An outcome framework for Housing New Zealand tenants and applicants

The Housing Pathways Longitudinal Study

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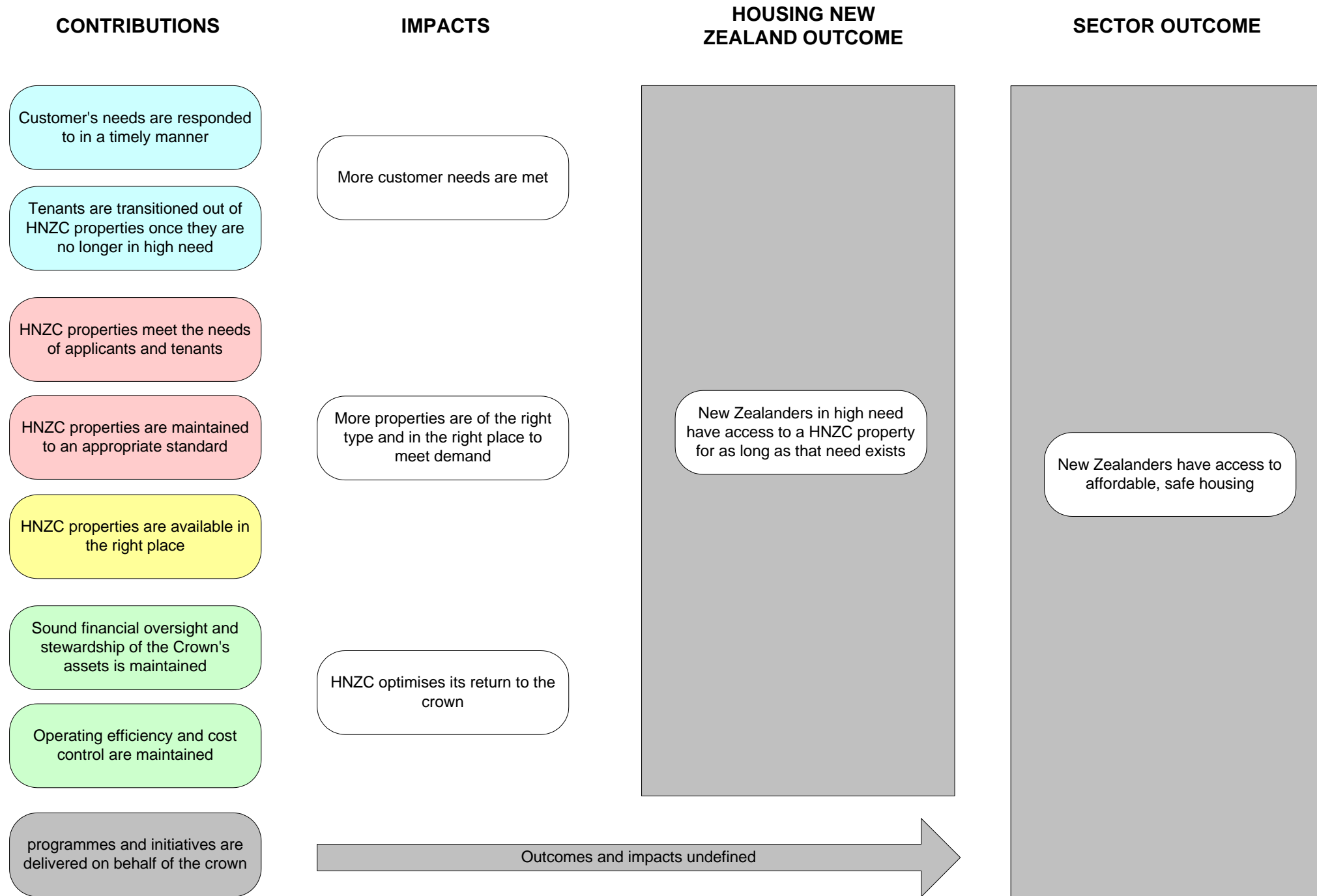Luke Smith: luke.smith@hnzc.co.nz

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Purpose of this report

1   The purpose of this report is to develop a better understanding of what Housing New Zealand tenants and applicants want from their housing, and how their desired housing can contribute to outcomes for them. More specifically, it seeks to address the questions:

-   what housing characteristics are desired by tenants and applicants?

-   what direct effects do they anticipate that the desired housing will have on their households?

-   what contributions do the direct effects of housing make to longer term social outcomes for tenants, applicants and their households?

2   This is intended to:

-   provide a better understanding of what users of social housing want from their housing, and what contributions good housing makes to their lives

-   allow a comparison between the tenants and applicants' outcome framework and the Housing New Zealand outcome framework that is published in the Housing New Zealand Statement of Intent.[1]

-   provide a framework against which housing pathway outcomes can be assessed when analysing data from the Housing Pathways Longitudinal Study.

Structure of this report

3   Section 1 of this report describes the Housing New Zealand outcome framework that was published in the Statement of Intent 2013-2016.[1] This framework was developed within the context of Government priorities and Crown social objectives for Housing New Zealand, and outlines the activities that Housing New Zealand undertakes, and the contributions of those activities to the sector outcome: New Zealanders have access to affordable, safe housing.

4   Section 2 describes the tenants and applicants' outcome framework, which has been developed using information from the Housing Pathways Longitudinal Study and a review of international literature. This framework summarises tenants' and applicants' views of desired housing characteristics, and the outcomes that good housing helps them to achieve.

5   Section 3 compares the two outcome frameworks, identifying areas of similarity and difference, the linkages between the two, and the contributions that the tenants and applicants' framework may make to future work.

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[1] Housing New Zealand (2013) Statement of Intent 2013-2016.

Housing New Zealand's outcome framework

CONTRIBUTIONS	IMPACTS	HOUSING NEW ZEALAND OUTCOME	SECTOR OUTCOME

Customer's needs are responded to in a timely manner

Tenants are transitioned out of HNZC properties once they are no longer in high need

HNZC properties meet the needs of applicants and tenants

HNZC properties are maintained to an appropriate standard

HNZC properties are available in the right place

Sound financial oversight and stewardship of the Crown's assets is maintained

Operating efficiency and cost control are maintained

programmes and initiatives are delivered on behalf of the crown

More customer needs are met

More properties are of the right type and in the right place to meet demand

HNZC optimises its return to the crown

New Zealanders in high need have access to a HNZC property for as long as that need exists

New Zealanders have access to affordable, safe housing

Outcomes and impacts undefined

1. Housing New Zealand's outcome framework

6   Housing New Zealand has developed an outcome framework, reproduced on the previous page, that outlines the activities that Housing New Zealand undertakes, and the contributions of those activities to the sector outcome: New Zealanders have access to affordable, safe housing.[2]

7   This framework has been formatted to facilitate comparison with the tenants and applicants' outcome framework, described in section 2. In particular, the colours in the 'contributions' column have been matched to those in the 'desired housing' column of the tenants and applicants' framework, with blue indicating tenure characteristics, red indicating property characteristics, and yellow indicating neighbourhood characteristics. The green and grey boxes do not match any elements in the tenants and applicants' framework.

Context for the Housing New Zealand outcome framework

8   The Housing New Zealand outcome framework was developed within the context of Government priorities and Crown social objectives for Housing New Zealand.

9   The Crown social objectives state that Housing New Zealand is to assist the Crown in meeting the Government's social objectives by:

- assisting vulnerable individuals and families, who request state assistance, to make the right housing choices and working with other agencies to transition state house tenants whose circumstances have improved, to alternative housing

- providing cost-effective state housing and associated services to those most in need, for the duration of their need, at an appropriate quality.

10   Wider Government priorities that influence these objectives and the context in which Housing New Zealand works to achieve them include:

- a drive to deliver better public services within tight financial constraints by, for example, reducing long-term welfare dependence, supporting vulnerable children, and improving interaction with government

- reducing the incidence of rheumatic fever through improving housing conditions

- the Social Housing Reform Programme, which will introduce contestability into the provision of social housing

- rebuilding Christchurch.

Components of the Housing New Zealand outcome framework

Contributions

11   Housing New Zealand contributions are separated into core tenancy and asset management functions, and other programmes and initiatives delivered on behalf of the crown. The core tenancy and asset management functions have components that affect:

- tenants' experiences of tenure characteristics:

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[2] Housing New Zealand (2013) Statement of Intent 2013-2016.

- customer needs are responded to in a timely way
- tenants are transitioned out of Housing New Zealand properties once they are no longer in high need.

- tenants' experiences of property characteristics:

    - Housing New Zealand properties meet the needs of tenants and applicants
    - Housing New Zealand properties are maintained to an adequate standard.

- tenants' experiences of neighbourhood characteristics, and applicants' experiences of availability of housing:

    - Housing New Zealand properties are available in the right place.

12   There are also components of core tenancy and asset management functions that do not directly affect tenant and applicant experience, but may affect tenants and applicants indirectly through influencing the overall efficiency and effectiveness of Housing New Zealand operations. These are the contributions:

- sound financial oversight and stewardship of the Crown's assets is maintained

- operating efficiency and cost control are maintained.

13   The programmes and initiatives delivered on behalf of the Crown, which currently include: Welcome Home Loans and Kāinga Whenua loans, the Kiwisaver deposit subsidy, the First Home Ownership Scheme, Community Group Housing activities, and Hobsonville Land Company activities.
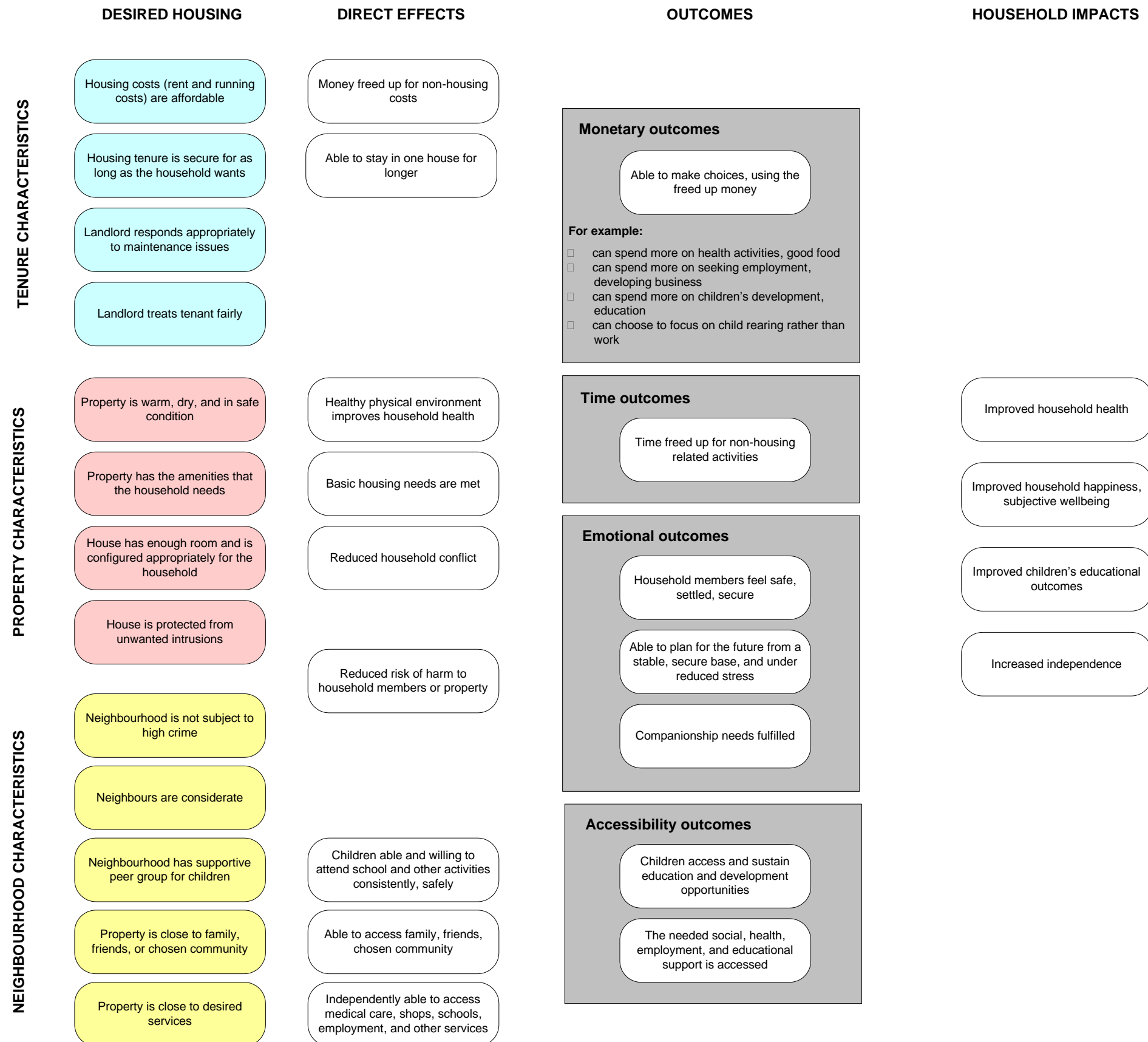

Impacts

14   The Housing New Zealand outcome framework indicates that the contributions will assist the achievement of the impacts:

- more customer needs are met

- more properties are of the right type and in the right place to meet demand

- Housing New Zealand optimises the return to the Crown.

Housing New Zealand outcome and sector outcome

15   In turn, the impacts are expected to contribute to Housing New Zealand providing housing for New Zealanders in high need, for as long as their need exists, and overall, to New Zealanders having access to affordable, safe housing.

Tenants and applicants' outcome framework

DESIRED HOUSING	DIRECT EFFECTS	OUTCOMES	HOUSEHOLD IMPACTS

TENURE CHARACTERISTICS

- Housing costs (rent and running costs) are affordable
- Housing tenure is secure for as long as the household wants
- Landlord responds appropriately to maintenance issues
- Landlord treats tenant fairly

Money freed up for non-housing costs

Able to stay in one house for longer

Monetary outcomes

Able to make choices, using the freed up money

For example:
- can spend more on health activities, good food
- can spend more on seeking employment, developing business
- can spend more on children's development, education
- can choose to focus on child rearing rather than work

PROPERTY CHARACTERISTICS

- Property is warm, dry, and in safe condition
- Property has the amenities that the household needs
- House has enough room and is configured appropriately for the household
- House is protected from unwanted intrusions

Healthy physical environment improves household health

Basic housing needs are met

Reduced household conflict

Reduced risk of harm to household members or property

Time outcomes

Time freed up for non-housing related activities

Emotional outcomes

Household members feel safe, settled, secure

Able to plan for the future from a stable, secure base, and under reduced stress

Companionship needs fulfilled

Improved household health

Improved household happiness, subjective wellbeing

Improved children's educational outcomes

Increased independence

NEIGHBOURHOOD CHARACTERISTICS

- Neighbourhood is not subject to high crime
- Neighbours are considerate
- Neighbourhood has supportive peer group for children
- Property is close to family, friends, or chosen community
- Property is close to desired services

Children able and willing to attend school and other activities consistently, safely

Able to access family, friends, chosen community

Independently able to access medical care, shops, schools, employment, and other services

Accessibility outcomes

Children access and sustain education and development opportunities

The needed social, health, employment, and educational support is accessed

2. Tenants and applicants' outcome framework

16 The tenants and applicants' outcome framework, shown on the previous page, has been developed using information gathered from the Housing Pathways Longitudinal Study (described in Appendix A), and from a review of relevant international literature (summarised in Appendix B). The framework is based on tenants' and applicants' descriptions of their desired housing characteristics, and the outcomes that good housing has helped them to achieve, or that they hope it will help them to achieve.

Context for the tenants and applicants' outcome framework

17 This framework is based on tenant and applicant perspectives and focuses specifically on their individual- and household-level aspirations and outcomes. As such, it does not consider societal or national-level outcomes, and does not take account of some of the trade-offs and targeting that may be necessary to ensure that housing need is effectively addressed across society as a whole. This is a point of difference between the two outcome frameworks.

18 Because the population from which opinions were sampled is comprised of tenants of, applicants for social housing, the framework describes desired outcomes for people who have low incomes, and who have been in, or potentially will be in, vulnerable housing situations.

Components of the tenants and applicants' outcome framework

Desired housing characteristics

19 The tenants and applicants' outcome framework classifies desired housing characteristics into three areas:

- tenure characteristics (including affordability, security of tenure, landlord responsiveness, and landlord fairness)

- property characteristics (including property condition/warmth/dryness, property amenities, size, and configuration, and property security)

- neighbourhood characteristics (including crime rates, how considerate the neighbours are, the supportiveness of peer groups for children, proximity to family, friends or community, and proximity to services).

20 The desired housing characteristics are held in common across tenure types. That is, they are desirable, whether the housing is privately rented, owned, or rented from Housing New Zealand. However, the specifics of each characteristic can differ, depending on circumstances or preferences. Below are some examples of differences.

- Some tenants want their housing tenure to be secure indefinitely, while others are happy with the idea that their social housing tenure could end once they are no longer in high need.

- A house that has enough room for a single person or couple without children may be too small for a family, while a house of a suitable size for a family may be too large for an elderly person living alone.

- A household configuration that is suitable for an active family may not be suitable for households dealing with mobility problems.

- Chosen communities can differ, for example some people want to live close to family, while others specifically do not.

- The desired services can differ between households, for example, elderly and disabled households can have a greater interest in being close to medical facilities.

Direct effects

21 Housing characteristics can have direct effects on how household members interact with one another and how they live in the house and neighbourhood. These 'direct effects' are given in column two of the framework. Examples of direct effects include:

- money being freed up for non-housing costs, as a result of more affordable housing

- basic housing needs being met through appropriate house configuration and amenities, and in some cases appropriate modifications for disabled people

- a healthy physical environment inside the house, due to the property being warm, dry, and in safe condition.

22 While the direct effects are placed closest to the housing characteristics that they are most influenced by, often several housing characteristics contribute to a direct effect. For example, both property and neighbourhood characteristics contribute to a reduced risk of harm to household members or property. Similarly, being able to stay in one house for longer is most related to tenure security, but can be affected by other characteristics such as house condition. Enabling children to attend school and other activities consistently and safely is affected by the proximity of the property to school and other activities, as well as by neighbourhood safety, and the presence of a supportive peer group.

Outcomes

23 Outcomes are listed in the third column of the framework. These are positive outcomes for the household, to which the direct effects can contribute (although the outcomes may not be wholly attributable to the effects of housing). The outcomes are categorised into four types, as follows.

- Monetary outcomes are assisted by affordable housing freeing up money for non-housing costs. The household can then make choices about how to spend the extra money that is available to them, and examples of choices that there is evidence for include: spending more money on healthy activities or good food, spending more money on seeking employment or developing a business, spending more money on children's activities and education, and choosing to work less so as to spend more time bringing up children. Other housing effects can also contribute to freeing up money, for example, being able to stay in one house for longer saves money that would otherwise be spent on moving costs, and a healthy and warm home environment can reduce the amount spent on heating and health care.

- Time outcomes are contributed to by a number of the housing effects, including being able to stay in one house for longer (moving house is time-consuming), having basic housing needs met (meaning that fewer work-arounds are required), reduced household conflict and reduced incidences of harm to people or property (dealing with conflict and crime can be time consuming), and being located close to schools, services and community (reducing travel times). The

time that is freed-up can be used for non-housing-related activities, including seeking employment, caring for children, undertaking education or training, or resolving personal or family problems.

- Emotional outcomes were often mentioned by participants in the Housing Pathways Longitudinal Study, and were consistent with those described in other research (Appendix B). Emotional outcomes include reduced stress levels, and feelings of being settled and secure, due to having good quality affordable stable housing in a safe area. Feeling settled, secure, and unstressed enables household members to plan for the future and to concentrate on non-housing areas of life such as self-improvement, education, child rearing, and work. A third type of emotional outcome is the fulfilment of companionship needs, enabled by access to family, friends, and community.

- Accessibility outcomes are enabled by the location of the property. For households with children, sustainable access to the children's education, care and recreation enables the children to take full advantage of those opportunities. For adults, the ability to independently access their needed services helps them to get the social and medical support that they need, and in some cases, to gain and sustain employment or education.

Household impacts

24   Impacts on the household are listed in the fourth and final column of the framework. These are longer term household outcomes that can be influenced by many things, including, but not limited to the household's housing situation. Four impacts are listed, as follows.

- Improved household health can be influenced by improved housing. This relates directly to physical aspects of the property (for example, reduced dust and mould) as well as being influenced by housing less directly, via monetary outcomes, time outcomes, emotional outcomes, and accessibility outcomes.

- Household happiness, or subjective wellbeing, can be influenced by many factors, with housing one of several important contributors.

- There is some evidence from the research literature (Appendix B), that housing characteristics can assist children's educational attainment, via reduced overcrowding, improved health, improved monetary outcomes, improved emotional outcomes, and greater accessibility to educational opportunities.

- Increased independence can be assisted by appropriate housing. Increased independence can mean different things for different people. The following are some examples.

  - An elderly person who has moved into a smaller house that is close to medical facilities now needs much less support from family and friends to maintain the house and access medical care.
  - An appropriately modified house allows a disabled person to live with less in-home care.
  - A mother of school-age children is able to seek and sustain part-time work, rather than relying on state assistance, now that she has been able to plan for the future from a stable base, her time has been freed up for non-housing activities, and she lives close enough to her work to make commuting affordable.

3. Comparison between the outcome frameworks

How the frameworks link

25   The two outcome frameworks present different perspectives on social housing, and have different boundaries as to what is in and out of the scope of the framework.

Framework boundaries

26   The Housing New Zealand framework presents an overview of what Housing New Zealand does, to contribute to providing New Zealanders in high need with access to affordable, safe housing. The Housing New Zealand framework does not include any non-shelter outcomes. The tenants and applicants' framework, by contrast, begins with the household accessing affordable, safe housing, and proceeds to describe the shelter and non-shelter outcomes that the housing contributes to for those households. The tenants and applicants' framework does not include the activities that Housing New Zealand needs to do, to provide them with that housing.

Framework perspectives

27   The Housing New Zealand framework is seen from the perspective of New Zealand's largest provider of social housing, and therefore includes activities that are not visible from a tenant's or applicant's perspective. These activities include some that contribute to balancing across competing interests, for example, transitioning out tenants who are no longer in high need.

28   The tenants and applicants' framework presents outcomes from the perspective of households, and therefore includes longer term and non-shelter outcomes that are not in the Housing New Zealand framework. The household perspective means it does not address sector-wide outcomes or the balancing of competing interests.

Joining the frameworks

29   The two frameworks could be linked, with the Housing New Zealand framework preceding the tenants and applicants' framework. The Housing New Zealand framework starts with Housing New Zealand activities, and ends with the provision of appropriate housing to New Zealanders in high need. The tenants and applicants' framework starts with the receipt of this housing by New Zealanders in high need, and progresses from there to the longer term outcomes for those households. Housing New Zealand may find it useful to consider the longer term household outcomes that social housing contributes to, and the ways that achievement of beneficial outcomes could be optimised.

Key similarities and differences

30   There is considerable similarity between the leftmost columns of the two frameworks ('contributions' in the Housing New Zealand framework and 'desired housing' in the tenants and applicants' framework), and both frameworks include factors that can be categorised into tenure characteristics, property characteristics, or neighbourhood characteristics. This suggests that, at an overview level, Housing New Zealand, and tenants and applicants, are considering similar factors when deciding on desirable housing characteristics.

31   The Housing New Zealand contribution 'tenants are transitioned out of HNZC properties once they are no longer in high need' is in some cases incompatible with

the tenants and applicants' desired housing characteristic: 'housing tenure is secure for as long as the household wants'. While some Housing New Zealand tenants are comfortable with the idea that they will remain in a Housing New Zealand home only until their need lessens, others are very attached to their properties and would like to remain there for life, regardless of need.[3]

32   Housing New Zealand 'contributions' include activities that relate to Housing New Zealand's operating efficiency and financial oversight (green boxes). These activities indirectly contribute to meeting tenant and applicant needs, but are mostly invisible from a tenant's and applicant's perspective. This divergence results from the different perspectives and boundaries, as described above.

33   The outcomes and impacts of the two frameworks are dissimilar, with Housing New Zealand focusing on meeting New Zealanders' housing needs, and tenants and applicants focusing on the non-shelter outcomes from good housing. This is also a result of the different perspectives and boundaries.

34   The Housing New Zealand framework includes an impact: 'more customer needs are met'. There is no detail on the needs that are should be met, but presumably this refers to housing more high-need New Zealanders. The tenants and applicants' framework gives more detail on how housing can meet tenants' needs, and it could be used to add specificity to this Housing New Zealand impact.

Implications

35   Housing New Zealand's focus solely on meeting housing need is in accordance with Crown social objectives, which indicate that Housing New Zealand should assist in meeting the Government's social objectives by helping vulnerable households with their housing choices, and providing cost-effective housing services to those most in need (Section 1). However, the tenants and applicants' framework is a reminder that social housing can contribute to many other outcomes. Those outcomes contribute to justifying the need for social housing, and the tenants and applicants' framework is relevant to the wider social housing sector, not just to Housing New Zealand.

36   A number of studies have examined the wider outcomes from social housing, in an effort to determine the value that social housing provides to a community or country (Appendix B). NZIER (2007) and Deloitte (2008) reported on the development of an economic analysis of housing interventions, for Housing New Zealand, and made some progress towards a cost benefit analysis framework for housing assistance programmes in New Zealand.[4,5] However, the work was limited by a lack of data in certain areas, an insufficient understanding of how, and to what extent, social housing contributes to social, health, education and productivity outcomes, and a lack of standardisation of 'benefit realisation' frameworks across social housing initiatives. The tenants and applicants' outcome framework provides an improved understanding of how social housing contributes to social, health, education, and productivity outcomes, and could be used to assist evaluation of the wider contribution of social housing initiatives to New Zealand.

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[3] This is an issue that, for some, may be addressed by Housing New Zealand tenant home ownership programmes such as the First Home Ownership Scheme.

[4] New Zealand Institute of Economic Research (2007) Towards and Economic Analysis of Housing Interventions: Stage 1A – Analysis of Costs. Prepared for Housing New Zealand, May 2007.

[5] Deloitte (2008) Economic Analysis of Housing Interventions (Benefits). Prepared for Housing New Zealand, March 2008.

Appendix A: The Housing Pathways Longitudinal Study

37   The Housing Pathways Longitudinal Study is a Housing New Zealand research programme that establishes an evidence base about how housing pathways and life circumstances influence outcomes for Housing New Zealand applicants and tenants. The research objectives are to identify and analyse:

- the relationships between housing tenure and life circumstances of Housing New Zealand tenants and applicants that lead to positive and negative outcomes

- resources and interventions that assist or prevent Housing New Zealand tenants and applicants achieving their housing aspirations.

38   A pilot study in 2008 interviewed tenants to gather their perspectives on their housing pathways,[6] and in 2009 a three wave longitudinal study was initiated.[7]

39   Data is collected in three waves of interviews, over the course of six years. A sample of tenants and applicants in three locations (Porirua, South Auckland, and Christchurch) are interviewed at three-yearly intervals. Wave One and Wave Two interviews have now been completed for all three locations (Table 1).

Table 1   Schedule of Wave One and Two interviewing by location

Location	Wave One	Wave Two
Porirua	May 2009 – 102 interviewees	Jun 2012 – 104 interviewees
South Auckland	Nov 2009 – 95 interviewees	Apr 2013 – 79 interviewees
Christchurch	Mar 2010 – 72 interviewees	Nov 2012 – 80 interviewees

Participant characteristics

40   At Wave One, 269 people were interviewed, across three sites (Porirua, South Auckland and Christchurch). Of these people, 183 were Housing New Zealand tenants, and 86 were applicants (Table 2).

Table 2   Wave One count of participants by location and whether they were an applicant or a tenant at the time of the interview

Site	Applicant	Tenant	Total
Porirua	35	67	102
South Auckland	31	64	95
Christchurch	20	52	72
All sites	86	183	269

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[6] Mackay, J., Laing, P., Pfitzner, F., and Onyando, M. (2009) Results for the pilot for the longitudinal study. Prepared for Housing New Zealand Corporation. April 2009

[7] Laing, P., MacKay, J., Pfitzner, F., Porima, L., Smiler, K., Vailini, R., and Fairbairn-Dunlop, P. (2010) Longitudinal Study of Corporation Tenants and Applicants: initial findings from wave one research undertaken in Porirua. Prepared for Housing New Zealand Corporation.

41   Wave Two interviews were held with 263 people, including all of the Wave One participants who could be located and who agreed to participate, and 87 new tenants who were added to the sample (Table 3). The new tenants had started their Housing New Zealand tenancies after 1 July 2011. Wave Two interviews included:

- 5 applicants who were still on the waiting list

- 27 previous applicants who had exited the waiting list

- 117 Housing New Zealand tenants

- 11 previous tenants who had exited Housing New Zealand

- 87 new tenants who were new recruits to the study

- 16 new tenants who had been applicants at Wave One

Table 3   Wave Two count of participants by location and whether they were an applicant, exited applicant, tenant, previous tenant, or new tenant at the time of the interview

Site	Applicant[1]	Exited Applicant[2]	Tenant[3]	Previous Tenant[4]	New Tenant[5]	Total
Porirua	3	13	49	1	38	104
South Auckland	1	6	35	3	34	79
Christchurch	1	8	33	7	31	80
All sites	5	27	117	11	103	263

[1] Applicants were on the waiting list for a Housing New Zealand home at both Wave One and Wave Two

[2] Exited applicants were on the waiting list for a Housing New Zealand home at Wave One, and then were not housed and exited the waiting list before Wave Two

[3] Tenants were Housing New Zealand tenants at Wave One and Wave Two

[4] Previous tenants were tenants at Wave One or Applicants at Wave One who became tenants afterwards, and who exited their Housing New Zealand tenancies before Wave Two

[5] New tenants were either new recruits to the study, who became Housing New Zealand tenants after July 2011, and were interviewed for the first time at Wave Two, or were applicants at Wave One, and became tenants in between their Wave One and Wave Two interviews.

42   The following sections describe participant characteristics at Wave Two only, considering ethnicity, age, length of Housing New Zealand tenancy, the presence of children in the household, and the presence of disability or illness in the household.

43   At Wave Two, around a third of tenants were Māori, a third European/NZ Pākehā, and a third Pacific Peoples. The remainder were either Māori and European, Māori and Pacific, or of another ethnicity (Table 4).

Table 4   Ethnicity of participants at Wave Two

Ethnicity	participants	
	number	percent
Māori	82	31%
European/NZ Pākehā	98	37%
Pacific peoples	74	28%
Māori and European/NZ Pākehā	4	2%
Māori and Pacific peoples	4	2%
Other	1	0%

44   Participants were fairly evenly spread across age groups with one fifth aged 18-30 years, a quarter 31-40 years, a fifth 41-50 years, a quarter 51-64 years and 12 percent 65 years and older (Table 5)

Table 5   Age of participants at Wave Two

	participants	
Age	**number**	**percent**
18-30 years	56	21%
31-40 years	67	25%
41-50 years	53	20%
51-64 years	58	22%
65-74 years	22	8%
75+ years	7	3%

45   At Wave two, 13 percent of participants had not been Housing New Zealand tenants, a third had been tenants for less than two years (36 percent), a third for between two and 10 years (33 percent) and a fifth for longer than 10 years (19 percent) (Table 6).

Table 6   Housing New Zealand tenancy duration of participants at Wave Two

	participants	
Tenancy duration	**number**	**percent**
Not a tenant during the study[1]	32	12%
<2 years	95	36%
2-10 years	87	33%
>10 years	49	19%

[1] Includes applicants and exited applicants.

46   Three quarters of participants had children living in their households (Table 7). This included all households in which under 18 year olds lived, including the participant's child(ren), grandchild(ren), great-grandchild(ren), niece(s), nephew(s), or in a few cases children unrelated to the participant.

Table 7   Presence of children in participant households at Wave Two

	participants	
Household composition[1]	**number**	**percent**
Children in household	192	73%
No children in household	71	27%

[1] This was derived from interview data. For most, but not all households this data matched Housing New Zealand administrative records. The most frequent point of difference was where grandchildren living in the house were not listed in Housing New Zealand administrative records (14 households).

47   At Wave Two, tenants and applicants were asked if anyone in their household
      suffered from a disability or chronic illness. Three quarters of households included at
      least one person who suffered from a disability or chronic illness (Table 8)

Table 8   Presence of disability or chronic illness in households at Wave Two

	participants	
Disability/chronic illness	number[1]	percent
At least one person suffers from disability/illness	190	74%
No household members suffer from disability/illness	68	26%

[1] Data on disability/illness was missing for five participants.

Appendix B: Research and evaluation literature that has informed the tenants and applicants' outcome framework

48 In a search for relevant literature, only a few studies were found that explicitly examine the needs and wants of social housing users. More frequently, evaluations of social housing measure success against policy or programme goals. These goals partially overlap with users' goals, but often also consider the targeting of assistance to those most in need, and make assumptions about the desired effects of social housing on health, employment and educational outcomes.[8]

49 The tenants and applicants' framework differs from those studies, in that it describes only the housing-related outcomes that tenants and applicants identified as important to them.

50 The remainder of this section summarises the research and evaluation literature that is relevant to tenant and applicant experiences of outcomes from social housing, and has informed the tenants and applicants' outcome framework.

51 HomeGround Services (2013) evaluated early stage outcomes from a new social housing development in Melbourne, Australia.[9] As part of the evaluation tenants were interviewed and asked to reflect on their experiences of moving into the development after having been homeless (a proportion of the units were reserved for homeless applicants). Key reflections included that the move had resulted in:

- feelings of relief and hope for the future

- a sense of freedom and independence

- increased social isolation (the development was close to amenities, but did not promote social interaction between tenants, and most tenants did not have family or friends nearby).

52 Shaw (2004) reviews literature on the links between housing and public health.[10] She categorises the links into two types: direct consequences of poor housing on health (for example, the effects of dampness, cold, or injury hazards), and well-being dimensions of housing (for example, a sense of security and control when the home is a private and secure base, or conversely, the psychological stress that results when a home is in poor condition, or is not private or safe). Well-being dimensions of housing were frequently mentioned by tenants and applicants in the

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[8] Some examples of these publications include:
Seelig, T., Han, J.H., O'Flaherty, M., Short, P., Haynes, M., Baum, S., Western, M., Jones, A. (2005) Housing consumption patterns and earnings behaviour of income support recipients over time. Prepared for the Australian Housing and Urban Research Institute, October, 2005.
Dockery, A. M., Ong, R., Whelan, S., Wood, G. (2008) The relationship between public housing wait lists, public housing tenure and labour market outcomes. Prepared for the Australian Housing and Urban Research Institute, August, 2008.
Feinstein, L., Lupton, R., Hammond, C., Mujtaba, T., Salter, E., Sorhaindo, A. (2008) The public value of social housing: a longitudinal analysis of the relationship between housing and life chances. Prepared for the Smith Institute, 2008.

[9] HomeGround Services (2013) Evaluation of the Nicholson Social Housing Project. February, 2013.

[10] Shaw, M. (2004) Housing and Public Health. Annu. Rev.Public Health **25:**397-418

Housing Pathways Longitudinal Study, and this is one of the few articles that describes those dimensions.

53 Public Policy & Research (2007) review literature on the influence of housing-related factors on outcomes for children and young people.[11] Some of the key influences they describe include the following.

- The effects of dwelling condition on:

  - health outcomes (for example, pollutants, dampness, and mould damaging respiratory health)
  - safety and offending outcomes (with some studies finding that children's problem behaviour may be linked to dwelling condition).

- The effects of overcrowding on:

  - health outcomes (for example, increased incidences of infectious diseases and poor mental health associated with overcrowding)
  - education outcomes (some studies identify the importance of a quiet place for children to study, and others link overcrowding to lower educational attainment)
  - children's behavioural outcomes (with overcrowding making it more difficult to practice good parenting).

- The effects of housing affordability on:

  - health outcomes (with high housing costs reducing the amount that can be spent on healthy food and recreational activities)
  - education outcomes (with high housing costs reducing the amount that can be spent on education).

- The effects of tenure security on:

  - health outcomes (for example, frequent moves increase parents' and children's stress levels, and insecure tenure hinders access to mental health services)
  - education outcomes (with some studies finding that secure tenure assists young people to move from school into employment and higher education)
  - safety and offending (with some studies finding that secure tenure is essential to help young people who are at risk of offending and substance misuse).

- The effects of neighbourhood environment on:

  - health outcomes (for example, less exercise for children who are kept indoors due to a perception that the neighbourhood is unsafe)
  - education outcomes (for example, the positive effects of local support networks for carers, and access to community educational facilities. While some studies have found links between neighbourhood factors and children's educational achievements, neighbourhood effects are difficult to separate from the effects of other variables such as family characteristics)

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[11] Public Policy & Research (2007) Children's and Young People's Housing Experiences: Issues and Scoping Paper. Prepared for the Centre for Housing Research, Aotearoa New Zealand, August, 2007.

- safety and offending outcomes (with neighbourhood factors linked to levels of violence and abuse, violence in schools, and children's problem behaviour).

54 Australian Institute of Health and Welfare (2013) describes the results of the 2012 Australian national social housing survey.[12]

- The benefits that social housing tenants reported included:
  - feeling more settled
  - being able to manage rent or money better
  - feeling more able to cope with life events
  - an improved sense of social inclusion
  - better access to services
  - feelings of security or stability
  - a greater sense of independence.
- In relation to the location of their housing, tenants valued being close to:
  - medical and emergency services
  - shops and banking
  - family and friends
  - training and education facilities.

55 Phibbs and Young (2005) describe the findings from a study in which over 150 tenants were interviewed just after they had moved into social housing, and again six months later.[13] Tenants reported the following outcomes.

- Improvements in health, which were attributed to reduced stress, having more money to buy better food, reduced dust and hazards in the home, and improved self-esteem (often associated with independent living). Data on their use of health services showed a reduction in use among heavy users, and an increase in use among light users of health services.

- Tenants reported feeling safer after moving into social housing, due to improved security.

- There were mixed employment outcomes, with some households reporting less need to work, due to reduced housing costs, and choosing to instead spend time caring for children, training, or doing voluntary work, and others reporting that they were more able to look for work now that their housing issues were resolved.

- More than half of the parents in the study reported that their children were doing better at school, with the main reasons for this being that: the children were happier (often due to decreased tension in the home), things were better at home (for example, they now had a private space in which to do their homework), children now had a more motivated group of friends, or their teacher or school was better.

56 Jovcevska, Kittmer and Hinton (2006) report on an evaluation of Toronto's Pears Avenue Supportive Housing project, which provided social housing in partnership

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[12] Australian Institute of Health and Welfare (2013) National social housing survey: a summary of national results 2012. Bulletin 117

[13] Phibbs, P., Young, P. (2005) Housing assistance and non-shelter outcomes. Prepared for the Australian Housing and Urban Research Institute, February, 2005.

with tenant support and community development initiatives.[14] The evaluation followed 67 tenants, surveying them at entry into Pears Avenue, and then around two years later, in February 2006. The evaluation found that tenants' depressive symptoms decreased significantly over time, and that the proportion experiencing depressive symptoms also decreased. There had been a significant increase in the proportion who had applied for jobs, and on average, those with greater social support had fewer depressive symptoms. In answer to some open ended questions asking about what they had gained, tenants reported feeling safer, gaining friends and an improved sense of belonging, increased feelings of self-worth or confidence, and improved privacy.

57   Milligan, Phibbs, Gurran, and Fagan (2007) developed an evaluation framework for affordable housing initiatives.[15] While some of the framework is less relevant to social housing than affordable housing, it includes the following proposed non-shelter outcomes that are relevant to social housing

- Ensure that target groups have sufficient residual income after housing costs to meet non-shelter needs at no less than a socially acceptable standard.

- Provide affordable housing in ways that can strengthen the economic and social position of target groups, including: incentives for workforce participation, support for family life and work family balance, supporting the health, well-being and education needs of occupants, enabling ageing in place, and developing socially cohesive communities and community building processes.

58   Australian Housing and Urban Research Institute (2005) describes the findings from two research projects: one that examined the welfare outcomes for low income earners who had migrated from cities to non-metropolitan areas, and another that examined the outcomes for income support recipients who had moved from non-metropolitan areas into cities.[16]

- Among the survey respondents who had moved from cities to non-metropolitan areas, desired outcomes from the move included: more affordable housing, a better place to raise a family, improved safety or less exposure to crime, and improved health or personal circumstances

- Among those who had moved from non-metropolitan areas into cities, desired outcomes included: better access to employment opportunities, better access to health and related services, and being closer to family and friends.

59   Viggers, Free, and Howden-Chapman (2008) reported on education- and housing-related outcomes in Taita and Naenae, as a baseline for an evaluation of the Healthy Housing programme.[17] As part of this work, they reviewed literature on the

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[14] Jovcevska, V., Kittmer, M., Hinton, K. (2006) Pears Avenue Housing Project Outcomes Evaluation, March 2006. Available:
http://www.stclares.ca/pdfs/Pears%201%20year%20KH%20evaluation%20Outcome%20Report.pdf

[15] Milligan, V., Phibbs, P., Gurran, N., Fagan, K. (2007) Approaches to evaluation of affordable housing initiatives in Australia. Prepared for the Australian Housing and Urban Research Institute, July, 2007.

[16] Australian Housing and Urban Research Institute (2005) Why low-income households move: the search for affordable housing and employment. AHURI Research and Policy Bulletin 53. March, 2005.

[17] Viggers, H., Free, S., Howden-Chapman, P. (2008) Educational Outcomes report: Taita and Naenae. He Kainga Oranga/University of Otago, Wellington, and GoHealth Laboratory, Canterbury University, Christchurch. Report prepared for Housing New Zealand, November 2008.

housing characteristics that can affect children's educational outcomes. They conclude that research suggests that as much as 40-50% of the variation in educational outcomes can be attributed to home- and community-based factors, with the mechanisms including the following.

- Illness and injury can be significant contributors to school absenteeism, and some studies have found an association between higher levels of absenteeism and poorer academic performance. There is evidence that the several housing-related factors are associated with illness, injury, and absenteeism, including:

  - inadequate heating and ventilation, which is especially a risk factor for respiratory disease
  - hazards in the home, which increase the likelihood of accidental injuries
  - overcrowding, which increases the risk of infectious disease.

- Exposure to lead in the home, early in life, has been found to be associated with reduced IQ and behavioural problems in children.

- Housing affordability (or unaffordability) is a contributor to financial hardship, which is associated with several risk factors for truancy or absenteeism, including overcrowding, poor quality housing, and living in a household where "a culture of social exclusion is the norm". Financial hardship is also associated with poorer health outcomes, and a lack of learning resources in the home.

- Overcrowding can lead to difficulties in interpersonal relationships within the household, and difficulties in parenting effectively. Inhabitants of overcrowded homes report strained relationships and higher levels of stress. At least one study has found that exposure to aggression in the home is associated with lower children's standardised test scores.

- Frequently moving house may adversely affect school attendance, and children who have changed schools frequently have been found to be at increased risk of performing poorly on some academic and social measures. High mobility can also reduce the sense of belonging to a community, and can lead to stress and the loss of social networks, for both parents and children.

- Quality of housing has been found to be associated with aspects of mental health, and there is evidence that housing improvements can result in improved mental health. The mental health of parents can affect children's educational achievement. For example, depressed mothers are less likely to engage with their children in ways that promote educational success, and healthy family relationships have been found to be important in reducing risk-taking and anti-social behaviours in young people.

- The location of housing may also affect children's educational outcomes, by facilitating or hindering access to quality childcare and preschool education. Poorer outcomes may result from safety concerns about the neighbourhood, when this limits children's access to recreation or other activities.

60   Viggers *et al* also analysed school attendance data in Taita and Naenae, and found that higher levels of household deprivation and being a tenant in a Housing New Zealand house were (alongside ethnicity, school, and the year level of the student) significantly associated with unjustified school absences.

61   Looking specifically at health outcomes for Housing New Zealand tenants and applicants, Baker, Zhang, and Howden-Chapman (2012) investigated the prevalence of hospitalisations among Housing New Zealand tenants and applicants,

compared to the general New Zealand population.[18] Most types of hospitalisation were more prevalent among applicants and tenants, after adjusting for age and ethnicity. However, this does not necessarily imply causation. The authors anticipate that further analysis, once the cohort have been followed for a longer period of time, may begin to answer questions as to whether changes in tenant and applicant housing status are associated with changes in health status.

[18] Baker, M.G., Zhang, J., Howden-Chapman, P. (2012) Health status of Housing New Zealand applicants and tenants: Key indicators for 2004-2010. Wellington: He Kainga Oranga/Housing and Health Research Programme, University of Otago, 2012.