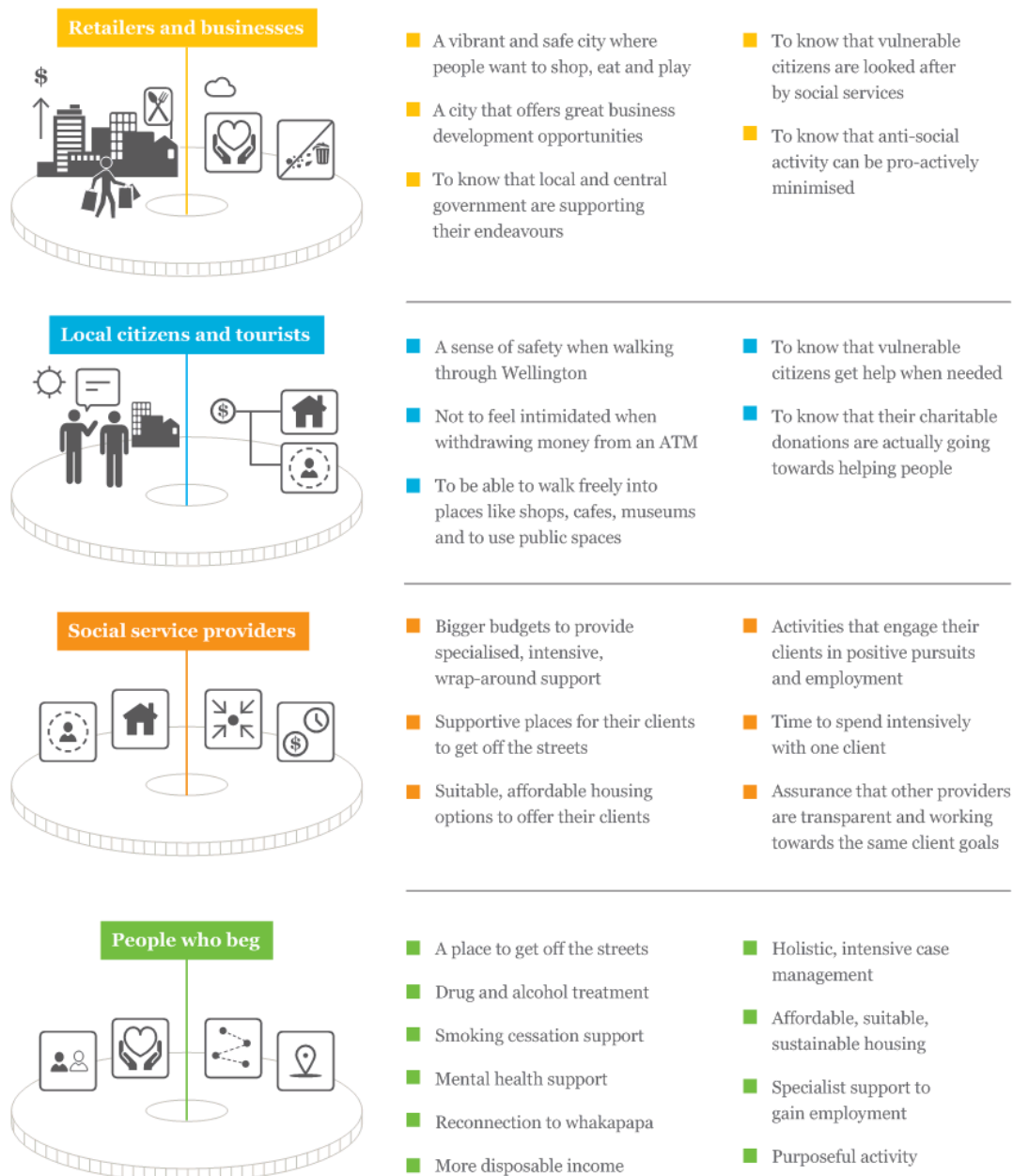
Complex issues require numerous, small-scale interventions. Take a prototyping approach – test ideas on a small scale as cheaply and quickly as possible. Evolve and tweak as you go to create momentum. Demonstrating cost-effective action is important for the whole community.

#### Work together

As often as possible, solutions and interventions should be collaborative. Begging is an issue that crosses several agencies and impacts businesses, visitors and residents. The agency list is broad and may include: Work and Income, Police, Corrections, retail and business advocacy groups, resident groups, transport agencies, DHB, mental health agencies, local Iwi, gambling support, drug and alcohol services, social housing providers, homeless advocacy groups, Women's Refuge, Downtown Community Ministry, Wellington City Mission, free food outlets and the Wellington Night Shelter.



## Envisioning the community's needs

*Given the principles outlined on the previous page, and taking into account the stories we have heard from all stakeholders, we believe that successful change needs to be holistic and cater to everyone's needs concurrently.*



*In order to generate new ideas, it is helpful to begin with open-ended, high-level focusing questions. The following questions were created with the help of the participants at our final stakeholder workshop.*

**How might we...**

<p><b>Redirect the goodwill of givers into more constructive solutions?</b></p>	<p><b>Incentivise employers to hire those that beg?</b></p>
<p></p>	<p><b>Increase assistance without just giving a handout?</b></p>
<p></p>	<p><b>Determine what is or isn't 'acceptable begging'?</b></p>
<p><b>Ensure people get the mental health treatment and addiction support that they really need, for as long as they need it?</b></p>	



## Emerging ideas

*At the final stakeholder workshop, the group had a chance to practice generating ideas that they think will help address the issue. The next phase should involve more robust idea generation, prototyping and piloting new initiatives on a small scale.*





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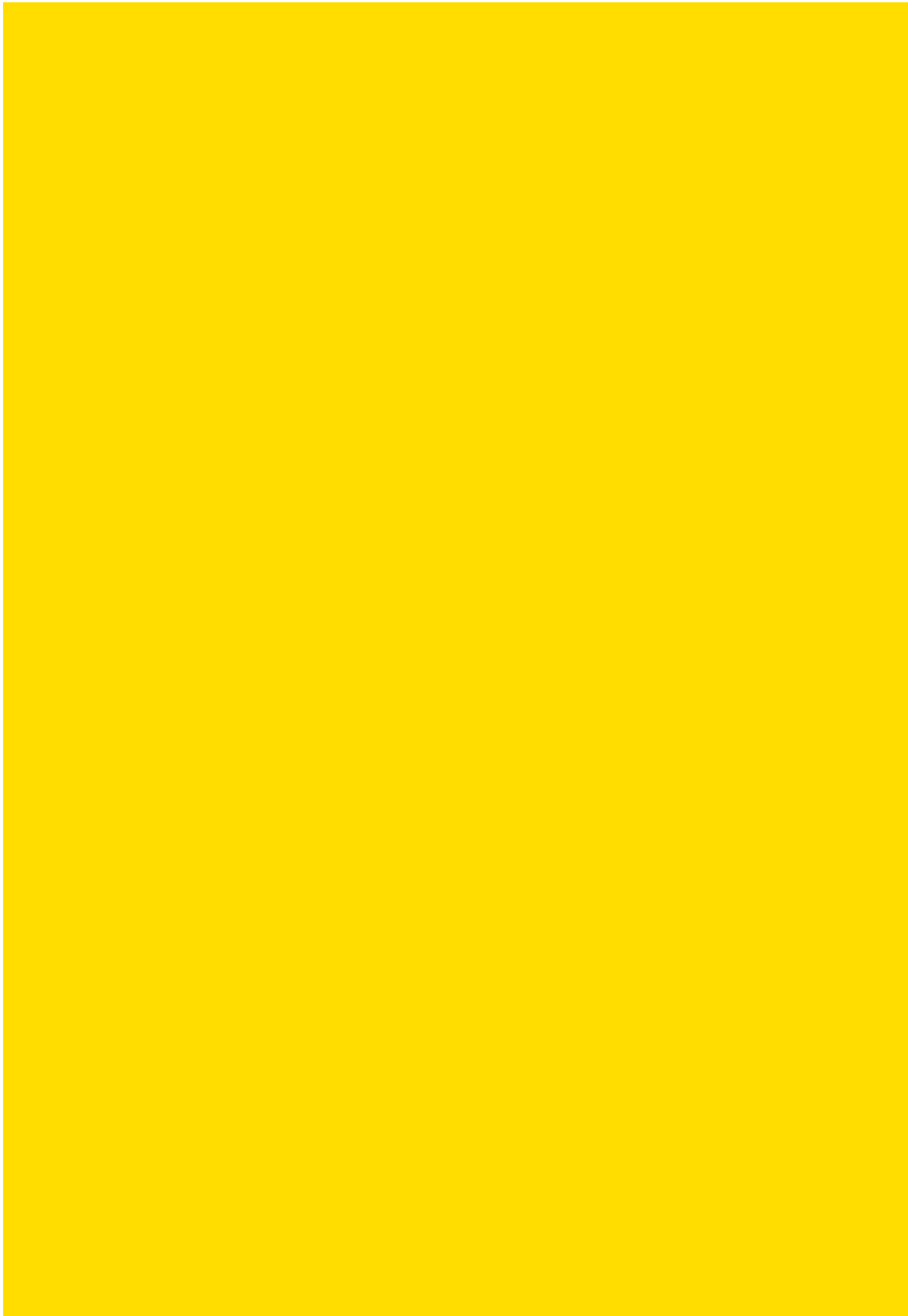
### **Conclusion**

This document has re-enforced that there are many stakeholders across Wellington who are concerned about begging. Concerns include feelings of a general reduced sense of safety; negative image issues for our city; questions about whether begging is intertwined with criminal activity; and confusion about why people in our society need to beg when we have a social welfare system. The comments reflect a mix of compassion and annoyance.

For those who beg, we have demonstrated that their circumstances are complex and intertwined with other issues of vulnerability such as, lack of suitable housing options; chronic unemployment; lack of positive and purposeful activity; drug, alcohol and cigarette addictions; mental health issues; and criminal convictions. The people we spoke to all came from difficult or abusive childhoods and were usually disconnected from their whānau.

We have discovered that begging is currently an effective transaction – there are people asking and people giving. But we have also pointed out that focusing efforts to stop the transaction alone will not address the underlying issues that led to begging in the first place. Stopping the transaction may simply mean a re-direction of need for disposable income into more harmful activities. Sustainable change can only be maximised if the complexity of begging is addressed at multiple levels.

This report has begun the conversation with key people in Wellington, including people who beg. The next task will be to continue the efforts with multiple stakeholders across the sector, with an aligned agenda and a common purpose.



## Appendix 2

This appendix provides brief examples of some measures other cities around the world are utilising to address the issue of begging.

### Legal options

1. A number of cities have put regulatory measures in place in an attempt to stop begging. In many cities it is common for aggressive begging to be against the law.
2. The National Law Center on Homelessness & Poverty in the US reports a 25% increase on begging bans, city-wide, from 2011-2014. During the same timeframe there has been a 20% increase on banning begging in particular locations.<sup>1</sup>

#### *England and Wales*

3. It is against the law to beg in England and Wales, under the Vagrancy Act of 1824. There are, however, varying levels of enforcement. Anti-social behaviour orders were introduced as another means of addressing begging, and were replaced last year with Injunction to Prevent Nuisance and Annoyance. "The primary aim of the legislature was the introduction of a more effective and flexible legal framework providing at the same time more protection to local communities and victims of anti-social behaviour."<sup>2</sup>
4. In late 2014, The Guardian reported that the number of people across England and Wales that were prosecuted under the Vagrancy Act were up 70%.<sup>3</sup> The article claims the increase is due to an inflation in the number of people who beg, as opposed to enforcement changes, though that is disputed by some providers.
5. Begging is also illegal in Victoria, Australia under the Summary Offences Act 1966. The Police in Melbourne often run operations that they claim target "aggressive and professional beggars".

#### *Melbourne, Australia*

6. In 'Operation Minta', Melbourne Police work with Salvation Army officers to identify repeat offenders/people who beg regularly. The project requires the cooperation of the city council, police, the courts and the Salvation Army. The operation sees those who beg arrested but also assessed, and, if eligible for a Salvation Army diversion program, they are given physical and mental health checks and helped with housing. The diversion from fines or prosecution is offered but participants must continue with the programme.
7. Youth Projects, a service that provides health, outreach, community and employment, education and training services to individuals experiencing disadvantage, unemployment, homelessness and alcohol and other drug issues, says it has had increasing reports from clients who are being fined for begging. Some of the reports claim that their money has been taken by police as "proceeds of crime" and put into charity boxes. There is criticism of the plan, with a clinic for homeless people in Melbourne saying the city's homelessness problem is heightened by police issuing fines for people begging for money.
8. Opponents of criminalized begging state that when individuals are trying to get into employment or otherwise improve their situation from begging, fines can prevent people from moving forward. It is reported that most of the people targeted for begging are either 'repeat offenders' or those that display intimidation or aggression while begging.

<sup>1</sup> <https://nextcity.org/daily/entry/10-facts-homelessness-2014>

<sup>2</sup> <http://www.criminallawandjustice.co.uk/features/Replacing-ASBO-IPNA>

<sup>3</sup> <http://www.theguardian.com/society/2014/nov/30/begging-prosecutions-increase-england-wales>

*Hamilton, New Zealand*

9. Hamilton has the Safety in Public Places Bylaw 2014 in which begging in a public place in a manner that is likely to cause harassment, alarm, or distress to any reasonable person, or causes an unreasonable interference with the peace, comfort or convenience of any person is listed as a prohibited activity.
10. The following conduct is an offence under the bylaw:
  - Nuisance
  - Behaviour in a public place that poses a threat to public safety
  - Offensive behaviour
  - Failing to comply with any lawful notice or direction given under this bylaw
  - Obstructing or hindering any authorised officer in performing any duty or power conferred by this bylaw.
11. Authorised officers are empowered under the Local Government Act 2002 to enforce this bylaw in the event of a breach.

*Auckland, New Zealand*

12. Auckland's Public Safety and Nuisance Bylaw 2013, Part 2: Public Safety, Nuisance, General Behaviour and Street Naming and Numbering, as a clause which states that a person must not use a public place to beg in a manner that may intimidate or cause a nuisance to any person.
13. Like Hamilton, the Council may use its powers under the Local Government Act 2002 to enforce the bylaw.

*Atlanta, Georgia, USA*

14. Atlanta has had a law prohibiting unwanted monetary solicitation, or panhandling, since 2012.
  15. Penalties for violating this law include community service, monetary fines and/or imprisonment. It is against the law to solicit money in the following places:
  16. Within 15 feet of:
    - an automated teller machine (ATM)
    - a parking lot pay box
    - the entrance or exit of a building
    - a line for entry to an event venue, business or other building
    - a bus, rail or subway station
    - a taxi stand
- It is also against the Atlanta law to solicit money by:
- Blocking the path or passage of the person solicited
  - Following alongside the person solicited so that they cannot get away from the solicitor
  - Using profane or abusive language during the solicitation or following refusal
  - Continuing to bother a person after they have refused the solicitation verbally or by gesture
  - Making any statement or gesture which could be perceived as a threat
  - Touching the person solicited

*Florida, USA*

17. In 2010, Oakland Park passed, and since revoked, an ordinance that finds anyone who responds to a beggar with money or any "article of value", or buys flowers or a newspaper from someone on the street would face a fine of \$50 to \$100 and as many as 90 days in jail.
18. Also in Florida, this time Orlando, a lesser but similar type of punishment happened in April 2011 when a group of activists lost a court battle against the city to overturn its 2006 laws that restrict sharing food with groups of more than 25 people. The ordinance requires those who do these "large" charitable food sharings in parks within two miles of City Hall to obtain a permit and limits each group to two permits per park for a year. Food sharing is considered to be a form of speech, but the 11th Circuit Court of Appeals ruled that the ordinance still provides ample areas for groups to practice their first amendment rights because they can still share food elsewhere in the city.
19. The law was not enforced during the legal battle, but after the lawsuit against the city failed, Orlando began cracking down on those who chose to defy the ordinance, resulting in multiple arrests of activists from Food Not Bombs.
20. Food sharing prohibitions are far from a new development and are not only found in Orlando. In 2010, National Law Center on Homelessness and Poverty released a report on the growing popularity of these ordinances.
21. While bans on public begging have passed with little resistance, ordinances restricting organizations and individuals from sharing food with the needy have raised significant opposition.
22. Other American cities have passed or attempted to pass laws on the following activities in public<sup>4</sup>:
  - Loitering and vagrancy laws
  - Sitting down or lying down
23. Though these laws may not directly state they are targeting begging, they certainly can be used to thwart people from asking for soliciting money from others.

## **Discouragement**

*Alternative giving*

24. Many believe that by assisting people who beg with money or goods perpetuates the begging cycle – ie, if it works, people will continue to do it. Alternative giving campaigns ask that those who would give money or goods to someone begging, they instead put their money towards established social service providers so that services can be maximised for those in need. Many cities that have regulatory measures in place also run alternative giving campaigns.
25. Edmonton in Alberta, Canada provides a Have a Heart – Give Smart campaign that is "one part of a larger and more integrated approach to address panhandling" and encourages people to donate to social services. The website makes available a pocket guide with information of how to reach providers in the city<sup>5</sup>, as well as educational brochures offering advice for dealing with those who beg.<sup>6</sup>
26. Denver, Colorado, USA's Better Way to Give campaign began in 2007 and is led by Denver's Road Home, an organisation fighting homelessness in Denver. Although not explicitly about combatting begging, Better Way to Give is included as an action against

<sup>4</sup> <https://nextcity.org/daily/entry/10-facts-homelessness-2014>

<sup>5</sup> <http://www.edmontonpolice.ca/~media/EPS%20External/Files/Brochures/211%20Pocket%20Guide.ashx>

<sup>6</sup> <http://www.edmontonpolice.ca/~media/EPS%20External/Files/Media/PanhandlingBrochure.ashx>

homelessness, with the campaign providing an alternative to giving to panhandlers. The webpage does not differentiate between issues arising from homelessness as opposed to why people beg.

27. Since its inception the program has raised more than \$200,000 for Denver's Road Home. Denver's Road Home website states that recent studies estimate the people of Denver give more than \$4 million a year to panhandlers. It also states that many panhandlers aren't homeless, and that most of the homeless don't panhandle. All donations, including those through the donation meters, go through the Mile High United Way, and no donations go to the city of Denver.
28. Businesses, community groups and individuals are invited to sponsor a donation meter for \$1,000 a year. The donation smart meters accept Visa, MasterCard and Discover credit cards in increments of one-dollar to one-hundred dollars as well as spare change. Note that begging is illegal in Denver, and the city says it averages about 300 citations a year since the law was established in 2000. Approximately two-thirds of those violations involved aggressive behavior, rather than violating the time and place limits.

*Kindness can kill*

29. Popular in English cities are Your Kindness Can Kill campaigns focussed on the harm of giving money directly to people who beg. The campaign hopes to show people that their kindness – ie wanting to give money to people who beg – actually perpetuates the problem by enabling the person begging to continue a life on the streets, and potentially using the money to buy substances to feed an addiction, which may in turn kill them. The campaign is very clear in its messaging that people who beg are very likely to use the change given to feed a drug or alcohol addiction.
30. Critics of the campaign are uncomfortable with some of the assumptions made with this type of campaign. There does not appear to be scepticism about the claim that many people who beg spend that money to feed an addiction, but there is scepticism about the lack of separation between people experiencing homelessness and people who beg, and concerns that this campaign perpetuates a stereotype that all people who beg and people who are experiencing homelessness are one and the same. The campaign takes a blunt approach to a complex issue.
31. The campaign began in 2003 by a London-based homeless charity called Thames Reach. The campaign has since been adopted in many other parts of England.<sup>7</sup>

*Voucher system*

32. Utilising a voucher system is an alternative giving campaign that allows givers to provide vouchers to those in need. The vouchers are usually for food or transport and are an alternative to giving out cash.
33. Flagstaff, Arizona, USA has implemented such a system. Vouchers are for food in local stores and one restaurant. The vouchers may not be used to purchase anything containing alcohol.
34. Another program, in Memphis, Tennessee, has been using vouchers for about 14 years, according to the Memphis Union Mission. About 100 coupons get used at the mission each month, each good for a meal and a night's shelter. The group sells them to the public in packs of four for a suggested \$20 donation.
35. Oklahoma City, Oklahoma, USA runs a similar programme called Real Change, and since its launch in 2005, organisers claim success as the number of people begging has decreased. They have found that the voucher program has decreased panhandling

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<sup>7</sup> <http://www.thamesreach.org.uk/news-and-views/campaigns/giving-to-beggars/>

because many panhandlers aren't actually seeking help for homelessness. So, as more residents offer only the vouchers instead of cash, the incentive to panhandle is reduced.

### **Street management**

36. Those wishing to solicit money for personal gain/beg/panhandle in the city of Greensboro, North Carolina, USA will need to obtain a 'privilege license' from the City. It requires a criminal background check (free of charge) by the police.
37. The background check takes up to seven days to complete. Those wishing to obtain a licence must have two forms of identifications – one of which must be a North Carolina driver's licence. The other can be a birth certificate, military identification card or a social security card.
38. Panhandler Licenses are valid until the end of each fiscal year and the whole application process, including the background check, must be repeated each year to reapply for the license.

### **Other initiatives**

39. Many cities that have regulatory measures in place also have ways to redirect money that would be given to people who beg to social service providers. For example, in addition to its regulatory options explained in this paper, Atlanta also has an alternative giving scheme - "Giving Meters".<sup>8</sup>
40. In addition to making begging illegal, Atlanta has launched a campaign called Give Change that Makes Sense. It is a combined effort of the City of Atlanta, Police and the private sector. The three-pronged campaign utilises education strategies, increased enforcement and re-directed giving to social service providers. The strategy was created to address aggressive begging throughout the city of Atlanta. It was launched by the Central Atlanta Progress, Atlanta Convention and Visitors Bureau, the Mayor's office, the Atlanta Police Department and other public certified law enforcement jurisdictions with full participation of the private sector. The goal of the campaign is to convince people that giving money to people who beg is not the most effective form of charity, and to make those who beg aware that their actions are against the law.
41. The strategy calls for:
  - Stepped-up enforcement/interaction/intervention – At the public level (police and other sworn police jurisdictions) and private level (private business security, hired off-duty police and the Downtown Ambassador Force).
  - Education/supply-demand management – Urging visitors, conventioners, residents, students, and employees, through tailored information campaigns, that giving to panhandlers is counterproductive; and further, to educate the panhandlers that it is against the law to verbally solicit money in the "Downtown Tourist Triangle" and after dark throughout the city, as defined by the existing commercial solicitation ordinance.
  - Directed giving/homeless services – Coordination of convenient avenues where those who wish to give can do so efficiently by giving those in need directions to service providers who can assist.
42. Parts of the EU have reported higher numbers of begging, particularly with migrants from eastern European countries. Sweden has developed a reform package to combat vulnerability and begging. The three reform areas focus on:

<sup>8</sup> <http://www.atlantadowntown.com/initiatives/stop-panhandling/redirect-giving>

- increased cooperation within the European Union, especially with Romania and Bulgaria
  - clearer rules in Sweden
  - close cooperation with civil society organisations.
43. The ultimate goal, according to Minister for Children, the Elderly and Gender Equality, is that no one will have to beg.<sup>9</sup>
44. Important measures in the package include:
- Within the framework of the cooperation agreement with Romania, continue work on development of welfare, children's rights and gender equality.
  - Play an active role towards the European Commission in tackling the issue and promote EU efforts on Roma inclusion.
  - Support Romania via the Cohesion Fund, the Social Fund and the Regional Development Fund.
  - A government assignment to the Police to propose measures to stop violence against vulnerable EU citizens staying temporarily in Sweden. The assignment report is to be presented by 30 November.
  - Supplementary terms of reference to the inquiry into trafficking in human beings about protection provided by criminal law against exploitation of vulnerable people who have come to Sweden.
  - Better management of unlawful settlements on public and private land. An inquiry will analyse how landowners' possibilities to obtain help with measures in the event of prohibited settlements can be improved.
  - Better cooperation and regular meetings with civil society organisations working with vulnerable EU citizens.

Macaela Flanagan  
March 2016.

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<sup>9</sup> <http://www.government.se/press-releases/2015/08/combating-vulnerability-and-begging--no-one-should-have-to-beg/>



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## **SOCIAL HOUSING SERVICE POLICY**

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### **Purpose**

1. This paper recommends a number of changes to the Social Housing Service Policy to ensure a balance between tenants receiving the most affordable and appropriate types of support, and the sustainability of the Council's social housing business model.
2. It also recommends an outcomes framework to guide the Council's investment in social housing.
3. If agreed, these changes will be subject to further consultation and final recommendations will be reported back to the Community Sport and Recreation Committee (the Committee) following the Council elections in October 2016.

### **Summary**

4. The Social Housing Service Policy (the Policy) sets the criteria for who the Council provides housing to and for their rental relationship with the Council.
5. The Council has confirmed its commitment to continue providing social housing on the basis that it supports important social and economic benefits for Wellington. Furthermore, as part of a \$220 million agreement with the Crown, the Council agreed to remain in social housing at approximately the same levels until 2037.
6. This paper proposes a number of changes to update the Policy, and a City Housing Outcomes Framework (Attachment One). These will assist the Council's investment in social housing to be more outcomes focused and targeted towards those who cannot be appropriately housed elsewhere.
7. The changes aim to:
  - more clearly define the roles of social housing providers in Wellington
  - ensure the Policy operates more transparently within the wider central government social housing policy
  - remove unnecessary overlaps between central and local government provision of social housing
  - improve tenants housing pathways and outcomes
  - improve the sustainability of the Council's business model.
8. Proposed changes to the Policy include:
  - a new application process focused on ensuring those applying for housing are assessed and housed appropriately
  - a more transparent process for those applicants or tenants who may be eligible for Income Related Rent
  - a tiered discount structure which maintains the current level of support for those at the lowest incomes but provides a more equitable structure for those on higher incomes

- changing rental caps and affordable rent limits to ensure they are more equitable and applied only after the Accommodation Supplement (AS) is maximized
  - clarifying the Council's position for self-employed tenants
  - adjusting the overall cash asset limits for tenants.
9. Engagement with stakeholders (including tenants) in 2014-2015 indicated general support for changes to the Policy. It is proposed that the changes are further consulted on before final policy recommendations are made to the Committee.
10. Further policy work on the Council's housing policy for seniors and potential partnership options is also recommended.
11. The proposed changes and further policy work collectively assist in aligning the Council's social housing provision with the Government's Social Housing Reform Programme, which has significantly altered the broader social housing environment.
12. A detailed Business Model Review has also found that the Council's social housing business model is not sustainable in the long term under the current settings. The proposed changes also assist in addressing this issue.

## Recommendations

That the Community, Sport and Recreation Committee:

1. Receive the information.
2. Agree to consult on the proposed City Housing Outcomes Framework (Attachment One).
3. Note that officers have commenced work with the Ministry of Social Development with an aim to achieve a more aligned approach to ensure applicants can be housed appropriately. This work will assist in implementing the changes that are proposed to the Policy.
4. Agree to consult on the following changes to the Social Housing Service Policy:

### **Eligibility for Income Related Rent**

- a. That new applicants will apply for Income Related Rent before applying to the Council for housing to ensure tenants receive the most affordable and appropriate social housing support and to better align the Policy with wider social housing settings.

### **Rental Discount Structure**

- b. That a tiered discount structure is provided rather than the single 30% discount currently in the Policy, and that this structure would be reviewable in the Annual and Long Term Plan processes to meet the objectives of the Policy.

### **Rental Caps**

- c. That rental caps be limited to those tenants who are within the Council's asset limits and below the Accommodation Supplement income cut off levels and;
  - Already receiving the maximum Accommodation Supplement, or;
  - Not eligible for Accommodation Supplement as they have assets above the Accommodation Supplement asset limits but are within the Council's asset and income limits.

**Affordable Rent Limits**

- d. That before Affordable Rent Limits are applied and additional discounts provided by the Council that those tenants who need additional rental assistance apply to the Ministry of Social Development for eligibility for Income Related Rent, and Affordable Rent Limits apply if they are ineligible for Income Related Rent or cannot be appropriately housed elsewhere.
- e. That the criteria for Affordable Rent Limits is set where rent exceeds 35% of gross income (not including the disability allowance) and including Accommodation Supplement.
- f. That Affordable Rent Limits are not available to those in the Tier 4 as proposed in the Tiered Rental Structure (Attachment Two).

**Self Employed Tenants**

- g. That tenants who are predominantly self-employed remain eligible for Council housing but on a reduced discount and rental rates are generally set at 80%-100% of market rent.

**Cash Asset Limits**

- h. That the cash asset limits should be increased to \$75,000 for all tenants to enable them to save for a deposit for a house within the Wellington region.
5. Agree to a review of housing services for seniors.

**Background**

13. On 23 October 2014 a paper to this Committee noted that the Council Social Housing Service Policy (the Policy) settings were overly simplistic and do not provide the flexibility to deliver different levels of service across our portfolio to meet different types of housing demand in Wellington City. It also noted that our rent setting policy does not easily align with current Government policy, nor does it recognise housing demand or the changing nature of tenant's circumstances and assist them to achieve their aspirations.
14. The Committee directed officers to:
  - review the Social Housing Service Policy (May 2010) and to include in this an analysis of the future projections of social housing need in Wellington City and the region (23 October 2014)
  - consult on the Social Housing Service Policy and agreed to release the discussion document to aid consultation (26 November 2014).
15. A paper was presented to this Committee on 9 June 2015 summarising the feedback from the initial phase of consultation. Key findings included that:
  - in general the Council is housing the appropriate kinds of tenants, but further work is required around who is considered a priority
  - the level of rent paid was, in some cases, not considered to be equitable
  - the range of rental limits and caps that the Council sets were considered ineffective

- the current asset limits are difficult to enforce and were considered out of step with the intention for which they were established (to enable a deposit to be saved for a house)
  - Council tenants expressed a willingness to consider alternative housing options and felt the Council has a role in in facilitating this.
16. On 12 August 2015 the Committee also agreed:
- to continue the current Council objectives for social housing and principles to guide decision-making and the way City Housing delivers its services
  - that in order to meet the Council objectives for social housing within the current environment the Council social housing principles must also provide a transparent rental setting process which:
    - a. ensures that the Council is not masking social housing demand
    - b. continues to house those in housing need who cannot be housed by others
    - c. provide a range of rental discounts recognising that some households have increased affordability
    - d. supports the development of quality third sector providers to help respond to growing demand.
17. The Committee noted the linkage between the Economic Development Strategy in terms of the growth agenda and supporting the increase in numbers, for example, of students both domestic and international in Wellington.

## **Discussion**

### **The Social Housing Reform Programme has changed the social housing sector**

18. The Social Housing Reform Programme (SHRP) being implemented by central government is significantly altering the environment in which social housing is provided.
19. The central objective of SHRP is to build a fair, efficient, and effective social housing market that will better support people in greatest need for the duration of that need. It has included a significant focus on increasing the role of Community Housing Providers (CHPs), and a decision to extend Income Related Rent (IRR) subsidies to CHPs but not Councils. The Ministry of Social Development (MSD) also now has the primary responsibility for the needs assessment for social housing and related functions. Housing New Zealand (HNZC) continues to be the government provider of social housing, but is expected to operate in an increasingly mixed market given the growing role for CHPs over time.
20. Through SHRP, central government social housing investment is being targeted towards those considered to have the most serious housing needs – in particular those on the lowest incomes, who are eligible for IRR subsidies. There are however other households who continue to have difficulty securing and maintaining affordable housing but are unlikely to be eligible for IRR support from central government.
21. While SHRP objectives are clear, practical implications and options for social housing providers (including Councils) continue to emerge as:
- MSD review and update supporting policies, operational procedures, and monitoring functions; and

- CHPs and Councils gain more clarity about their roles and viable options in relation to SHRP.
22. Furthermore, Wellington is unusual in that as part of a \$220 million agreement with the Crown, the Council agreed to remain in social housing at approximately the same levels until 2037. This influences the options available to the Council.

### **Our social housing business model is not sustainable**

23. In addition to SHRP, a number of other factors have impacted the Council's social housing business model in recent years.
24. A detailed Business Model Review has now been completed to provide a more accurate picture of the current baseline and potential funding gaps. The key finding was that the current settings for the business are not sustainable post 2037 without change, and earlier decisions will ensure that the impact can be mitigated more easily. While the sustainability is exacerbated by the Council's inability to access IRR subsidies this is not the only factor.
25. To improve sustainability of the business model, the Council could allocate additional funding (for example from rates increases) to meet the identified funding shortfalls. Alternatively, changes to the existing model could be made to ensure the Council's provision of social housing is more focused and sustainable in the longer term. This approach is also timely given the sector changes that have arisen as a result of SHRP.
26. Several levers that could improve the business model have been identified as part of the Business Model Review. The levers are complex and interrelated, and it is likely that a long term solution will have to incorporate multiple levers and be phased over time.
27. More immediate change is also possible and could, at the same time, improve alignment with central government provision of social housing. The Business Model Review did identify that changing the Council's rental policy settings had the greatest potential to improve the sustainability of the business model.
28. As directed by this Committee, officers have been assessing potential options for policy changes based on early consultation and engagement. The recommended changes to the Policy are focused on improving clarity and focus within the policy itself however they would contribute to improved sustainability.

### **Wellington City Housing – What outcomes do we want to achieve?**

29. To provide context for any changes to the Policy it is important to be clear on what outcomes are being sought through Council investment in social housing and how those outcomes can be achieved.
30. Attachment One provides a draft outcomes framework that builds on the previously agreed objectives and principles, but brings more focus to:
- clarifying our role in the social housing market
  - ensuring sustainability of the City Housing business model
  - tenant housing aspirations, pathways, and outcomes.
31. The framework also highlights linkages with the broader Council vision and strategies being developed including *Wellington Towards 2040*; the Social Strategy; and the Resilience Strategy.

32. Subject to Committee feedback and agreement, the framework can be further refined and included in the next phase of consultation and engagement. Once finalised, success indicators and measures will be developed in relation to the outcomes framework and used to review Key Performance Indicators.

### **Wellington City Housing's role as a social housing provider**

33. It is recommended that Council investment in social housing is more actively targeted towards those that who cannot be appropriately housed elsewhere.
34. In a practical sense this means directing Council investment and effort more towards those known as Category C and Category D by Housing New Zealand Corporation prior to SHRP<sup>1</sup>. It does not preclude the Council from housing those with the most serious housing needs (i.e. Category A and Category B) if they were unable to be housed appropriately elsewhere.
35. The rationale for this recommendation this includes that:
- **the Council should reduce unnecessary overlap and address gaps in the 'housing continuum'**. Central government only provides IRR housing support for those with the most serious and/or complex housing needs (i.e. Category A and Category B's). As noted previously, there are other households who have difficulty securing and maintaining affordable or suitable housing, but are no longer eligible for social housing support from central government. Councils are now the primary stakeholder resourcing social housing provision to this group – many of whom, with support and/or time, could transition successfully to the private rental market or home ownership.
  - **the Council should not mask social housing demand**. MSD forecasts budgets and publishes their social housing purchasing intentions based on analysis of social housing demand from those with the most serious social housing need. For those that meet the relevant criteria, MSD purchases IRR tenancies from either HNZC or registered CHPs. As indicated in previous advice to the Committee, by also providing social housing to this cohort, the Council essentially 'masks' demand (and therefore reduces possible government investment) as they do not appear in MSD demand forecasting. MSD have however indicated that if an increase in demand was evident their forecasting and purchasing intentions (and therefore budgets and provision) can be adjusted accordingly.
  - **tenants should be housed by the provider(s) who has the necessary capacity and capability to meet their needs**. SHRP has seen central government investment in social housing being prioritised and targeted to those with the most serious and complex social housing needs. Furthermore, as the sole government purchaser of social housing, MSD is also well placed and resourced to ensure that wraparound support is provided to this group.

<sup>1</sup> Prior to SHRP HNZC rated applicants against the following elements to determine their category rating:

- Affordability (Rent to income ratio)
- Adequacy (Is the dwelling liveable/condemned etc – lack of washing facilities)
- Suitability (Overcrowding, mobility issues at current property etc)
- Accessibility (eg Access to housing is a barrier due to discrimination issues, short supply of housing)
- Sustainability (Notice to leave from landlord, main tenant etc, or living in emergency housing)

Depending on the assessment, an applicant could be placed in Category A (serious housing need) to Category D (least serious housing need).

- **tenants should receive the ‘best deal’.** The Council currently provides social housing to tenants who are likely to be eligible for IRR. An inability to access IRR subsidies however means Council rents for those on the lowest incomes are more expensive for the tenant than if they were being housed by either HNZC or a CHP and paying an IRR. This creates unnecessary financial stress for those households on the lowest incomes.
- **the Council is not sufficiently resourced to provide social housing to those on the lowest incomes.** All other social housing providers except Councils are able to access IRR subsidies to enable more viable provision of social housing support for those with the most serious housing needs. This issue is particularly problematic for the Council given the unaffordable and unsustainable status of the Council’s business model.
- **the establishment of a separate entity to manage the Council’s social housing stock is not viable at this stage.** The Government has advised that IRR subsidies can be accessed by the Council if the management of social housing stock is transferred to a separate entity which the Council must have a minority interest in.

Initial analysis has however indicated that significant transactional costs; the fact that IRR can only be accessed for new tenants placed from MSD social housing register; and additional risks associated with this option are likely to outweigh the benefit of additional revenue that could arise over the longer term from accessing IRR subsidies. A recent Local Government New Zealand forum on social housing supported this position, with a number of Councils (including Christchurch who have established a Trust for this purpose) highlighting the costs, complexities, and difficulties associated with this option.

36. While the establishment of a separate entity is not recommended at this stage, officers will continue to investigate options to develop partnerships with registered CHPs. This would enable the Council to:
- access IRR subsidies for new tenants that are placed from the MSD social housing register who cannot be housed elsewhere
  - balance a focus on factors identified in paragraph 23, with an interest in continuing to ensure sufficient social housing provision for those on the lowest incomes in Wellington
  - support the growth and diversification of the CHP sector, and increase the supply of IRR tenancies in Wellington.
37. Partnerships could include consortium arrangements where the Council and groups of providers and/or organisations work collaboratively with particular cohorts of tenants and/or properties within the Council portfolio.
38. A separate briefing will be provided to Councillors on partnerships.

### **Proposed changes to Social Housing Service Policy**

39. Supporting a more focused role for the Council within the social housing market requires policy that is more strategic, and targeted and tailored to tenants needs and circumstances. This is consistent with stakeholder feedback received through earlier consultation and engagement (including with City Housing tenants), and aligns with the draft outcomes framework (Attachment One).

40. The following changes are recommended to be included in further consultation on a draft Policy:

**Process for new applicants likely to be eligible for Income Related Rent**

41. To ensure they have the opportunity to access the most affordable and appropriate social housing support option, new applicants who are likely to be eligible for IRR will follow a new application process. This will require them to have applied to MSD to assess their eligibility for IRR prior to being considered for Council social housing.
42. If they are ineligible for IRR or if they are eligible but MSD cannot place them in appropriate housing, they would still remain eligible for applying to the Council for housing and rents would be set appropriately.
43. The development of partnerships with registered CHPs could enable a number of these applicants to be housed within Council housing on IRR. This is more affordable, more likely to be sustainable for the tenant, and increases the provision of affordable housing within the city.
44. The actual implementation of this option will be contingent on the operational relationship that can be developed with MSD. The relationship should be applicant focused so any applicant should be able to apply at either organisation and be housed appropriately – there should be “no wrong door”. Officers are engaging with MSD to explore this aspect of the work programme.

**Structure for Rentals**

45. A tiered rental discount structure is recommended to be introduced. Attachment Two provides an overview of how this could be structured.
46. Advantages of a tiered approach include that:
- it provides a more equitable structure with those on the lowest incomes receiving the greatest discounts (at existing rental discount levels), but for those on higher incomes the level of discount would be gradually abated
  - the increase in rent would be partially offset (by 70%) for some tenants by increased assistance from the AS (i.e. those tenants that are eligible to receive AS but not receiving the maximum)
  - it can assist in addressing the affordability and sustainability of the Council’s social housing business model.
46. The discount structure would be able to be reviewed in the Long Term or Annual Plan processes to ensure that it remains current with other changes in policy; can respond to a changing tenant mix as the Council’s role in the social housing continuum becomes more focused; and to ensure that the wider objectives of financial viability are met.

**Self-Employed Tenants**

48. The Council houses a group of 50 – 75 tenants who earn the majority of their income from self-employment. In many cases it is difficult to assess their equivalent income from accounting and financial statements.



49. The Council does not have the resources to undertake detailed reviews of applicant's financial affairs and ensure that the applicant's income and asset information is accurate and complete.
50. These tenants also have greater ability to improve their circumstances and as the Council has limited housing opportunities, it is recommended that any tenants who are predominantly self-employed are not a priority for the highest levels of discount (Supported Housing). They would remain eligible for Council housing while they remained within policy but on a reduced discount.
51. However at the Council's discretion and if the Council is satisfied that it has had all information reasonably needed to calculate the applicant's full income and this information is accurate, the applicant may be offered a higher discount.

### **Rental Caps**

52. The current policy applies to all tenants and requires that following the annual rent review, there is a maximum rent increase of \$20 per week for a single tenant and \$30 for two or more tenants. These caps stay in place until the next rent review.
53. It is recommended that the current policy is changed to ensure tenants are maximising the amount they can receive as AS before the Council applies Rental Cap discounts. This would require that tenants must be either:
  - already receiving the maximum AS; or
  - not eligible for AS as they have assets above the AS asset limits but within the Council's asset limits.
54. If they are ineligible for AS as their income levels are above the AS cut off points they would not be eligible for the rental cap.
55. It is also recommended that if the remaining rent increase is less than \$5/week the full rent increase will apply and the rent will not be capped.

### **Affordable Rent Limit**

56. The Affordable Rent Limit is a complex component of the current Policy. It allows for an additional rent reduction to be applied for by any tenant whose rent exceeds 35% of net household income (not including the disability allowance) after tax and after any AS entitlement has been received.
57. The Affordable Rent Limit was originally introduced as a measure that could be applied on an individual basis for a short term to address temporary periods of hardship. Over time the discount has been applied in increasingly broad circumstances and for longer periods of time. It also works in conflict with other social housing policy settings (in particular AS), and is a generic measure that doesn't necessarily reflect what is unaffordable for tenants in different circumstances.
58. It is therefore proposed that the Affordable Rent Limit is reviewed separately and reported back to the Committee. This will include a review of the policy intent and how it is targeted in light of the other policy changes being proposed.
59. The following changes are however proposed in the interim:
  - any additional discounts provided by the Council would only apply to tenants who had first applied to MSD for eligibility for IRR, and would receive the rent

reduction if they are ineligible for IRR or cannot be appropriately housed elsewhere

- that other more affordable rental options within the City Housing portfolio have been considered before eligibility for an additional Affordable Rent Limit discount is assessed
- being explicit that this is a short term measure. It is recommended that this rent reduction is in place for a single six month period in any twelve month period, after which point the tenant can reapply
- a new applicant who is unable to be housed appropriately elsewhere may be eligible for this limit on application which will provide a six month transitional period before the standard rental policy applies
- Affordable Rent Limits will not be available to those included in Tier Four as per the proposed Tiered Rental Structure (Attachment Two).

60. These changes recognise that on the issue of affordability the Council cannot match the level of subsidy that is available from IRR and the appropriate first step is for these tenants to assess their eligibility for more affordable housing before the Council offers further subsidies. Similarly to new applicants, the important step in this will be building a more integrated relationship with MSD so that this process is not onerous from a tenant perspective and that they continue to be housed appropriately.

#### **No Rent Increases for the Over 80s**

61. Currently those tenancies where the head tenant is aged over 80 years receive no rent increases. This group is increasing in number and will continue to increase with the aging of the New Zealand population.
62. As stated in previous Committee papers this position is difficult to support from a policy perspective. Superannuation has generally kept pace with the rental increases compared to other benefits so the policy of maintaining the rent freeze is difficult to justify.
63. Furthermore, while the cost of this policy in any one year is relatively moderate, the cumulative impact of 5 – 10 years of additional rental discounts for each tenant with no rent increases, and increasing numbers of tenants moving into this age bracket means it will become increasingly more expensive.
64. It is recommended that this aspect of the rental policy is reviewed separately and the issue of how tenancy services should be delivered for seniors is considered. This would take account of the demographic changes expected in the next two decades.
65. This should be reported back to the Committee separately in 2017.

#### **Asset Limits**

66. The current cash asset limits were set in the mid 1990's at a level that enabled tenants to save a deposit for an average home. In 1994 a paper to the Housing and Community Development Committee noted that \$35,000 would provide a 25% deposit on an average home at \$130,000. Tenants aged over 50 years could earn interest of \$43/week from an investment of \$50,000.
67. These limits have been updated more recently to \$38,115 for those aged under 50 and \$54,450 for those aged over 50.

68. If the Council followed the Kiwisaver Homestart grant requirements within Wellington, this would require a 10% deposit on a house up to \$450,000 or a minimum of a \$45,000 deposit. These however have limited availability.
69. It is recommended that the cash asset limit be set to allow a 20% deposit on the first quartile residential house price for Wellington region to be saved.
70. The average lower quartile house price for Wellington region is \$360,200<sup>2</sup> as at February 2016. A 20% deposit would equate to approximately \$72,000.
71. To earn a similar level of weekly income as set in 1994, a tenant aged over 50 would hold cash investments of up to \$75,000.
72. These indicate that the current cash asset limits should be adjusted to \$75,000 for all tenants. This would be within the Kiwisaver Homestart grant criteria and would be a prudent level for a housing deposit across the Wellington region.
73. Asset Limits will be reviewed every three years in line with the current lower quartile house price data and deposit requirements.

### Next Steps

74. The next step will be to develop a consultation document including any proposed changes agreed by the Committee, and an engagement plan to consult with tenants and stakeholders on the proposed changes. This will be reported back to the committee following the Council elections in October 2016.
75. There are a number of future deliverables:
  - report back to the Committee following consultation on these recommended changes to the Policy – if agreed
  - a review of housing options for seniors
  - scoping of housing partnership options.

### Attachments

Attachment 1.	Attachment One Outcomes Framework	Page 69
Attachment 2.	Attachment Two Tiered Rental Structure	Page 70

Author	Geoff Lawson, Principal Advisor
Authoriser	Greg Orchard, Chief Operating Officer

<sup>2</sup> <http://www.interest.co.nz/property/first-home-buyer>

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## **SUPPORTING INFORMATION**

### **Consultation and Engagement**

Any changes recommended will be subject to further consultation with tenants and other stakeholders. A detailed consultation and engagement plan will be developed to guide this work.

### **Treaty of Waitangi considerations**

Māori are a significant tenant group and will be included in consultation on any proposed changes.

### **Financial implications**

There are financial implications resulting from these decisions. These decisions need to be taken in conjunction with the work stream on the business model review for City Housing.

### **Policy and legislative implications**

There continues to be a range of policy development in this area by Central Government which we need to keep abreast of.

### **Risks / legal**

The tenancy relationship is governed by existing tenancy agreements under the Residential Tenancies Act 1986. Any changes must comply with this Act.

### **Climate Change impact and considerations**

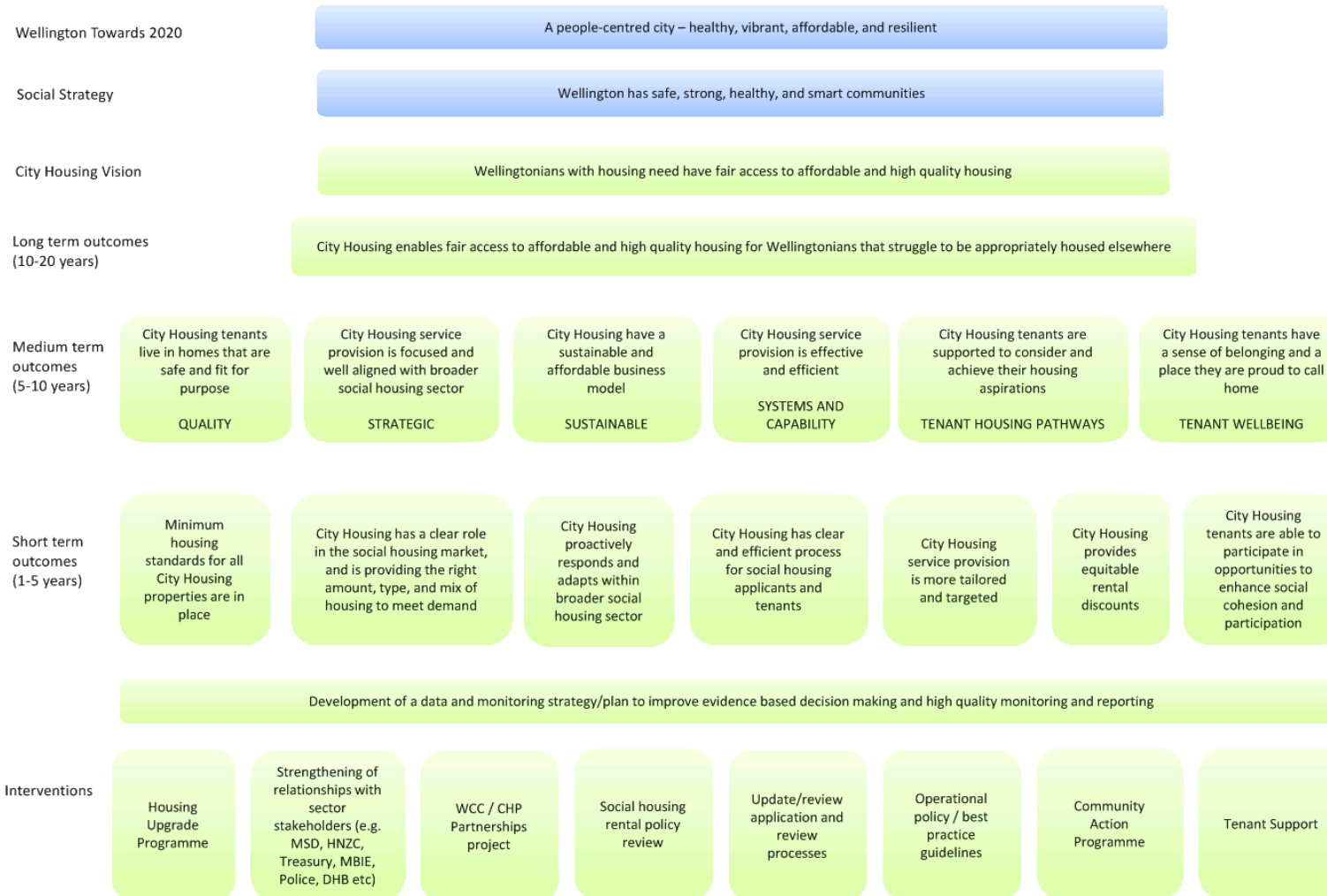
There are no climate change implications.

### **Communications Plan**

Any changes recommended will be subject to consultation prior to agreement by the Council.

**Attachment One**

**Proposed City Housing outcomes framework**



**Appendix Two: Proposed social housing tiered rental structure**

<p><b>Tier One</b> <b>Supported Housing</b> <b>70% of market rent</b></p>	<p>Include tenants who:</p> <ul style="list-style-type: none"> <li>are eligible for IRR but who cannot be housed by central government; or</li> <li>have a net income (including Accommodation Supplement) equal or below the equivalent net weekly single living alone rate of NZ Superannuation for single adults (i.e. Less than \$19,476), or net weekly couple rate of NZ Superannuation for a person who is married, in a civil union or in a de facto relationship for all other households (i.e. Less than \$29,962).</li> </ul>
<p><b>Tier Two</b> <b>Independent Living for Seniors</b> <b>75% of market rent</b></p>	<p>Includes tenants who:</p> <ul style="list-style-type: none"> <li>are aged 65 years or over</li> <li>are eligible for NZ Superannuation</li> <li>are living independently</li> <li>have income equal or below 125% of the equivalent net weekly rate of NZ Superannuation for a single person (i.e. less than \$24,344 net income), or the net weekly rate for all other households (i.e. less than \$37,453 net income).</li> </ul> <p>No rent increases for those aged 80 years and over.</p>
<p><b>Tier Three</b> <b>Affordable Housing for low income households</b> <b>80% of market rent</b></p>	<p>Includes tenants who:</p> <ul style="list-style-type: none"> <li>have income within the lower of either Accommodation Supplement or Council income thresholds Accommodation Supplement limits: <ul style="list-style-type: none"> <li>\$40,612 for a single person</li> <li>\$56,212 for a couple</li> <li>\$64,532 for a couple with children</li> <li>\$52,520 for a sole parent with children</li> </ul> </li> <li>are self employed.</li> </ul>
<p><b>Tier Four</b> <b>Council Housing</b> <b>100% of market rent</b></p>	<p>Includes tenants who:</p> <ul style="list-style-type: none"> <li>have income above the Accommodation Supplement cut-off points and within the Council's income or asset levels.</li> </ul>

IRR Partnerships to be scoped

Other partnerships could be scoped to support tenants outcomes

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## **SMOKEFREE WELLINGTON - AN ACTION PLAN?**

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### **Purpose**

1. This report provides advice on extending Wellington's smokefree areas. The Committee has also asked officers to investigate options including a bylaw to inform decisions on best practice.

### **Summary**

2. In 2011 the Government committed to New Zealand becoming smokefree by 2025, meaning the prevalence of smoking across all populations will be less than five percent. The Government's commitment followed an inquiry by the Māori Affairs Select Committee into the effects of smoking on Māori.
3. Regional Public Health and health promoters are keen to work with the Council to help Wellington become smokefree. Focus areas for the Council are:
  - extending smokefree outdoor areas
  - promotion and community engagement, including smokefree events (smokefree includes cessation support)
  - leadership and advocacy.
4. Officers have drafted an action plan for the Council that will complement wider efforts to make Wellington smokefree. The Smokefree Wellington Action Plan sets out how the Council will help Wellington become a smokefree city and emphasises that smokers must feel supported to quit.<sup>3</sup>
5. Research indicates that smokers are moderating their behaviour around children. Further messaging will be used to extend this consideration to other people, and to seek support when trying to quit.
6. Officers recommend the Council continue its educational approach, using signs to promote specific areas as smoke-free, and working with partners to develop and reinforce key messages.
7. A bylaw is not recommended at this stage. A bylaw would enable the Council to issue abatement notices or take people who smoke in smokefree areas to court, not issue fines. Before progressing a bylaw the Council would first need to write to the Minister of Health and the Minister for Local Government to request explicit powers to create smokefree bylaws and issue instant fines to repeat offenders.
8. The proposed Smokefree Wellington Action Plan includes making the Civic Square and the civic complex (including all public building entrances), bus stops, and the entrances of all libraries, community centres and swimming pools smokefree.
9. Officers will also work with partners and launch a campaign on World Smokefree Day, 31 May, to promote Wellington becoming a smokefree city.

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<sup>3</sup> Māori Affairs Committee, 2010. Inquiry into the tobacco industry in Aotearoa and the consequences of tobacco use for Māori. New Zealand House of Representatives.

## Recommendations

That the Community, Sport and Recreation Committee:

1. Receive the information.
2. Agree that in addition to messages asking smokers not to smoke around children, smokers will also be asked to extend this respect to others, especially within designated smokefree areas.
3. Agree to instruct officers to complete the actions and investigations listed within the Smokefree Wellington Action Plan, and report back to the Community Sport and Recreation Committee in November 2017 on progress.
4. Note that the actions and investigations are within the Council's current educational approach to smokefree areas, and no formal consultation is needed on the proposed Smokefree Wellington Action Plan.
5. Note that officers do not recommend a bylaw at this stage. If the Council does wish to pursue the development of an enforceable bylaw, it would need to write to the Minister of Health and the Minister of Local Government to request the ability to issue instant fines.
6. Agree to delegate to the Chief Executive and the Chair of the Community, Sport and Recreation Committee, the authority to amend the proposed Smokefree Wellington Action Plan, to include any amendments agreed by the Committee and any associated minor consequential edits.
7. Recommend to the Council that it adopt the Smokefree Wellington Action Plan.

## Background

10. Smoking kills more than 50 percent of smokers<sup>4</sup> and each year around 4500 New Zealanders die because they took up smoking. The direct cost to the health system is estimated to be around \$2 billion per year and exceeds tobacco-related tax revenue. Wider costs to society are estimated at \$10 billion due to smoking-related illness and premature mortality<sup>1</sup>.
11. Wellingtonians need to know about and support the Smokefree 2025 goal for Wellington to become a smokefree city and at least 5000 current smokers people need to give up smoking, 1000 of them Māori. Smokefree outdoor spaces and events are seen as important opportunities to support and promote the Smokefree 2025 goal.
12. Smoking has a profound effect on Māori communities. Nationally, Māori and Pacific peoples have higher rates of smoking than other ethnicities at 33 percent and 22 percent. In the Wellington region, about 26 percent of Māori and 24 percent of Pacific people smoke<sup>5</sup>. Smoking causes the deaths of more than 600 Māori every year and is estimated to cause 25 percent of the deaths of Māori women and 21 percent of the deaths of Māori men<sup>1</sup>.

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<sup>4</sup> Health Effects of Smoking. Ministry of Health <http://www.health.govt.nz/your-health/healthy-living/addictions/smoking/health-effects-smoking>

<sup>5</sup> 3DHB Tobacco Control Plan 2015 – 2018 (Wairarapa, Hutt Valley and Capital and Coast District Health Boards).



13. Only 9.5% of Wellingtonians identified as smokers in the 2013 census and there is strong public support for the Council to increase smokefree areas to support the Government's Smokefree 2025 Goal. Nationally, 15 percent of New Zealanders identified as smokers in the 2013 census.
14. The rationale for outdoor smoke-free policies is to further reduce the incidence of smoking to improve public health. Also, the non-smoking majority is increasingly objecting to second-hand cigarette smoke exposure in outdoor areas on health and odour grounds. In addition, carelessly discarded cigarette butts are still a significant problem for the City's drainage infrastructure and our environment.
15. Tobacco control agencies are focused on cessation, regulation and legislation, and on building public support to achieve the Smokefree 2025 goal, with responsibility shared between the Government, health services and tobacco control agencies, and communities.
16. The Council has designated playgrounds, skate parks, sports fields, and Midland Park as smoke-free outdoor areas. The Zoo and Zealandia are smoke-free as is new and refurbished Council housing (both inside and out). Communal areas of all council housing complexes are also smoke-free. The Council takes an educational approach using signs to promote specific areas as smoke-free.

#### **Key findings from survey**

17. Of the 1,329 people who responded to the Council's survey in September 2015, 84 percent support Wellington becoming increasingly smoke-free. More current smokers were supportive of Wellington becoming increasingly smoke-free (44 percent) than not (38 percent).
18. The greatest support from survey respondents was for the following additional areas to be designated smoke-free:
  - Entrances of buildings accessed by the public (89 percent)
  - Bus stops (82 percent)
  - Botanical Gardens of Wellington (Wellington Botanic Garden 74 percent support and Otari-Wiltons Bush 73 percent).
19. The majority of current smokers surveyed (62 percent) thought signs were sufficient to discourage smoking in specific areas, while 80 percent of non-smokers said they would prefer a bylaw. Overall, 75 percent of survey respondents supported an enforceable bylaw.
20. More work is needed to raise awareness of Wellington's current smoke-free areas. Only 58% of respondents correctly identified playgrounds as smoke-free, and only 32% identified sports fields as smoke-free.

#### **Proposal**

21. To achieve the goal of a smokefree Wellington (less than five percent smoking prevalence), at least 5000 people need to be encouraged and supported to quit. The vast majority of smokers report an intention to quit but smoking is highly addictive. On average smokers make several quit attempts before they are successful, and medication and cessation support programmes can help smokers to quit sooner.<sup>1</sup>
22. The Council manages community infrastructure including libraries, reserves, recreational facilities and bus stops on behalf of its community. Smokefree outdoor

spaces and events are seen as important opportunities to support and promote the Smokefree 2025 goal.

23. The Proposed Smokefree Wellington Action Plan will leverage the opportunities provided by community infrastructure to raise awareness of the Council's commitment to making Wellington Smokefree in support of the Smokefree Aotearoa 2025 Goal.

## **Discussion**

### **Educational approach versus a bylaw for smokefree areas**

24. The Council can make bylaws under the Health Act 1956 and the Local Government Act 2002 (LGA) to protect the public from nuisance, and to protect, promote and maintain public health and safety.
25. However legislation does not provide suitable enforcement powers for a smokefree bylaw. The Council does not have the power to impose instant fines unless expressly enabled by legislation. At present, the Council would only be able to issue abatement notices and charge people with a breach of the bylaw which would then need to be considered in the District Court.
26. The Council would be very unlikely to take smokers to court for smoking in smokefree areas.<sup>6</sup> Even if the Council had the ability, fines would only be issued after repeated breaches. If the Council were to make smokefree bylaws it would still primarily take an educational approach in practice.
27. The Council's opinion survey indicated that smokers are much more aware of smokefree areas and notice smokefree signs more than non-smokers. Observational surveys indicate that many smokers already moderate their behaviour, choosing not to smoke where children are present.
28. For example, in observational surveys conducted in Wellington during November 2015, there were no adults smoking when there were junior matches at cricket grounds and a smoking point prevalence of only 1.2% at softball grounds. In contrast, when senior matches were playing, the point prevalence of smoking was 2.7 percent at cricket grounds, and 2.1 percent at softball grounds.<sup>7</sup>
29. Wellington's sports grounds are smokefree and there is some evidence this status is respected. Observational surveys conducted in March 2014 found a smoking prevalence of 13 percent in Courtenay Place, and 12 percent in Cuba Street. That study also found a marked difference when children were present, with an average point prevalence of 9.2 percent when no children were present, but only 3.2 percent when one or more children were present.
30. In addition to messages asking smokers not to smoke around children, smokers will be encouraged to be more considerate of others, for example when waiting to catch a train or a bus. Making bus stops smokefree was a priority for 82% of respondents to the Council's survey in September 2015.

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<sup>6</sup> For example, the Council has had a bylaw banning smoking in Cable Car Lane since 2002 and no abatement notices have been issued or court action taken.

<sup>7</sup> The point prevalence of smoking is calculated by dividing the number of smokers by the number of people over the age of 12.

## Options

31. The Council can support the 2025 Smokefree Goal by demonstrating leadership and leveraging its broad advocacy capacity, with the community, businesses and the Government.
32. In considering how Wellington can become a smokefree city Councillors have taken an educational approach and also requested advice on a bylaw to discourage smoking in smokefree areas. At this point there are two key issues with a bylaw:
  - the Council does not have the ability to issue fines, and court action does not seem appropriate, therefore a bylaw would be difficult to justify and unenforceable in practice
  - there is a lack of evidence to show that fines would be more effective than further developing the Council's educational approach.
33. If the Council does wish to pursue the development of an enforceable bylaw, it would need to write to the Minister of Health and the Minister of Local Government to request the ability to issue instant fines. Subject to an amendment to the legislation, or regulations made by Order in Council, local government may be given the power to issue instant fines for smoking in smokefree areas under the LGA and Smoke-free Environments Act 1990, or the Health Act. A bylaw would be additional to the Council's current educational approach.
34. While officers acknowledge the public support indicated for smokefree bylaws, initial research indicates that smokers are already moderating their behaviour in response to the current educational approach and we wish to continue building on that progress. Officers expect that a social marketing campaign will increase the effectiveness of the educational approach, and this will be measured when the opinion and observational studies are repeated in 2017. At which time, officers might have a clearer understanding of whether a bylaw would complement education.
35. Officers have drafted an action plan that sets out the Council's initiatives over the next two years, and that complements wider efforts to make Wellington smokefree. The Action Plan will be implemented in conjunction with a communications and engagement plan.
36. The Smokefree Wellington Action Plan includes making the Civic Square and the civic complex (including all public building entrances), bus stops, and the entrances of all libraries, community centres and swimming pools smokefree.
37. The Council will work with Regional Public Health and health promoters to support and compliment the National Smokefree Working Group's 2015-2018 Action Plan<sup>8</sup> and the 3DHB Tobacco Control Plan<sup>9</sup>. Focus areas for the Council are:
  - extending smokefree outdoor areas
  - smokefree promotion and community engagement, including smokefree events (smokefree includes cessation support)
  - leadership and advocacy.

<sup>8</sup> Smokefree Aotearoa 2025 Action Plan 2015 – 2018, National Smokefree Working Group

<http://www.sfc.org.nz/documents/nsfwg-road-map-2015-2018.pdf>

<sup>9</sup> 3DHB Tobacco Control Plan 2015 - 2018 (Wairarapa, Hutt Valley and Capital and Coast District Health Boards)  
<http://www.ccdhb.org.nz/news/2015/3DHB%20Tobacco%20Control%20Plan%202015%20-%202018.pdf>

38. These focus areas will help achieve the Smokefree 2025 goal by leveraging the Council's broad capacity for advocacy, and by complementing the efforts of our smokefree partners to reduce the uptake of smoking and support people to quit.
39. Officers will work with partners and launch a social marketing campaign on World Smokefree Day, 31 May, to promote Wellington becoming a smokefree city.

### Next Actions

13 April -	The Community, Sport and Recreation Committee considers the Smokefree Wellington Action Plan
11 May	The Council decides whether to adopt the Smokefree Wellington Action Plan
31 May	The Smokefree Wellington Action Plan is launched for World Smokefree Day.

### Attachments

Attachment 1. SmokeFree Wellington Action Plan

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Author	Nigel Taptiklis, Senior Policy Advisor
Authoriser	Jeremy Baker, Director Strategy and Communications

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## **SUPPORTING INFORMATION**

### **Consultation and Engagement**

An Engagement and Consultation Plan has been developed and followed. This plan has considered the project's: significance, risk factors, various stakeholders, and constraints. The plan was developed in accordance with the Council's Significance and Engagement Policy.

In March 2016 officers held a workshop with representatives from the Regional Public Health Tobacco Control Team, the Service Integration and Development Unit (SIDU) of the Wairarapa, Hutt Valley and Capital & Coast District Health Boards, Otago University School of Medicine, the Cancer Society and the Smokefree Coalition.

The purpose of the workshop was to understand how the Council can best support and work with health promoters to progress the Smokefree 2025 Goal. Officers who were current smokers were also part of the workshop.

### **Treaty of Waitangi considerations**

Mana Whenua iwi have been consulted and support the proposed Smokefree Wellington Action Plan.

### **Financial implications**

Activities within the Smokefree Wellington Action Plan will be conducted within existing budgets.

### **Policy and legislative implications**

This review of the Council's smokefree activities and initiatives has considered the Council's wider policies and national legislation and no issues or implications are envisaged in relation to the recommended approach.

### **Risks / legal**

No considerations at this point.

### **Climate Change impact and considerations**

No considerations at this point.

### **Communications Plan**

Officers are developing an engagement and communications plan to support the implementation of the Smokefree Wellington Action Plan.



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## Smokefree Wellington Action Plan 2016 - 2018

**Wellington's Smokefree Goal:** By 2025, less than 5 percent of Wellingtonians will smoke.

### Introduction

In 2011 the Government committed to a goal of New Zealand becoming smokefree by 2025, meaning the prevalence of smoking across all populations will be less than five percent. The Government's commitment followed an inquiry by the Māori Affairs Select Committee into the effects of smoking on Māori.

The Smokefree 2025 goal means:

- that our children and grandchildren will be free from tobacco and enjoy tobacco free lives
- that almost no-one will smoke (less than 5 percent of the population will be current smokers)
- selling or suppling tobacco will be highly restricted.

In the 2013 Census, 9.5 percent of Wellingtonians were smokers, the lowest rate in New Zealand. Nationally, 15 percent of New Zealanders identified as smokers in the 2013 Census. Māori and Pacific have higher rates of smoking than other ethnicities at 33 percent and 22 percent respectively. In the Wellington region, 26 percent of Māori and 24 percent of Pacific people smoke.

Smoking has a profound effect on Māori communities. Smoking causes the deaths of more than 600 Māori every year and is estimated to cause 25 percent of the deaths of Māori women and 21 percent of the deaths of Māori men<sup>10</sup>. Pacific Islanders are the next group of people most affected by smoking related diseases.<sup>11</sup>

Smoking kills more than 50 percent of smokers.<sup>12</sup> Frontline medical staff report that smokers first present with complications due to smoking related diseases in early-middle age. These people suffer considerable shock as their lives are irrevocably changed for the worse, yet they believed it could never happen to them.

### Context for Wellington City Council

Tobacco control agencies are focussed on cessation, regulation and legislation, and building public support to achieve the Smokefree 2025 goal, with responsibility shared between the Government, health services and tobacco control agencies, and communities.<sup>13</sup>

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<sup>10</sup> Māori Affairs Committee, 2010. Inquiry into the tobacco industry in Aotearoa and the consequences of tobacco use for Māori. New Zealand House of Representatives.

<sup>11</sup> 3DHB Tobacco Control Plan 2015 – 2018 (Wairarapa, Hutt Valley and Capital and Coast District Health Boards).

<sup>12</sup> Health Effects of Smoking. Ministry of Health <http://www.health.govt.nz/your-health/healthy-living/addictions/smoking/health-effects-smoking>

<sup>13</sup> Smokefree Aotearoa 2025 Logic Diagram  
<http://smokefree.org.nz/sites/default/files/2025%20logic%20version%209-120807.pdf>

The Council manages community infrastructure, including libraries, reserves, recreational facilities and bus stops, on behalf of its community. Smokefree outdoor spaces and events are seen as important opportunities to support and promote the Smokefree 2025 goal.

The vast majority of Wellingtonians do not smoke and there is strong public support for the Council to increase smokefree areas to support the Government's Smokefree 2025 Goal. Of the 1,329 people who responded to the Council's public opinion survey in September 2015, 84 percent supported Wellington becoming increasingly smokefree.<sup>14</sup>

The Council has designated playgrounds, skate parks, sports fields, and Midland Park as smoke-free outdoor areas and the Council's events are smokefree. The Zoo and Zealandia are smoke-free as is new and refurbished Council housing (both inside and out), with designated smoking areas provided outdoors for tenants who smoke. Communal areas of all Council housing complexes are also smokefree.

### **Smokefree Wellington – an action plan**

Wellingtonians need to know about and support the Smokefree 2025 goal for Wellington to achieve a smokefree city and at least 5000 current smokers people need to give up smoking, 1000 of them Māori. The Council will need to show leadership, be innovative and work collaboratively.

The Council will work with Regional Public Health and health promoters to support and complement the National Smokefree Working Group's 2015–2018 Action Plan<sup>15</sup> and the 3DHB Tobacco Control Plan<sup>16</sup>. Focus areas for the Council are:

- extending smokefree outdoor areas
- smokefree promotion and community engagement, including smokefree events (smokefree includes cessation support)
- leadership and advocacy.

These focus areas will help achieve the Smokefree 2025 goal by leveraging the Council's broad capacity for advocacy, and by complementing the efforts of our smokefree partners to reduce the uptake of smoking and support people to quit.

The initial Smokefree Wellington Action Plan will be for 2016 and 2017. Additional smokefree areas will be the Civic Square and the civic complex, including all public building entrances; bus stops, and the entrances of all libraries, community centres and swimming pools. 'Smokefree' will include the use of e-cigarettes.

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<sup>14</sup> Attitudes to Smoking in Wellington: Report on the 2015 Smoke-free Survey  
<http://wellington.govt.nz/~media/about-wellington/research-and-evaluation/smoke-free-survey-report-wcc.pdf?la=en>

<sup>15</sup> Smokefree Aotearoa 2025 Action Plan 2015 – 2018, National Smokefree Working Group  
<http://www.sfc.org.nz/documents/nsfwg-road-map-2015-2018.pdf>

<sup>16</sup> 3DHB Tobacco Control Plan 2015 - 2018 (Wairarapa, Hutt Valley and Capital and Coast District Health Boards)  
<http://www.ccdhb.org.nz/news/2015/3DHB%20Tobacco%20Control%20Plan%202015%20-%202018.pdf>



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The measure of success for the Action Plan will be increased public support and reduced visibility of smoking. The Smokefree Wellington opinion and smoking point-prevalence surveys will be repeated in 2017. The next national census will be in 2018, which will provide an update on the number of people still smoking.

**Smokefree Wellington Action Plan Actions and Activities 2016–2017**

<b>Policy development and community engagement</b>	<b>Responsibility</b>
<ul style="list-style-type: none"> <li>- Work with project partners to develop and test key messages to promote Wellington’s smokefree goal and make smokers feel supported to quit</li> <li>- Engage businesses and explore options for smokefree dining</li> <li>- Develop a longer-term plan to make Wellington smokefree (eg. align with the 2018–2021 Long-term Plan period)</li> <li>- Report back to the Community, Sport and Recreation Committee in November 2017</li> </ul>	Policy project manager
<ul style="list-style-type: none"> <li>- Conduct public opinion and smoking point prevalence surveys in 2017</li> </ul>	Research Team
<ul style="list-style-type: none"> <li>- Work with partners and launch a social marketing campaign on World Smokefree Day, 31 May, to promote Wellington becoming a smokefree city.</li> <li>- Develop and implement 2–year communications and engagement plan</li> <li>- Develop a longer-term communications and engagement plan</li> </ul>	Policy and Communications Teams
<ul style="list-style-type: none"> <li>- Engage mana whenua iwi on working together to make Wellington Smokefree</li> </ul>	Treaty Relations Team
<ul style="list-style-type: none"> <li>- Explore making all new tenancies smokefree</li> </ul>	City Housing
<ul style="list-style-type: none"> <li>- Explore connections with the Child and Youth Friendly Cities and Social Strategy projects</li> </ul>	Policy and Community Services Teams
<b>Smokefree events and extending Wellington’s smokefree outdoor areas</b>	<b>Responsibility</b>
<ul style="list-style-type: none"> <li>- Make bus stops smokefree, with a supporting marketing campaign</li> </ul>	Transport and Comms Teams
<ul style="list-style-type: none"> <li>- Designate Civic Precinct and Civic Square smokefree, including all public entrance ways</li> <li>- Make the entrances of all Council community centres and branch libraries smokefree</li> <li>- Reflect key themes and messaging in signage</li> </ul>	Property Team
<ul style="list-style-type: none"> <li>- Designate the Botanical Gardens of Wellington Smokefree</li> </ul>	Parks, Sport and Recreation Team

<ul style="list-style-type: none"> <li>- Designate Waitangi Park smokefree</li> <li>- Explore making the entrances of all swimming pools and the ASB Sports Centre smokefree</li> <li>- Reflect key themes and messaging in signage.</li> </ul>	
<ul style="list-style-type: none"> <li>- Review and update material provided to event hosts ahead of the June 2016 Community Events Sponsorship Fund to integrate key smokefree messages.</li> <li>- Work with partners to have smokefree and cessation support at events</li> </ul>	Events Team
<ul style="list-style-type: none"> <li>- Explore designating laneways smokefree</li> </ul>	Urban Design Team
<b>Internal support for smokers and frontline staff</b>	<b>Responsibility</b>
<ul style="list-style-type: none"> <li>- Help connect staff wanting to quit with cessation support</li> <li>- Provide training for the Council's frontline staff (parking, parks, others) in ways to best communicate and encourage smokefree policies</li> </ul>	HR Team

## Get help to quit

<http://www.health.govt.nz/your-health/healthy-living/addictions/smoking/stop-smoking>

Ready to quit smoking? You don't have to do it alone.

- Call the Quitline on **0800 778 778**.
  - You are five times more likely to quit with Quitline than quitting alone.
  - Quitline supports around 12,000 people to quit every year. Make yourself one of them.
  - Talk to a Quitline advisor who will help you:
    - create a personalised quit smoking plan
    - understand your smoking addiction
    - set a date to stop smoking – your Quit Date.
  - They'll also send you a Quit Pack – this contains supportive information and your Quitcard. Take the Quitcard to your local pharmacy to get subsidised nicotine patches, gum and lozenges.
- Talk face-to-face with someone through [Aukati KaiPapa, Pacific or pregnancy stop smoking services](#).
- Talk to your doctor or pharmacist.
- Start a [Quitblog](#). Read about others' stories and success, and share your own.
- Check the [Smokefree Contacts website](#) to find a stop smoking service in your area.

For more information, visit the [Quitline tools to help you quit smoking](#)

## E-Cigarettes

<http://www.health.govt.nz/our-work/preventative-health-wellness/tobacco-control/advice-use-e-cigarettes>

Use approved Nicotine Replacement Therapy (NRT) products or smoking cessation medicines to stop smoking.

Only approved medicines can be sold for smoking cessation support in New Zealand. No company has applied to register (through Medsafe) their e-cigarette for smoking cessation

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purposes and therefore there are no e-cigarettes in New Zealand approved for smoking cessation purposes.

There is not enough evidence to be able to recommend e-cigarettes as an aid to quit smoking (see [Will electronic cigarettes help me stop smoking?](#)).

While there is some evidence that the short-term use of e-cigarettes is less harmful than cigarette smoking, we do not know anything of the impacts of long-term use.

The Ministry continues to assess new evidence as it arises, but in the meantime smokers should continue to use approved smoking cessation aids, such as [patches, lozenges and gum](#), to help them [quit smoking](#).

Talk to your health professional about what medication is best for you.

Only through quitting will you no longer be exposed to the harmful effects of smoking. Cutting back the number of cigarettes you smoke does not remove the harms of smoking.

### **Can you use an e-cigarette in smokefree places?**

The use of e-cigarettes in smoke-free places is not prohibited by the Smoke-free Environments Act 1990. However, individual organisations can ban the use of e-cigarettes as part of their own smokefree policies. The Ministry encourages people to avoid using e-cigarettes in areas where smoking is not permitted.



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## **SOCIAL AND RECREATION FUND MARCH 2016 AND CH IZARD BEQUEST 2016**

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### **Purpose**

1. To provide recommendations for allocation of funding through the Social and Recreation Fund for the March 2016 funding round and the C.H Izard Bequest for 2016.

### **Summary**

2. The Council provides grants to assist community groups to undertake projects that meet community needs. Grants are also a mechanism for achieving the Council's objectives and strategic priorities, especially those priorities that rely on community organisations carrying out specific activities.
3. The 2013 review of the grant criteria proposed a move away from generic criteria in favour of specific criteria for each fund. While each pool may share a number of criteria, others would be tailored to suit the particular demands of that community of interest and relevant Council outcomes.
4. The C.H. Izard Bequest has been managed by Council since 1925. The capital is managed by trustees; Macalister, Mazengarb Solicitors and an annual allocation made for distribution.

### **Recommendations**

That the Community, Sport and Recreation Committee:

1. Receive the information.
2. Agree to the allocation of funding for the Social and Recreation Fund and the C.H. Izard Bequest as follows:

<b>Social And Recreation Fund- March 2016</b>						
	<b>Organisation</b>	<b>Project Title</b>	<b>Total Project Cost</b>	<b>Amount requested</b>	<b>Recommended</b>	<b>Comments</b>
1	AFS Intercultural Programmes New Zealand Incorporated	Youth-focussed Volunteer Event - Wellington	\$13,856	\$3,278	\$0	Lower priority given pressure on available funding, Council continues to support a range of youth organisations in the city.

2	Autism Intervention Trust	Holiday Programme for Children with Autism	\$61,147	\$10,000	\$6,000	Promotes inclusion/removes barriers to a marginalised group of young people, aligns to the Accessibility Action Plan
3	Community Law Wellington and Hutt Valley Trust (Wellington Community Law Centre)	Access to interpreters	\$10,000	\$10,000	\$0	Lower priority, our focus is on supporting language skills. Existing contract funding for services and rental support in place for these outcomes.
4	Hataitai Residents' Association Inc	Residents Association Funding Support	\$2,057	\$1,500	\$1,500	Operational support for local residents association
5	Hutt Valley DHB, Regional Public Health (RPH)	Refugee health cross cultural worker	\$6,872	\$6,872	\$0	Seeking funding for health outcomes, interpreters for refugees, should be funded through health and not by ratepayers. Not a priority for Council support.
6	Inspiring Stories Trust	Live the Dream	\$75,080	\$10,000	\$0	Lower priority given pressure on available funding and ongoing support in place with youth development agencies in the city.
9	Kilbirnie - Lyall Bay - Progressive Association Inc	Kilbirnie, Rongotai, Lyall Bay Residents Association	\$1,500	\$1,500	\$1,500	Operational support for local residents association
10	Kyouka Ltd T/A Strategy Design & Advertising	Co—nnection (community social enterprise for matching interns with work placements)	\$45,000	\$15,000	\$12,000	Innovative new platform for brokering work placements from design students with industry, community ict
11	MCLaSS: Multicultural Learning and Support Services	Operational costs to support English classes for increased refugee intakes	\$12,940	\$12,940	\$12,940	Support for an extra level one class and support for learners with travel, aligns with focus on helping settlement of refugees.



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12	Miramar Peninsula Community Trust	Seatoun Village Hall	\$16,280	\$12,780	\$3,200	Funded earlier in this financial year (\$17,500), opening delayed, can apply in later round for support to end of 16/17.
13	Mt Cook Mobilised-umbrella via Newtown Residents Association Inc.	Operational assistance	\$1,500	\$1,500	\$1,500	Operational assistance for residents association
14	Newtown Community & Cultural Centre	Newtown Youth Programme	\$90,744	\$13,000	\$8,000	Contribution of costs of holiday programme, working with hard to reach and disadvantaged young people
15	Outerspaces Charitable Trust	Outerspaces Coordinator Salary	\$9,240	\$9,240	\$5,000	Contribution to work with LGBTIQ young people, working with Evolve and schools.
16	Pablos Art Studios Incorporated	Encouraging the artistic and social skills of people who have had a lived experience of mental ill health to enable positive social integration and to build community capacity.	\$106,000	\$10,000	\$0	Lower priority given focus of service which supported as a disability service provider by MSD. applying through Arts and Culture for gallery support.
17	Parafed Wellington Incorporated	Youth Group	\$28,500	\$28,500	\$10,000	Providing sport and recreation opportunities for young people with disabilities
18	Samaritans of Wellington Incorporated	Office Administrator and Marketing & Communication Advisor's salaries	\$62,400	\$24,047	\$5,000	Operational support for volunteer recruitment, important service taking 19,000 calls every year.

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**Item 2.4**

19	Sing Your Lungs Out (Community Chronic Lung Disease Choir)	Sing Your Lungs Out (SYLO) Community Choir	\$4,150	\$1,500	\$0	Lower priority given pressure on available funding- health outcomes, seeking support for choral director, had arts grant earlier in the year.
20	Te Whanganui-a-Tara Youth Development Trust (Trading as Evolve)	Pulse Pathway in Youth Development	\$30,000	\$26,000	\$0	Evolve are supported through contract funding and with rental, lower priority given existing support in place.
21	Waterfront Sauna Project Limited	Waterfront Sauna Project	\$25,576	\$5,000	\$0	Lower priority for Council funding
22	Wellington Inner City Residents and Business Association	ICA Administration Support	\$1,500	\$1,500	\$1,500	Operational assistance for residents and business association active in the city centre
23	Wellington Society for the Prevention of Cruelty to Animals Incorporated (SPCA)	Volunteer Capability Building	\$10,440	\$7,440	\$0	Lower priority given pressure on available funding and support in place with volunteering agencies
24	Wellington Somali Council Inc	Somali Advisory Centre	\$31,960	\$31,960	\$0	Lower priority, seeking funding to improve access to government and health services, existing support in place to organisations providing advice and information.
25	Wellington Women's Boarding House (Wellington) Inc	Wellington Womens Boarding House - Operational support	\$51,660	\$6,682	\$0	Providing boarding house accommodation - not aligned with current Te Mahana priority areas for Council funding, Te Whakamura partnership in place.
26	Wellington Women's Health Collective Inc	Wages for 3 part time staff	\$60,450	\$15,000	\$0	Lower priority, providing health services and outcomes, support with rental assistance.

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27	Wellington Women's Refuge Group Inc	Safe-House Manager	\$50,855	\$50,855	\$0	Supported through contract funding and with rental, lower priority given existing support in place.
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**Total \$316,093 \$68,140**

**C H Iazard Bequest- 2016**

	Organisation	Project Title	Total Project Cost	Amount requested	Recommended	Comments
1	Challenge 2000 Trust	Provision of New Zealand Certificate in Youth Work from Careerforce	\$1,800	\$1,800	\$0	For Gap year students, lower priority given other requests with closer fit to priorities targeting disadvantaged.
2	Dress for Success Wellington	Professional Women's Group	\$1,950	\$1,950	\$0	Lower priority given other requests with closer fit to criteria, supported through grant and rental assistance.
3	IHC New Zealand Incorporated	Alpha Art Studio Mosaic Artwork Project	\$1,970	\$1,970	\$0	Arts project, lower priority given other requests with closer fit to criteria.
4	Island Bay Playcentre	Sandpit covers	\$1,560	\$1,560	\$0	Lower priority given other requests with closer fit to criteria.
5	Kiwi Community Assistance Charitable Trust	Warehouse Lease	\$27,500	\$4,584	\$0	KCA support a range of organisations in the City working with disadvantaged, support for lease of warehouse can be met through accommodation assistance.
6	MCLaSS: Multicultural Learning and Support Services	Empowering refugee parents to participate in their children's learning through school-based ESOL classes	\$53,794	\$8,748	\$8,478	Drop in sessions in Miramar and Berhampore for refugee women building confidence to participate in discussions about their children's welfare and progress and school and community events.

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7	Pablos Art Studios Incorporated	Support towards costs of Art Materials for Pablos Artists.	\$10,000	\$2,000	\$0	Lower priority given other requests with closer fit to criteria
8	Parafed Wellington Incorporated	Disabled Sport	\$20,600	\$10,500	\$0	Lower priority given pressure on available funding, recommended through Social and Recreation Fund
9	Parent to Parent Wellington Region	Mothers Caregivers programme	\$1,912	\$1,912	\$0	Lower priority given other requests, seeking support for movie night out and meal.
10	Sexual Abuse Prevention Network	SAPN Project Coordinator Wages	\$36,660	\$4,982	\$4,082	Support for programme aimed at young people who are most common victims of sexual violence, including schools and ethical bystander interventions amongst young people working in the hospitality sector.
11	Te Aro Health Centre	Flu vaccination funding	\$675	\$675	\$0	Seeking support for cost of flu vaccinations, primary care health outcomes should be met by health service and not the ratepayer.
12	The Parenting Place Inc - Parents Incorporated	Toolbox Parenting Courses in Wellington	\$24,942	\$3,825	\$0	Lower priority given pressure on available funding. Can be supported by user pays and sponsorship.
13	The Wellington City Mission (Anglican) Trust Board	Mission for Youth - Noho Marae/ Camp Programme	\$11,300	\$7,500	\$7,000	In depth noho marae for young people participating in City Mission alternative education programme.
14	Vincent's Art Workshop Inc	Support towards art materials and art tuition	\$6,645	\$4,000	\$4,000	Support for materials and projects, project works with vulnerable communities.

15	Wellington Rape Crisis Incorporated	Assistance with Social and Support Worker costs	\$131,190	\$4,995	\$0	Lower priority given pressure on available funding and commitment to ongoing support through contract and rental assistance.
16	Wellington Society for the Prevention of Cruelty to Animals Incorporated (SPCA)	Education Programme	\$6,040	\$6,040	\$6,440	30 education sessions aimed at young people, targeting areas where the highest animal cruelty investigations are done in the city, contributes to safety and prevention
17	Wellington Women's Refuge Group Inc	In house counsellor	\$7,800	\$7,800	\$0	Lower priority given pressure on available funding and commitment to ongoing support through contract and rental assistance.
18	Zeal Education Trust	Development Pathways for Refugee Background Youth	\$12,000	\$5,000	\$0	Lower priority for this photography project, given other applications and ongoing support in place for Zeal from Council.
<b>Total</b>			<b>\$79,841</b>	<b>\$30,000</b>		

## Background

5. Grants and funding are included in the Annual Plan to provide an appropriate mechanism for the Council to respond to community groups that are undertaking projects that:
  - Meet a need identified by the community.
  - Align with council's strategic goals and community outcomes.
  - Rely to some extent on participation and engagement by community organisations.
6. Organisations and projects are funded through both contracts and contestable grants pools. The contestable pools provide grants that are discretionary, short term and generally project based in nature.
7. Charles Hayward Izard served on the Wellington City Council and then as a MP, he gifted Izard Park in memory of his son C.B. Izard, the park is adjacent to Otari Wilton Bush and bears the family name. The trustees of the C.H. Izard Bequest have advised

that up to \$30,000 is available fund for allocation to suitable projects recommended to them by the Community, Sport and Recreation Committee.

### **Discussion- Social and Recreation Fund**

8. The Social and Recreation Fund supports community organisations for projects that meet the criteria for the fund. This is the third of three funding rounds for 2015-16 and 27 applications are requesting a total of \$316,093.
9. Officers are recommending the Committee, Sports and Recreation Committee support 12 projects with grants totalling \$68,140.

### **Discussion- C.H. Izard Bequest**

10. The CH Izard Bequest has specific criteria in addition to meeting Council's general Social and Recreation Fund criteria (attached as Attachment 1), though less emphasis on Council's strategic priorities is required.
11. Specific criteria relating to C.H. Izard Bequest:
  - Charitable and/or educational purposes and must fit the 'charitable mould', and may or may not have an educational purpose.
  - Charitable is interpreted as "needy" in the social welfare sense, not simply as a charitable trust.
12. We received 18 applications, seeking \$79,841, Officers are recommending five organisations be supported with a total of \$30,000.

### **Contact Officers**

Jenny Rains, Community Services Manager

Mark Farrar, Senior Advisor Funding and Relationships

### **Attachments**

Attachment 1. Attachment 1- Criteria

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Author	Mark Farrar, Team Leader Funding and Relationships
Authoriser	Greg Orchard, Chief Operating Officer

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## **SUPPORTING INFORMATION**

### **Consultation and Engagement**

N/A

### **Treaty of Waitangi considerations**

Applications that could have implications for Maori are referred to Council's Treaty Relations Office for recommendations. For each of these grant funds there are specific criteria and questions relating to Maori, for the Social and Recreation Fund applicants are asked to describe how their project serves to assist Maori potential.

### **Financial implications**

The Long Term Plan makes provision for community grants in several places - 2.1.6 - Community environmental initiatives, 3.1.4 - Grants and creative workforce, 4.1.4 - (Arts and) Cultural grants, and 5.2.4 - Grants (Social and Recreation). The Social and Recreation Fund comes under project C668.

### **Policy and legislative implications**

Council funds have been created to assist community initiatives in line with Council strategy. Council Officers engage and consult widely with a range of groups and organisations before funding applications are made and throughout the assessment process.

### **Risks / legal**

N/A

### **Climate Change impact and considerations**

N/A

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## **Attachment 1- Social and Recreation Fund and CH Izard Bequest Criteria**

### **Criteria**

Your project makes a positive contribution to achieving the Council's Strategic outcomes:

Towards 2040: Smart Capital strategy

- **People Centred City:** Contributes to healthy, vibrant, affordable and resilient communities, with a strong sense of identity and 'place' expressed through urban form, openness and accessibility.
- **Connected City:** Supports a city with easy physical and virtual access to regional, national and global networks.
- **Eco-City:** Allows the city to proactively respond to environmental challenges and seize opportunities to grow the green economy.
- **Dynamic Central City:** Supports a central city of creativity, exploration and innovation, helping Wellington to offer the lifestyle, entertainment and amenity of a much bigger city.

Long Term Plan 2012-22 priorities:

- An inclusive place where talent wants to live
- A resilient city
- A well managed city
- Annual Plan priorities for the relevant year.

The project is Wellington-based and mainly benefits the people of Wellington (exceptions may be made for projects based elsewhere in the region, but which significantly benefit Wellington City residents).

The applicant is a legally constituted community group or organisation

The applicant provides evidence of sound financial management, good employment practice, clear and detailed planning, clear performance measures, and reporting processes.

The applicant outlines how physical accessibility has been built into project development.

The applicant outlines how pricing has been set to ensure access by a wide range of people or by the intended users.

The project should show evidence of community support, collaboration, and building partnerships with other organisations (e.g. social media interest, letters of support from other organisations/leaders).

The applicant must show that the project discernibly improves community wellbeing and adds value to the range of similar types of services in the community.

Māori are often over-represented in many determinants of social deprivation. Outline whether and how the specific needs of Māori have been incorporated into the planning of your project.



Emergent and innovative community projects can be supported through this fund. Applicants that apply under this category will need to demonstrate the transformative nature of the project.

### **Focus Areas**

#### **Build capability and capacity within the community**

Priority will be given to projects that:

- strengthen the local community, address local issues, strengthen and contribute to social wellbeing
- Support volunteers and foster skill development and training for the community.

#### **Promote personal and community safety**

Priority will be given to projects that:

- Support community activity that enhances Wellington as an International Safe Community
- Support projects that enhance community safety and/or personal safety.

#### **Physically active communities encouraging health and wellbeing**

Priority will be given to projects that:

- Target communities of interest, including youth and seniors.
- Support the strategic planning of sports codes

#### **Youth**

Priority will be given to projects that:

- Involve young people in the development and delivery of the project
- Help young people gain a better understanding of community, an increased sense of belonging as active citizens and positive contributors to society
- Promote volunteer opportunities for young people.

#### **Community Preparedness**

Priority will be given to projects that:

- Strengthen local neighbourhood connectedness in an ongoing manner
- Increase community resilience and emergency preparedness locally

#### **Criteria for Residents and Progressive Association applicants:**

The organisation must:

- be registered with Wellington City Council Community Services as a residents/progressive association
- have a committee
- meet at least twice a year and keep minutes of these meetings
- have an active membership of 10 or more, excluding the committee
- keep accurate and detailed accounts
- agree to make their accounts and minutes available to Wellington City Council on request.

When submitting an application Residents and Progressive Associations should give a summary of their current membership, meeting pattern (e.g. monthly) and provide a copy of minutes from recent meetings.

## CH Izard Bequest

The Council administers the CH Izard Bequest on the trustee's behalf.

To be eligible, projects must:

- be for educational purposes or to support needy, disadvantaged groups in the community
- be an application from a group or organisation (individuals are not eligible)
- be within the Wellington city rate-paying area

### Criteria

- The project makes a positive contribution to achieving the Council's Strategic Outcomes and points of difference as listed in our Annual Plan.
- The project is Wellington based and primarily benefits the people of Wellington city.
- The applicant is a legally constituted community group or organisation, not an individual or individuals. (Groups may apply under an appropriate umbrella organisation.)
- The applicant group provides evidence of (or, if a new group, systems for):
  - sound financial management
  - good employment practice (where applicable)
  - clear and detailed planning
  - clear performance measures
  - demonstrated ability to report back on past funding as appropriate.
- Projects will not be funded for the same purpose more than once in any financial year.
- Failure to report adequately on past Council funding can result in a group being considered ineligible for future funding.
- The project should be physically and financially accessible either by a wide range of people or by the intended users.
- The project should show evidence of community support, collaboration and building partnerships with other organisations (such as letters of support from other organisations / leaders).
- The applicant must demonstrate that the project expands the capacity, range or level of similar types of services in the community and that it has involved users in identifying the need for the project.
- The principal intent of the project is not for private or commercial financial gain, though such gains may occur as a side effect of the project.
- The application must demonstrate an awareness of the Treaty of Waitangi, in particular when involving mana whenua and taupū here.
- The project is for a charitable and / or educational purpose.

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## FORWARD PROGRAMME JUNE 2016 - SEPTEMBER 2016

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### Purpose

1. The purpose of this report is to provide the Community, Sport and Recreation Committee with details of the reports to be considered by the Committee over the remainder of the 2013-2016 triennium.

### Recommendation

That the Community, Sport and Recreation Committee:

1. Receive the information

### Background

2. The Community, Sport and Recreation Committee forward programme reflects the policy work streams for the Committee as prioritised by the Governance, Finance and Planning Committee (under its delegations) at its meeting held on 11 June 2015. This forward programme also includes operational / “business-as-usual” work requiring decisions in accordance with the delegations of the Community, Sport and Recreation Committee.

### Discussion

3. The Community, Sport and Recreation Committee Forward Programme will be presented to each meeting of the Committee.
4. It should be noted that the forward programme as presented in Attachment 1 may be subject to change and that there is the flexibility to respond to any opportunities and obligations that may arise during the next 5 months and as such, any changes will require the removal or re-prioritisation of other items.

### Attachments

Attachment 1. Forward Programme for the period June - September 2016

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Author	Helga Sheppard, Governance Advisor
Authoriser	Crispian Franklin, Governance Team Leader

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## **SUPPORTING INFORMATION**

### **Consultation and Engagement**

Where the work programmes has identified items that require consultation, such engagement and consultation will be undertaken accordingly.

### **Treaty of Waitangi considerations**

Where any Treaty of Waitangi considerations are identified, these will be taken into account.

### **Financial implications**

Any financial implications associated with any policy or operational matters will be considered.

### **Policy and legislative implications**

Any policy and legislative implications associated with this work programme will be considered.

### **Risks / legal**

Any legal issues or risks identified will be outlined as each item is brought to the Committee for considered.

### **Climate Change impact and considerations**

Any climate change impacts will be considered.

### **Communications Plan**

There is no communication plan associated with this work programme. However, where necessary, communications plans associated with specific items of work will be developed.

2016 Community, Sport and Recreation Committee Forward Programme

**Community, Sport and Recreation Committee - Forward Programme**

**Wednesday, 15 June 2016**

<b>Community, Sport and Recreation Committee</b>		
<b>Report Title</b>	<b>Description</b>	<b>Business Unit</b>
Social and Recreation Fund- March 2016- multi-year contract funding	Recommendations for the Social and Recreation Multi-year contract funding. The closing date for this contract funding round is 15 April 2016	Social
CSR Forward Programme	Standing agenda item	
Graffiti Volunteer Programme	Update on the implementation of the Graffiti Management Plan: Bank It - Graffiti Volunteer Programme	Social
Urban Agriculture Programme	Implementation and options for the future	Social
Sports Strategy	Scoping report	Parks, Sport and Recreation
Draft Wellington Play Space Policy	The approval of the draft policy for consultation over 6 weeks	Social
Updates/renewals of existing plans and initiatives	Accessible Wellington Action Plan scoping paper	Social

2016 Community, Sport and Recreation Committee Forward Programme

**Wednesday, 10 August 2016**

<b>Community, Sport and Recreation Committee</b>		
<b>Report Title</b>	<b>Description</b>	<b>Business Unit</b>
Hearings - Draft Wellington Play Space Policy	TBC	Democratic Services
Te Mahana Strategy	To provide an update on the strategy and the progress made to date.	Parks, Sport and Recreation
Alcohol Management	TBC	Social
CSR Forward Programme	Standing agenda item	

2016 Community, Sport and Recreation Committee Forward Programme

**Thursday, 8 September 2016**

Community, Sport and Recreation Committee		
Report Title	Description	Business Unit
Social and Recreation Fund -August 2016	Grants Round	Community Networks

*Please note that this proposed Forward Programme may be subject to change depending on any changes to the policy work programme or resourcing constraints.*





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### 3. Public Excluded

Resolution to Exclude the Public:

THAT the Community, Sport and Recreation Committee :

Pursuant to the provisions of the Local Government Official Information and Meetings Act 1987, exclude the public from the following part of the proceedings of this meeting namely:

General subject of the matter to be considered	Reasons for passing this resolution in relation to each matter	Ground(s) under section 48(1) for the passing of this resolution
3.1 Arlington Site 1 Redevelopment - Detailed Business Case	7(2)(h) The withholding of the information is necessary to enable the local authority to carry out, without prejudice or disadvantage, commercial activities.  7(2)(i) The withholding of the information is necessary to enable the local authority to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations).	s48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7.

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