

Queenstown Lakes Social Sector Capacity Report August 2020

This report honours the generosity, innovative thinking, collective spirit and unstinting energy of those in the social sector who are helping communities stay connected and well in the face of COVID-19.

It provides a platform for the critical conversation about what now needs to be done to sustain this effort.

'What is the next step in giving our communities, and the organisations who care for them continued life and energy? The hā, or breath of one element becomes the life force of another. In this way we are all related and reliant on each other.'

Source: Time to shine, time to take stock, time to shape our future
A survey of Aotearoa New Zealand's community sector on the impacts of COVID-19,
Centre for Social Impact, Hui E!, Philanthropy NZ and Volunteering NZ, July 2020

Thank you to the organisations who gave so generously of their time and wisdom in the creation of this report. Thanks also to Rochelle Stewart-Allen from Hui E! for assisting with accessing information on the national survey.

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2 EXECUTIVE SUMMARY

The COVID-19 global pandemic has and will continue to have unprecedented impacts on the social and economic wellbeing of the Queenstown Lakes district. Social sector organisations in the Queenstown Lakes district have indicated growing pressure on their services due to increasing community demand. For the purposes of this research, social sector organisations are defined as not-for-profit community organisations meeting welfare and social support needs through the initial COVID-19 response phase.

The aim of this research is to:

- Understand and quantify the changing nature of demand on the social sector
- > Evaluate the local social sector's capacity to meet increased levels of demand
- > Spark conversations regarding opportunities for re-imagining models of service delivery, as a means of addressing demand and capacity.

2.1 DEMAND AND CAPACITY

Of the 17 social sector organisations interviewed, 11 had experienced significant to moderate increases in demand during and following the initial COVID-19 lockdown period. 12 of these organisations said they did not have the capacity to meet this increase in demand within their existing resources (staffing and budgets).

Some relied on reserves but the majority sought additional funding from external sources: central government, philanthropic trusts, service clubs, businesses and individuals. Those who provided frontline welfare services experienced a more immediate and significant increase in demand than those who were not.

Organisations who have seen an increase in demand and managed to accommodate this within existing capacity stated that this could become less tenable if there is an ongoing increase in demand for services.

The findings demonstrate that the capacity issues being experienced by social service organisations are not new and have simply been exacerbated by increased demand for services. This demand is characterised by "new" clients who have not accessed support before and are not necessarily aware of what services are available. The importance of focusing on the support needs of New Zealand citizens/residents alongside the ongoing work with the migrant community was signalled. Specific challenges were identified as:

- A greater range and complexity of issues, particularly mental health
- The impact of financial and employment stresses on families and young people
- Older persons who are isolated and lonely
- An increase in elder abuse cases
- Uncertainty about ongoing levels of demand.

As a result, additional staffing was the most frequently mentioned support that the organisations required. This included the need for social workers, youth mentors, budget advisory counselling and community development roles. In addition, having access to resourcing that adequately addressed demand, was able to be used flexibly to respond to need, covered operational costs including administration and supervision and supported ongoing



organisational sustainability, were other key factors identified by interviewees. These factors would also help address predicted changes in the nature of demand anticipated because of increasing unemployment, associated financial hardship and mental health.

2.2 IMPACT ON ORGANISATIONS

The increased demand on social service organisations has taken a toll on staff and volunteers. Interviewees spoke of "being stretched" and the very real risk of burnout amongst staff and volunteers. There are indications that organisations are over-delivering with existing resources, or using their own personal resources and time. Alternatively, some organisations triage demand to deliver within the capacity that they have.

Focussing on crisis response has caused neglect of some providers' "business as usual" activities, such as personal resilience programmes, support groups, community-building activities, and other services that enhance social connectivity and wellbeing.

2.3 OPPORTUNITIES TO RE-IMAGINE THE QUEENSTOWN LAKES DISTRICT SOCIAL SECTOR

Collaboration: A significant outcome for the sector in response to COVID-19 and its effects has been the increase in the level of collaboration among organisations. There is an opportunity to enhance this collaborative culture within the district by creating a more cohesive social sector voice, supported by clearly defined leadership, and reflecting the distinct needs of the various communities within the Queenstown Lakes district. There is also potential to build social sector capacity through enhanced collaboration with organisations across the Otago region. This was identified as particularly important in delivering mental health support for those with mild to moderate needs.

Sustainable funding: Another important opportunity for the sector is to engage with key partners to move towards sustainable service delivery and funding models. Organisations involved in the welfare response noted the positive relationship with local government and community funders during this time and identified the opportunity to build on this.

Technology: The use of technology to fill the void of face-to-face services was a significant shift in the way social services operate, and was generally considered effective. This was tempered with concerns that technology should be used as a mechanism for additional support and not become core to a client-centred approach to service delivery.

Flexibility: The ability for services to be pragmatic and flexible was identified as an important element in achieving successful outcomes for service users. This highlighted the value of having more flexible or needs based contracting, and high trust contracts that allow for more responsive service delivery and appropriate reporting requirements.

Visibility: The involvement of the social sector in the COVID-19 response has resulted in greater community awareness of the role and contribution that it plays in the community. However, further work is required to increase the visibility, value and understanding of the activities of the sector.



3 METHODOLOGY

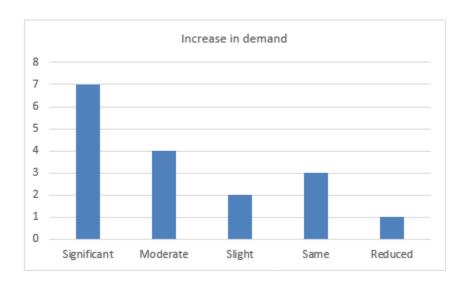
For the purposes of this research, social sector organisations are defined as not-for-profit community organisations meeting welfare and social support needs through the initial COVID-19 response phase. The research consisted of face-to-face interviews with 17 organisations, with interviews conducted between 20 June 2020 and 3 July 2020. Due to the changing and uncertain environment in which the sector is operating, follow up phone calls have helped to confirm and shape the information gathered. This research reflects participants' thoughts at a specific point in time, just emerging from the intense welfare response period. It is anticipated that research could be repeated at a later date in order to provide longitudinal data on the evolving demand and capacity to respond.

An online survey, capturing quantitative data relating to demand and capacity, was also part of the methodology for this research. Due to a technical issue, consistent comparison across the data set was not possible.

The findings were reviewed against the results of "Time to shine, time to take stock, time to shape our future. A survey of Aotearoa New Zealand's Community Sector on the Impacts of COVID-19" undertaken by Centre for Social Impact, Hui E!, Philanthropy NZ and Volunteering NZ, July 2020 - https://www.huie.org.nz/survey-2020/.

4 UNDERSTANDING AND QUANTIFYING THE CHANGING NATURE OF DEMAND

The following graph shows that the majority of social sector organisations involved in this study have seen an increase in demand as a result of, and following, the national COVID-19 lockdown period (levels 4 and 3 took place nationally between 25 March 2020 and 13 May 2020). 11 organisations said they had experienced significant to moderate increases in demand.



Over the course of the research, it became evident that the experience of demand on services differed depending on whether the organisation was providing frontline welfare support such as food. Those providing frontline welfare services experienced more immediate and significant increases in demand, where as those who were not directly engaged in welfare support did not experience a similar level of increased demand at this point.



"Unfortunately it is a growth business. We started distributing to 30 families and now grown to 179."

"Our referrals over June doubled, now have 30 on a waitlist for five to six weeks."

"We have experienced a fourfold increase on our annual total for service delivery within three months."

There was a high level of anticipation of increased future demand ('the second wave') particularly in relation to the end of the wage subsidy provisions in September of this year.

"The wave is forming high on the ocean and hasn't hit the beach yet. "

4.1 CHANGING CLIENT BASE

A common thread across those interviewed was that, in response to the effects of COVID-19, some people were accessing social services for the first time, often with limited knowledge of how to engage with these services. Some also spoke of managing the challenge of a perceived stigma around needing to ask for help.

"Just the name 'Welfare' put everyone off. People do not want others to know and do not want to go into the benefit bracket. Got to find other ways to slip it (information about supports) in".

4.2 YOUNG PEOPLE

Interviewees spoke of an increasing presentation of young people with mental health, alcohol, drug, and eating issues. The vulnerability of young people to family stress as a result of COVID-19, academic performance anxiety and uncertainty about opportunities post-COVID-19 were highlighted factors.

"We have young people who have been successful in the past and the world is starting to unravel. They had a plan and now don't know where they are going."

4.3 OLDER PEOPLE

Interviewees identified that they were working more intensively with older people, and that there had been a marked increase in the reporting of elder abuse cases. In addition, the impact of social isolation, the need for increased options for social connections, limited availability of appropriate housing and health services, and challenges with utilising technology were also raised as concerns.



"Was incredible to see how frail they (older people connected with our service) were when they came out of lockdown. Physically frail and anxious. One guy cried for a week."

"Elder abuse cases have increased. Normally one or two serious cases a month, now have five in the past week."

4.4 CHANGING NATURE OF SUPPORT

The type of support clients are seeking has also changed, with a greater focus on mental health and financial support. In addition, the increasing complexity of these issues was of concern to organisations.

"Clients are coming in with multiple issues, not just coming in for a single solution. Wasn't as complex as this pre-COVID."

4.5 MENTAL HEALTH

The need for a more cohesive approach to the management of mental health issues, based around a community and agency partnership, was identified as a key issue. Central to delivery of this was the requirement for a clearer picture of where clients are going for mental health support, developing solutions in a joined-up approach and engaging the wider community as a key partner in achieving the desired outcomes.

"Can't see the size of the problem. Silos of work going on. I would like to see the silos gone so that everyone is sharing information/knowing what is going on."

"What we need to focus on is informal support, small conversations that go a long way. Getting the community to help. We can't deal with all these people."

4.6 FINANCIAL SUPPORT

The financial support needs for those who have lost employment or are in low income employment was another area where organisations reported increased demand.

"Some feeling a bit put out because not entitled to support as they have a partner still working and their financial arrangements are based on two incomes and are now living on their credit cards."



4.7 OTHER CHANGES TO THE NATURE OF DEMAND

Other factors relating to the nature of the demand for services included:

- Level of impatience and 'willing deafness'- people not wanting to hear
- Increased pressure from people leaving town and dropping off unsorted property, a lot of it is rubbish and organisations do not have the resources to cover the dumping of the rubbish
- Not able to provide support to disabled clients within assisted work programme as a result of employers changing their hours to meet their business needs
- Concern amongst the migrant community that they may get deported and this fear limiting those accessing supports.

4.8 ANTICIPATED FUTURE DEMAND

Those interviewed also reflected on the nature of future demand. The most frequently mentioned were increases in unemployment and the associated financial hardship, coupled with increases in those seeking mental health support. It was felt that this would flow onto stress in families and relationships.

"The family harm stats have stayed the same; it may 6 to 12 months before they come through."

Other areas of future demand that were mentioned included:

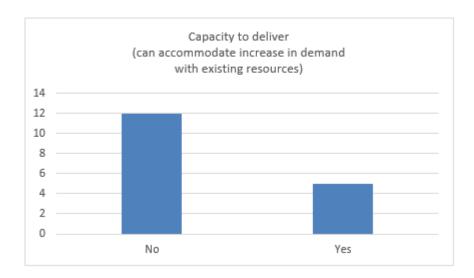
- Tenancy and housing issues, balancing tenant versus landlord needs
- Business owners seeking help with staff
- The need for more affordable and wider ranges of health supports e.g. free/low cost health; services and dementia care facilities
- Lack of the migrant workforce to fill roles.



5 EVALUATING THE SECTOR'S CAPACITY TO MEET INCREASED LEVELS OF DEMAND

5.1 CAPACITY

The following graph shows whether organisations can meet increased levels of demand within their existing capacity. Of the 17 organisations interviewed, 12 said that they did not have the capacity.



The predominant feedback from interviewees was that their capacity is stretched, and a number of these organisations are unable to accommodate the level of need within existing resources.

"We were seeking additional resources (prior to COVID) as the level of activity was draining resources within the service."

"Front line food and welfare services are slammed."

"Big demand on services, lot of them feeling overwhelmed, spread thin."

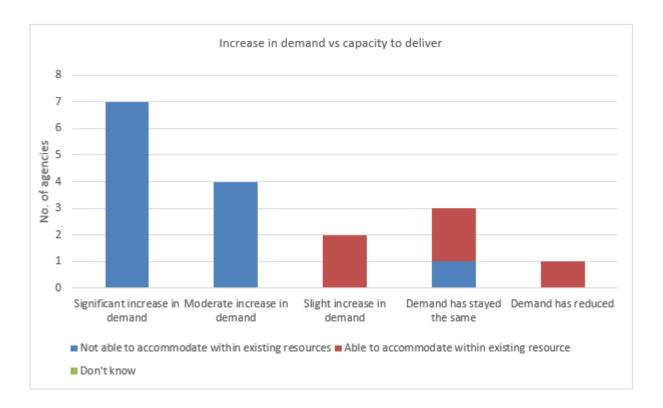
"Burn-out is very close on the horizon for a number of people in the sector."

5.2 DEMAND VS CAPACITY TO DELIVER

The following graph compares level of demand with capacity to deliver. It demonstrates that for seven organisations, the significant increase in demand is not met with a capacity to deliver. Additionally, the four organisations with moderate increases said that they do not have capacity either.

One organisation with significant demand and no capacity to deliver was relying on reserves, with the remainder seeking additional funding from outside their organisation. The evidence of ongoing increased demand, coupled with uncertainty about whether the levels of demand will increase further, raises concerns about the sustainability of this situation.





For the remainder of the organisations, they identified that they were able to operate within their existing budgets and staffing at that point.

The challenge of attracting talent as a result of competing with attractive remuneration packages for similar roles in the government sector has resulted in one of the organisations not being able to meet demand within existing resources. The organisation that reported a significant reduction over COVID-19 experienced a return to normal demand once out of lockdown. Both of these organisations have identified new service delivery needs and the potential need to secure other resources to address them.

There are strong indicators that organisations have taken one of two approaches to address demand. This is not necessarily the case across the whole sector but indicative of the practices of a number of organisations as a result of COVID-19:

1. Over-delivery of services within existing resources: Organisations, for many years, have needed to over-deliver within existing resources, and this has been exacerbated by COVID-19. For example, staff paying for things from their own pockets, or working longer hours than they are contracted for. There was concern that this approach becomes less tenable as demand increases.

"We both work part-time...and are filling gaps in our own time. It is not an option for (our organisation) to increase our hours and we are busy."

"We deliver a lot more than funded for and it is not captured anywhere."



'Staffing costs are typically the biggest overhead for providers. A significant proportion of providers can operate only because they rely on underpaid frontline staff who are motivated by strong social ethics.'

Source: <u>Social Service System: The funding gap and how to bridge it,</u> Research funded jointly by social service providers and philanthropic organisations, Martin Jenkins, August 2019

2. Triage access to services: Organisations triage levels of demand to accommodate within their existing capacity. This approach helps protect the wellbeing of staff but means demand may be unmet.

"If we didn't triage we would be working 24/7."

6 RESOURCES NEEDED TO GROW CAPACITY

6.1 ADDITIONAL STAFFING AND FLEXIBLE USE OF RESOURCES

Additional staffing was the most frequently mentioned support required to meet increased demand. Specific mention was made of the need for social workers, youth mentors, budget advisors counsellors and community development roles.

Some feedback was received on the opportunity to work more closely with colleague organisations to secure access to staffing resources, while others want more flexible use of resources in response to need.

"People are stretched and not necessarily referring on; we made available supports to assist with mild and moderate mental health issues and this has not been taken up."

"I would love the government to respond to us with more flexibility. We have migrants who can't go anywhere, our contract says that we cannot work with them-is not ethical. We need to have this barrier to delivery removed."

In addition to expanding existing staff resources, some organisations also identified the desire to have increased access to resource people from organisations such as Tenancy Services and Otago Community Law.

6.2 OTHER RESOURCES

Other resources identified as necessary to build capacity in the sector included:

- Access to marketing and communications support, including setting up pathways for community members to find services
- Office space
- More volunteers
- Funding support



- Mental health support for staff
- Consistency and clear timeframes from government
- Improved understanding by Council of the sector
- Wraparound services for people
- Open channels of communication with other agencies
- Access to counselling for clients.

These resources include those that support the delivery of frontline services. This finding aligns with those of the recent national survey on social sector capacity during New Zealand's response to COVID-19:

'When asked to indicate the five most needed areas of support, the most highly rated areas of support were fundraising, marketing and communications, digital technology, innovation and strategic advice, grant writing, and more volunteers. These responses indicated there remained significant gaps in the available (and funded) resourcing for community organisations to deliver core services.'

Source: Time to shine, time to take stock, time to shape our future
A survey of Aotearoa New Zealand's community sector on the impacts of COVID-19,
Centre for Social Impact, Hui E!, Philanthropy NZ and Volunteering NZ, July 2020

7 LEARNINGS AND OPPORTUNITIES

7.1 COLLABORATION AND BUILDING NEW CONNECTIONS

A consistent theme throughout the research was the recognition of the value of increased and more in-depth collaboration with other social service providers. Some interviewees have found themselves working with other providers that they have not really engaged with previously, and expressed this as being a valuable outcome of the COVID-19 environment. Strengthened collaboration within organisations was also commented on.

"Had good relationships before in the sector but good to see everyone looking for what is best for the family, looking for the common good."

There is a real opportunity to build on the relationships forged over the time of COVID-19 and to further enhance and build capacity. As well as cementing existing relationships, some interviewees identified the opportunity to build new connections with other entities in the community such as schools, community hubs and the wider community itself.

Data collection and sharing was also identified as an opportunity for further collaboration within the sector.



7.2 NEGLECT OF 'BUSINESS AS USUAL' ACTIVITIES

Focussing on crisis response has caused neglect of some providers' "business as usual" activities, such as personal resilience programmes, support groups, community-building activities, and other services that enhance social connectivity and wellbeing.

"We have seen the need for these things (counselling and positive lifestyle programmes) due to the mental health needs of the community but welfare has had to come first."

The danger of individual organisations becoming identified as the 'go to place' to address everyone's concerns and the challenge of managing this was raised in the interviews as a flag for further consideration.

7.3 FLUID TO STRUCTURED WORKFLOWS

For some organisations, responding to COVID-19 has resulted in changing from a fluid way of working to more of a structured workflow. This has increased efficiency but was identified as not necessarily being the best approach for engaging with people.

"We have gone from a fairly fluid means of working to a more structured workflow [which]is more efficient. ... reminder in social services efficiency is not always the best approach for people. Example of MSD moving to phone call service, they celebrated ... increased efficiency of services but I question whether that is the best approach for people. Removes humanity of it"

7.4 INNOVATION AND TECHNOLOGY

The way that COVID-19 is being managed in Aotearoa has required organisations to revisit how they operate, and has provided an opportunity to reflect on practices and be innovative. For several of those interviewed, the COVID-19 response required either a complete reshaping or significant re-design of their delivery model to meet the community welfare and support needs. This had a significant impact on these organisations.

"I am seeing a sense of change of what is important. More innovative thinking about how we can do things. More questioning about why and how we do things."

The use of technology to fill the void of face-to-face services was a significant shift in the way organisations are delivering services. Feedback indicated that having access to an online service provided an enhanced service experience for some clients.

"Looking at using more online platforms for sessions. The ability to have a session online after work for people is a good option"



"Over COVID we learned new things about how to use online tools to enhance the experience of young people we were working with e.g. incorporating video resources, personalised background screens for the young people. It gave young people the breathing space from the intensity of the work. I am quite excited by the learning from undertaking that. How do we maintain that stuff?"

The benefits of enhanced use of online technology were balanced against the feedback that some service users were very keen to return to a face-to-face experiences. For some organisations, there was a sense that the use of technology was expedient from a productivity/efficiency viewpoint, but it should not become the core of a client-centred approach.

"Most (of the young people worked with) had a preference to reconnect personally."

Organisations reported receiving a myriad of information from a range of sources relating to the COVID-19 environment, which was often challenging to manage. They emphasised the effort that went into ensuring that information was packaged in a way that was appropriate for the users of their service.

7.5 EXPANDING SERVICES TO MEET COMMUNITY NEEDS

In response to the changing needs of the community, some of the organisations interviewed developed and expanded welfare and support services e.g. additional legal and JP services, and opportunities to obtain food items and free counselling sessions. The planning for the free counselling sessions was in place prior to COVID-19 but was initiated in response to this new need.

Organisations identified the opportunities for community development programmes to be delivered alongside social sector activities to better address community wellbeing needs.

7.6 CULTURAL BIAS

Feedback was received of the experience of cultural bias in relation to the welfare needs assessment approach. It was observed that decisions on eligibility for welfare supports did not take into consideration different cultural practices relating to the care of community members. There is an opportunity to discuss and consider how cultural bias can be removed from the future delivery of social services.



8 RE-IMAGINING THE QUEENSTOWN LAKES SOCIAL SECTOR

8.1 DEVELOPING A COMMUNITY WIDE RESPONSE

The level of community spirit and generosity of support through financial support, donations and volunteering was acknowledged by interviewees and there was a sense of possibility of what could be achieved together. Specific mention was made of the potential to develop a wider community response to mental health needs.

"One of the greatest things has been the pool of volunteers who have come forward."

"Seems like a realignment of values and people seeing the importance of volunteering."

8.2 BUILDING RESILIENCE

Another opportunity identified was to invest in preparing people for the anticipated second wave of economic and social stress predicted to coincide with the conclusion of the wage subsidy scheme.

"Everyone is talking about the second wave, how do we positions ourselves for this? How can we have education available to support people to deal with this?"

Specific service delivery opportunities identified included:

- Providing more supports for those in the 18-24 age range
- Volunteers accessing training to become qualified financial mentors
- Specialist employment advice sessions
- Running workshops for local employers and making connections with local community social supports
- A day service in Wānaka for Older Persons
- Increased opportunities for connecting networks for those over 65
- A social workers in schools programme being re-instated.

8.3 COLLABORATION AND PARTNERSHIP

The opportunity to build on and further enhance the collaborative culture that has emerged out of the COVID-19 environment is significant. A common theme was to work towards the sector in the Queenstown Lakes district having a more cohesive voice supported by clearly defined leadership. Appendix 1 is a set of key principles relating to the desired shape of the sector moving forward, identified from the analysis of interview material.

There is an opportunity for the sector and other key partners to engage in further thinking about what a sustainable sector, in terms of both service delivery and funding, would look like. There is desire in the sector for this to move beyond discussions to actualisation.

"We need a community plan for how we are going to manage service provision."



'Collective effort across the sector, government and philanthropy is now needed to revive funding sources, replenish reserves, reshape the volunteer base, build technological and social infrastructure and skills, and rethink how services are delivered, supported and funded.'

Source: Time to shine, time to take stock, time to shape our future
A survey of Aotearoa New Zealand's community sector on the impacts of COVID-19,
Centre for Social Impact, Hui E!, Philanthropy NZ and Volunteering NZ, July 2020

A perspective held by some was that there should be more social services based in the district, reducing the reliance on services coming in from outside the community. This view, along with the knowledge that there are potential new providers looking to fill perceived social support gaps in the district, should be included in any sector-led conversation on the future shape of delivery.

The involvement of the sector in the COVID-19 response has resulted in greater community awareness of the role and the contribution that it plays in the community. However, there is still further work required to increase visibility of the activities of the sector. In addition, working alongside community development programmes, as well as shared data collection, would help bolster the important role the sector plays in the district.

Organisations agreed that community recovery should be led within the local community and involve a cross sectorial partnership including local government. The social sector should take a leadership role within any partnership, helping to secure funding from central government. Organisations identified that the foundations of this had been built during the welfare response and there was opportunity to maintain this momentum.

'The most commonly needed changes selected by participants to strengthen the community and voluntary sector into the future were collaboration between organisations and funding to cover salaries and operational costs. Other areas of strengthening included sector-wide leadership to provide voice and influence, access to information and data in one place, strengthening governance knowledge and skills in the sector (and strengthening financial management knowledge and skills.'

Source: Time to shine, time to take stock, time to shape our future
A survey of Aotearoa New Zealand's community sector on the impacts of COVID-19,
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9 CONCLUSION

Despite the considerable demands placed on the sector due to the impact of COVID-19, there is clear evidence of resilience, hope and a desire to achieve more by working together. If all parties, including local government, can work together to address capacity issues, not only through accessing greater funding but also through efficiencies, innovation and collaboration, then a sustainable future can be achieved for the Queenstown Lakes social sector.



10 APPENDIX 1 – PRINCIPLES TO INFORM THE RE-IMAGINED SOCIAL SECTOR MODEL

PRINCIPLE / ASPECT	CURRENT STATE	IDEAL / DESIRED FUTURE MODEL
Funding model	Dictated/influenced by contract and siloed grant-based) funding model	Issue-based, wraparound, focused on common goals, rewards active collaboration
Who's in charge?	Central government, one-size-fits- all approach	Central government provides funding which is flexibly directed by local government and community organisations who know their community better
Style / culture	One size fits all, autocratic, siloed	Flexible, responsive to community need
Value – in terms of mana	Historically undervalued and underappreciated; taken for granted; level of contribution unknown in general public	Considered an essential service crucial in crisis as well as non-crisis times; recognised for the skill sets required
Value – in terms of dollars	A culture of making do with what's available, not expecting or asking for enough money to get the job done properly	The sector's contribution is valued on par with other sectors e.g., commercial
Collaboration – intra- sector	Sharing information is as far as it goes	Actively seeking opportunities to partner for better client outcomes; working together; merging organisations where appropriate in order to provide seamless service
Collaboration – inter- sector	General lack of awareness and understanding of social sector's role and services	Full understanding of depth and breadth of social sector across the community; pathways to access support are well known
Collaboration inter-regional	Neighbouring districts developing responses to identical issues	A cohesive approach to the sharing of ideas and resources, and partnering on solutions
Cultural sensitivity	Cultural bias is built into the system and most would be unaware it even exists	Awareness and understanding of different worldviews; system built to acknowledge this; behaviour and service provision reflect this sensitivity
Sustainability	Burned out staff who work more hours than they are paid; piecemeal funding from multiple sources and only covering up to a year at a time	Staff who are paid commensurately with the value they offer; wellbeing and self-care built into sector culture; multiyear funding