Te Tūāpapa Kura Kāinga
Ministry of Housing and Urban Development

s 9(2)(a)

Dear s 9(2)(a)

Thank you for your email of 28 August 2022 requesting the following information under the Official Information Act 1982 (the Act):

In this document (https://budget.govt.nz/information-release/2022/pdf/b22-t2022-353-4619591.pdf) there is a reference to an emergency housing review being undertaken by HUD. Under the OIA, I seek all papers held by HUD relating to this review please.

On 13 September 2022 you clarified your request to include only papers that are held by Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development rather than papers that went to Ministers regarding the Emergency Housing Review.

Five documents have been found to be within scope of your request and are released to you. Some information has been withheld under section 9(2)(f)(iv) to maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials.

The documents are detailed in the attached document schedule.

In terms of section 9(1) of the Act, I am satisfied that, in the circumstances, the decision to withhold information under section 9 of the Act is not outweighed by other considerations that render it desirable to make the information available in the public interest.

You have the right to seek an investigation and review of my response by the Ombudsman, in accordance with section 28(3) of the Act. The relevant details can be found on the Ombudsman's website at: www.ombudsman.parliament.nz.

As part of our ongoing commitment to openness and transparency, the Ministry proactively releases information and documents that may be of interest to the public. As such, this response, with your personal details removed, may be published on our website.

Yours sincerely

Charlie Russell
Manager, Homelessness

Te Kāwanatanga o Aotearoa
New Zealand Government

Annex 1: Document schedule

	Date	Document	Section of the Act applied
	Date	**Document**	**Section of the Act applied**
1	October 2021	REF/21/9/1043 and BRF21/22091120 Emergency Housing System Review: Assessment of the current emergency housing system and areas for improvement	9(2)(f)(iv)
2	December 2021	A3 Shifting to an ideal emergency accommodation system	9(2)(f)(iv)
3	14 June 2022	HSS Brief: Homelessness Policy Work	9(2)(f)(iv)
4	6 September 2022	HSS: The Homelessness Team	9(2)(f)(iv)
5	6 September 2022	Emergency Housing System Review: Homelessness Sector Services/HUD/MSD	9(2)(f)(iv)

Table title: Documents released – HUD2022-000659

Emergency Housing System Review:
Assessment of the current emergency housing system and areas for improvement

Copy for Te Matapihi and Community Housing Aotearoa

Te Tūāpapa Kura Kāinga
Ministry of Housing and Urban Development

MINISTRY OF SOCIAL DEVELOPMENT
TE MANATŪ WHAKAHIATO ORA

Emergency Housing System Review

Purpose

The briefing provides an assessment of how the emergency housing system currently operates and sets out areas for improvement. The main focus is on Emergency Housing Special Needs Grants (EH SNGs).

It describes current policy and its operational implications, drivers of demand, pathways in and out of emergency housing, and experiences of emergency housing. It meets the first of three report backs to review the emergency housing system.

Further report backs will provide advice on the role and purpose of emergency housing currently and in an ideal state, and a plan to reach the desired end state.

He kāinga ora, he hapori ora
Thriving communities where everyone has a place to call home.
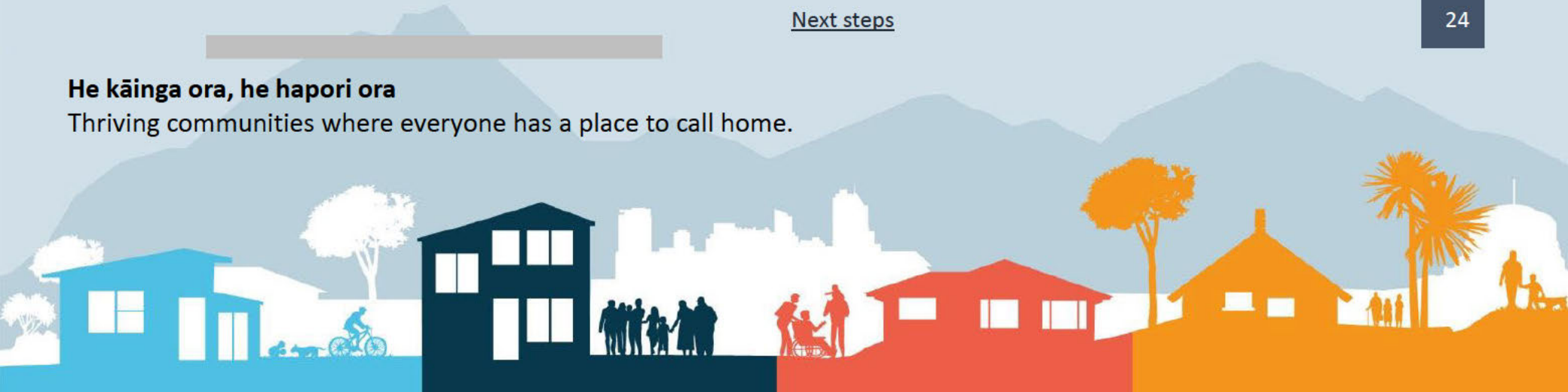
Contents

Executive Summary

Our current response of Emergency Housing Special Needs Grants (EH SNGs) and Transitional Housing to address urgent housing needs is not resulting in the outcomes we want. The context has changed considerably since the introduction of these measures in 2016 and the original model did not anticipate the level of demand we have seen.

EH SNGs were originally intended only to be used as a last resort in areas where no contracted emergency housing places (Transitional Housing) were available. Due to wider housing market pressures, increasing numbers of people in need, and the way the system operates and is funded, EH SNGs have become our main response to urgent housing need.

While EH SNGs provide an important backstop for people in urgent housing need, the system is not effectively providing a pathway to permanent housing, supporting people at the right time, addressing housing disparities, or improving the housing and wellbeing outcomes of individuals, families and whānau. The system is not aligned fully to our aims and guiding principles of the Aotearoa/New Zealand Homelessness Action Plan and Te Maihi o Te Whare Māori: Māori and Iwi Housing Innovation (MAIHI) Framework. The emergency housing system is also difficult to administer, fragmented and costly.

There is a good case for fundamentally resetting the emergency housing system so it results in improved outcomes for individuals, families and whānau in need.

System-wide areas for improvement include ensuring that people get the right levels of support and housing suitable for their needs, such as longer-term supported housing, supporting Māori-led responses and purposefully shifting towards strengths-based prevention measures.

Taking a MAIHI and place-based approach will be key to making sure the system is whānau-centered and we work collaboratively to respond to local differences.

👁 Key insights

- Over a quarter of all EH SNG households have been receiving EH SNGs for more than six months highlighting that exits are increasing difficult.

- There are high numbers of single adults and sole parents receiving EH SNGs reflecting the difficulties experienced by these groups in the housing market.

- People experiencing longer stays tend to have higher needs and more challenging life experiences, such as childhood poverty and trauma, mental health and addiction needs or time in prison.

- People who experience emergency housing report safety concerns, high levels of drug harm, concerns for children and young people, such as disconnection from schooling, and difficulties accessing support.

- Māori are overrepresented among EH SNG recipients. Wai 2750 claimants highlighted opportunities for Māori-led responses that put whānau at the centre.

- People are not receiving the right levels of support or housing suitable for their needs and aspirations.

- Differences in structural drivers, and existing housing markets and responses, mean the levels of need experienced are not uniform across New Zealand.

Emergency Housing System Review

Recommendations

1. **Note** Ministers may want to discuss this report at the all of Housing Ministers meeting on 18 October 2021

2. **Note** that our assessment has found that there is a need for a reset and redesign of the emergency housing system, so it delivers improved outcomes for individuals, families and whānau in urgent housing need and addresses the disparities that exist

3. **Agree in principle** to a reset and redesign of the emergency housing system

4. **Note** that future report backs will include:

    - choices for Ministers about how far to go on any reset and redesign

    - further detail on any short-term improvements that respond to immediate unmet needs in the system and address concerns about suitability and safety of accommodation

    - consideration of system-wide policy changes and any funding needs (these may also be signalled in the 18-month review of the Homelessness Action Plan)

    - advice on how a reset would embed MAIHI and a place-based approach to ensure the system is whānau-centred and responds to local differences and need

5. **Agree** to officials engaging with key external stakeholders, such as Te Matapihi and Community Housing Aotearoa, to inform future report backs on the Review

Background

Significant steps have been taken recently to prevent and reduce homelessness and improve the emergency housing system.
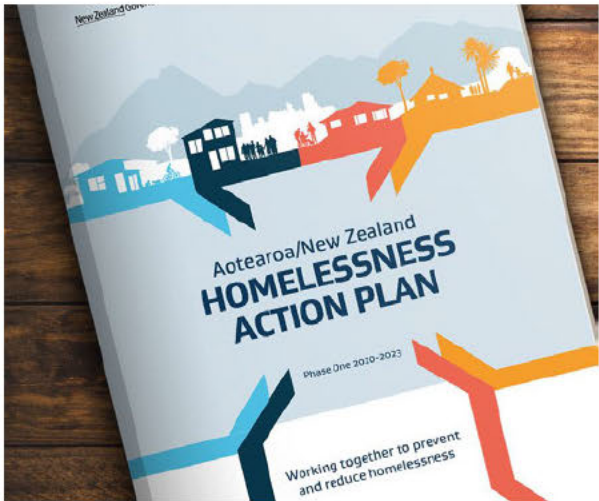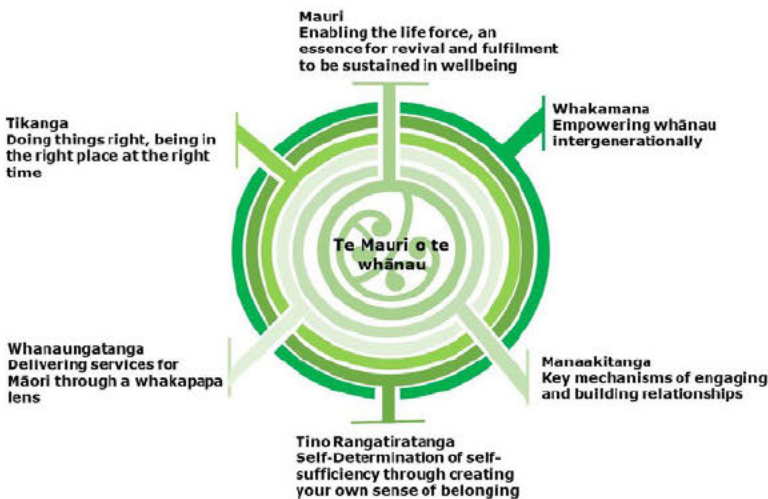
Key changes have been made through the introduction of the Aotearoa New Zealand Homelessness Action Plan (Action Plan), Te Maihi o Te Whare Māori: Māori and Iwi Housing Innovation (MAIHI) Framework.

- The Action Plan provides an overarching framework and a set of principles that guide our homelessness work. Principles include supporting whānau-centred and strengths-based approaches, supporting kaupapa Māori approaches through embedding MAIHI, and taking place-based approaches.

- MAIHI aims to deliver, at pace, a system-wide response to Māori housing stress through actions to **respond, review and reset** systems and processes so that the housing system provides equitable solutions for Māori. MAIHI and its principles are central to our continued efforts to address homelessness.

Along with the recently agreed Māori Housing Strategy: MAIHI Ka Ora and the HUD-GPS, we have a strong framework and clear direction for change.

The **emergency housing system** is defined as the temporary accommodation and support response for people in urgent housing need. It includes both government- and non-government-funded accommodation. The focus of this review is on government-funded accommodation, with an emphasis on EH SNGs.

Mauri
Enabling the life force, an essence for revival and fulfilment to be sustained in wellbeing

Tikanga
Doing things right, being in the right place at the right time

Whakamana
Empowering whānau intergenerationally

Te Mauri o te whānau

Whanaungatanga
Delivering services for Māori through a whakapapa lens

Manaakitanga
Key mechanisms of engaging and building relationships

Tino Rangatiratanga
Self-Determination of self-sufficiency through creating your own sense of belonging

Aotearoa/New Zealand
HOMELESSNESS ACTION PLAN
Phase One 2020-2023
Working together to prevent and reduce homelessness

Rationale for the review

Even with increased efforts to increase affordable supply, address homelessness and reduce the reliance on motels, the number of people in urgent housing need in emergency housing has increased and remains high. Māori are significantly overrepresented, making up 59% of EH SNG recipients.

The need for further changes to the emergency housing system, such as those underway in Rotorua s 9(2) (f)(iv), have raised fundamental questions about the system and specifically whether EH SNGs have a place in our future response.

Ministers have asked officials to undertake a review of the emergency housing system (the Review).

A new emergency housing funding model was introduced in 2016

The **funding model** introduced in 2016 provided two core components:

- contracted places with selected providers for emergency accommodation and wraparound support (this became **Transitional Housing**)

- a new **Emergency Housing Special Needs Grant (EH SNG)** to assist with the cost of short-term commercial accommodation (usually a motel) when contracted places were unavailable. The existing recoverable SNG was made generally non-recoverable for those who could prove an immediate housing need.

The model was based on anticipated demand being relatively low until permanent options became available.

The intended outcomes of the new funding model were:

- people in urgent housing need get access to emergency housing when they need it and have somewhere safe and suitable to stay

- people receive the support and services they need

- people have a pathway towards long-term housing

- providers are funded in a sustainable way that allows them to focus on improving outcomes for people.

Several policy and operational changes have been made over the past few years to respond to the high levels of demand and address the differences in support services between Transitional Housing and EH SNGs, including:

- Intensive Case Managers and Navigators to support some people receiving EH SNGs and residing in a motel

- A Flexible Funding Programme for families and whānau with children receiving an EH SNG to support the wellbeing and education needs of children

- Housing Brokers and Ready to Rent programmes to support people receiving an EH SNG to access tenancies in the private market

- Motels with wraparound support were used to house people without shelter or in unsuitable accommodation in the national COVID-19 lockdown in 2020

- A requirement that people receiving an EH SNG pay 25% of their income towards accommodation costs

- The discretion to extend EH SNG duration from 7 nights to 21 nights for clients engaging with intensive support services

- A pilot is underway in Rotorua to contract specific motels to provide emergency accommodation, wraparound support, and establish Te Pokapūa (hub)

- Transitional Housing supply, including 1,000 additional places delivered in February 2021, and a further 2,000 places to be delivered by June 2022.

However, even with recent changes, there continues to be challenges

Note: Number of people/places are for June 2021

Can self refer or be identified through street outreach by providers

COVID-19 motels
~1,000 people

- Housing Brokers
- Ready to Rent Programmes
- Housing Support Products

If no contracted places are available

EH SNG (usually for motel stays) ~4,000 households in EH at any time

Up to 21 nights

Stable home in public housing (IRRS) or private rental market (Accommodation Supplement) ~74,000 public housing places

Subsequent periods of up to 21 nights can be granted

If a contracted place is available

In urgent need of housing (at risk of being without shelter or having inadequate housing)

MSD is the critical gateway point into the emergency housing system. MSD assesses whether the person has any other options

Transitional Housing ~4,400 places

12 weeks

12 weeks support

Can self refer or be referred by other agencies

Housing First and Rapid Rehousing ~2,000 households in Housing First

Can self refer or be identified through street outreach by providers

Other forms of non-government funded accommodation such as boarding houses, marae, hostels, night shelters and camping grounds

Other government funded accommodation such as through Ara Poutama - Corrections and Oranga Tamariki

Housing pressures mean a high number of people are flowing into the system, although there are still many who do not approach MSD
→ *The number of EH SNG clients in a quarter has increased by 165% since 2018*

EH SNGs are heavily relied on due to a lack of Transitional Housing and suitable alternatives
→ *There is a 1.7:1 ratio of EH SNGs to Transitional Housing places*

Some support is provided through Intensive Case Managers, Navigators and the Flexible Fund, but it is often insufficient to meet high and complex needs

People can often cycle in and out of unstable and temporary accommodation
→ *~30% of EH SNG clients are first-time recipients*

Pathways out of emergency housing are limited due to a lack of suitable, affordable rentals
→ *18 weeks is spent on average receiving an EH SNG*
→ *The median time to house off the public housing register is 189 days*

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There are some key challenges for the Ministry of Social Development in administering EH SNGs

The EH SNG forms part of the wider Special Needs Grant programme which provides financial assistance where people are unable to meet urgent and essential costs.

However, the mechanism is not an appropriate lever to address the ongoing urgent housing and social needs people experience or provide a pathway to permanent housing.

It was also designed to respond to a much lower level of need than what has eventuated. At the time it was set up in 2016, there were expected to be fewer than 2,000 EH SNG recipients annually.

In the 2020/21 financial year, over 21,000 New Zealanders (and the households they represent) accessed the EH SNG. In May 2021 alone, around 4,000 households received an EH SNG.

Higher-than-anticipated levels of demand have exacerbated some of the challenges related to the funding and original policy design of the model.

Key operational constraints

- The process staff need to take to grant an EH SNG is complex and very process driven and transactional. Case managers are required to go through the lengthy process of a new grant application and payment set up every time an extension for an EH SNG is required.

- The current reality is that people will likely need reoccurring grants and the temporary nature of EH SNGs is difficult for staff and clients. The process of new grants being needed every couple of weeks does not allow people to stabilise, or staff to easily shift away from transactional interactions.

- In many cases, staff may need to contact several suppliers to find an available place. MSD prioritises finding a suitable option quickly, given clients are in a vulnerable position facing homelessness and have an immediate need for accommodation. This process can be very time consuming.

- Current policy and the subsequent SNG processes that set obligations for clients are no longer appropriate in the current housing crisis where there are limited options to find alternative housing. Some of these processes are also inconsistent across regions or by case manager.
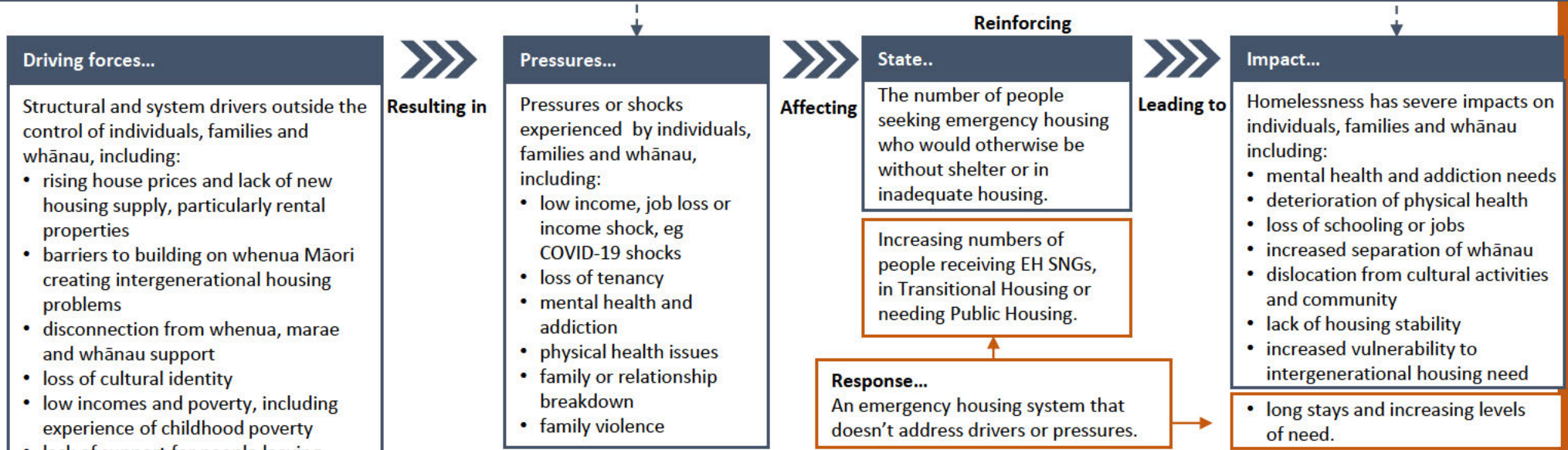
Key legislative and funding constraints

- EH SNGs are funded through a Benefits or Related Expenses (BORE) appropriation, where funding is set to meet forecast demand. This means that EH SNGs respond easily to increased demand. They are only constrained by the number of commercial accommodation places available.

- However, MSD is unable to enter into formal agreements with motels to take only EH SNG clients. Under current settings, MSD does not have the power to recommend or refer clients to specific accommodation.

- As EH SNGs are intended as a one-off grant, they cannot be used to make advance bookings or bookings for longer than what an individual is entitled to at the time of application. There is very little opportunity for MSD to negotiate on rates.

- Within the EH SNG, agreements or conditions of stay are between the supplier and the client, and the expectation is that accommodation services provided meet commercial standards set by regulatory authorities.
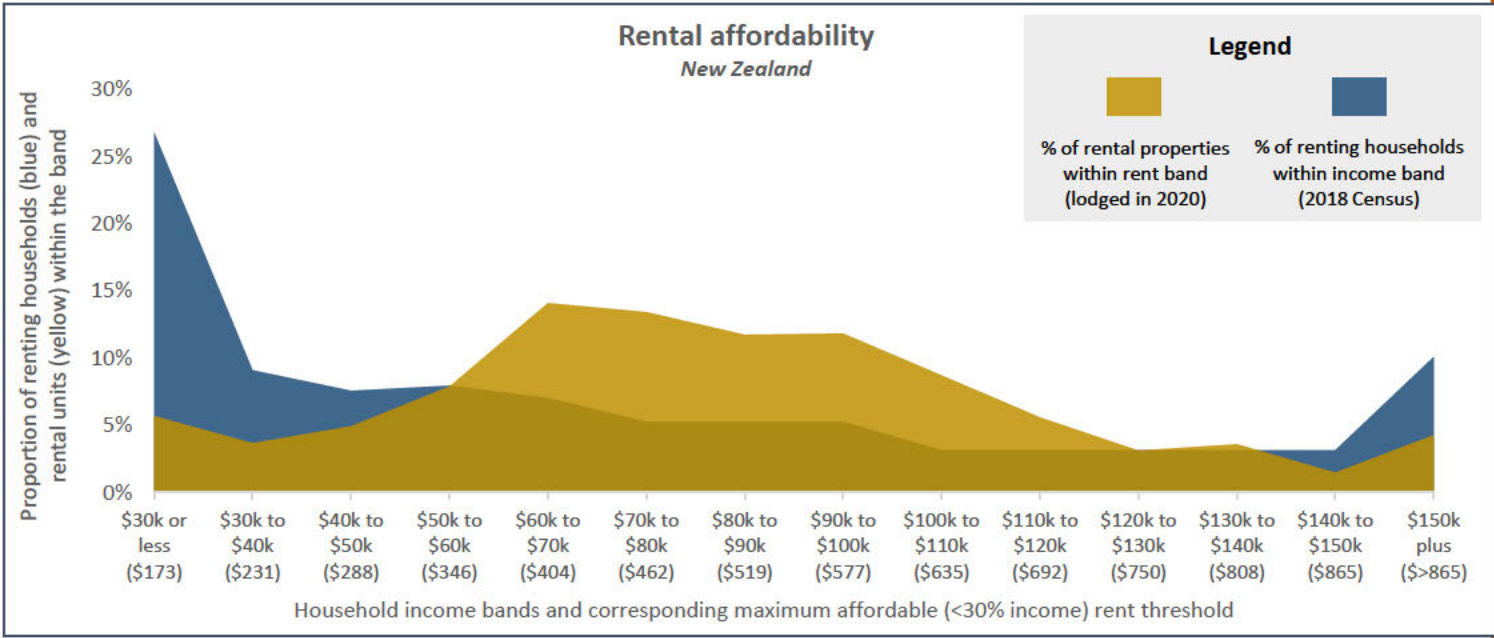
Structural drivers increase pressure on those with low incomes resulting in urgent housing need

Reinforcing

Driving forces…

Structural and system drivers outside the control of individuals, families and whānau, including:

- rising house prices and lack of new housing supply, particularly rental properties
- barriers to building on whenua Māori creating intergenerational housing problems
- disconnection from whenua, marae and whānau support
- loss of cultural identity
- low incomes and poverty, including experience of childhood poverty
- lack of support for people leaving government care eg hospital
- lack of coordination and agency silos
- discrimination in the private rental market

Resulting in

Pressures…

Pressures or shocks experienced by individuals, families and whānau, including:

- low income, job loss or income shock, eg COVID-19 shocks
- loss of tenancy
- mental health and addiction
- physical health issues
- family or relationship breakdown
- family violence

Affecting

State..

The number of people seeking emergency housing who would otherwise be without shelter or in inadequate housing.

Increasing numbers of people receiving EH SNGs, in Transitional Housing or needing Public Housing.

Response…
An emergency housing system that doesn't address drivers or pressures.

Leading to

Impact…

Homelessness has severe impacts on individuals, families and whānau including:

- mental health and addiction needs
- deterioration of physical health
- loss of schooling or jobs
- increased separation of whānau
- dislocation from cultural activities and community
- lack of housing stability
- increased vulnerability to intergenerational housing need

- long stays and increasing levels of need.

The most significant drivers are high rents and the lack of affordable housing supply

This graph shows the proportion of existing rental units available at the upper threshold of affordability for different income brackets.

It shows that according to Census 2018 data, 36% of renting households in New Zealand were earning under $40,000 per year. However, only 10% of rentals lodged with MBIE in 2020 would have been affordable to this group.
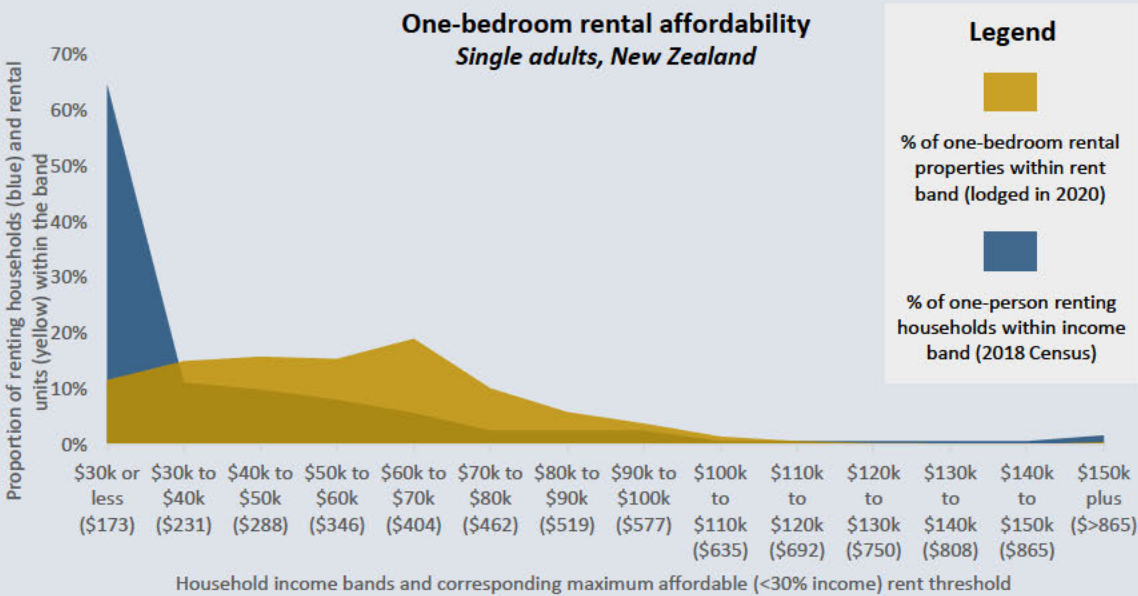
Rental affordability
New Zealand

Legend

% of rental properties within rent band (lodged in 2020)

% of renting households within income band (2018 Census)

Proportion of renting households (blue) and rental units (yellow) within the band

Household income bands and corresponding maximum affordable (<30% income) rent threshold
$30k or less ($173) · $30k to $40k ($231) · $40k to $50k ($288) · $50k to $60k ($346) · $60k to $70k ($404) · $70k to $80k ($462) · $80k to $90k ($519) · $90k to $100k ($577) · $100k to $110k ($635) · $110k to $120k ($692) · $120k to $130k ($750) · $130k to $140k ($808) · $140k to $150k ($865) · $150k plus ($>865)

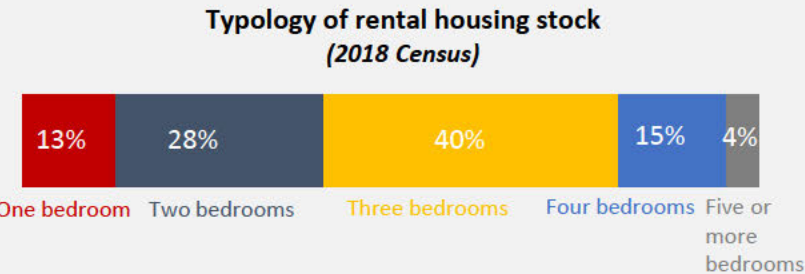## Single people and sole parents are the most affected by supply and affordability constraints

One-bedroom rentals are often unaffordable for single adult households...

According to Census 2018 data, 76% of one-person renting households in New Zealand were earning under $40,000 per year. However, only 26% of one-bedroom rentals lodged with MBIE in 2020 would have been affordable to this group.

One-bedroom rental affordability
Single adults, New Zealand

Legend

% of one-bedroom rental properties within rent band (lodged in 2020)

% of one-person renting households within income band (2018 Census)

Proportion of renting households (blue) and rental units (yellow) within the band

| $30k or less ($173) | $30k to $40k ($231) | $40k to $50k ($288) | $50k to $60k ($346) | $60k to $70k ($404) | $70k to $80k ($462) | $80k to $90k ($519) | $90k to $100k ($577) | $100k to $110k ($635) | $110k to $120k ($692) | $120k to $130k ($750) | $130k to $140k ($808) | $140k to $150k ($865) | $150k plus ($>865) |

Household income bands and corresponding maximum affordable (<30% income) rent threshold

..and single adult and sole parent households pay a higher proportion of income on rent...

Share of households spending more than x% of income on rent

- Sole parent
- Single adult
- Total

More than 30%

More than 50%

...and there is a shortage of one-bedroom houses

26% of renting households in 2018 were single people (another 16% were couple only),

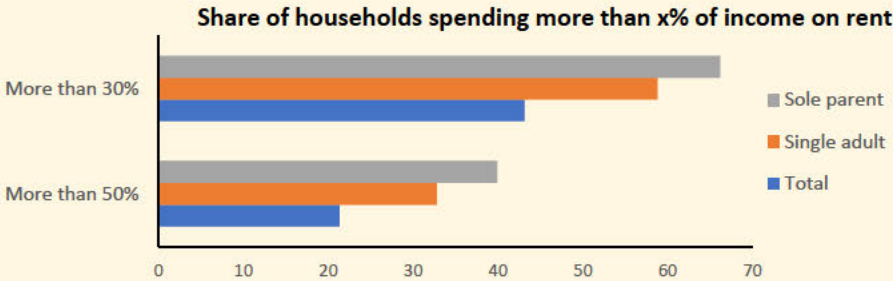but only **13%** of rental properties were one bedroom

Typology of rental housing stock
(2018 Census)

13%	28%	40%	15%	4%
One bedroom	Two bedrooms	Three bedrooms	Four bedrooms	Five or more bedrooms

...as a result, they are overrepresented in emergency housing, especially for longer stays

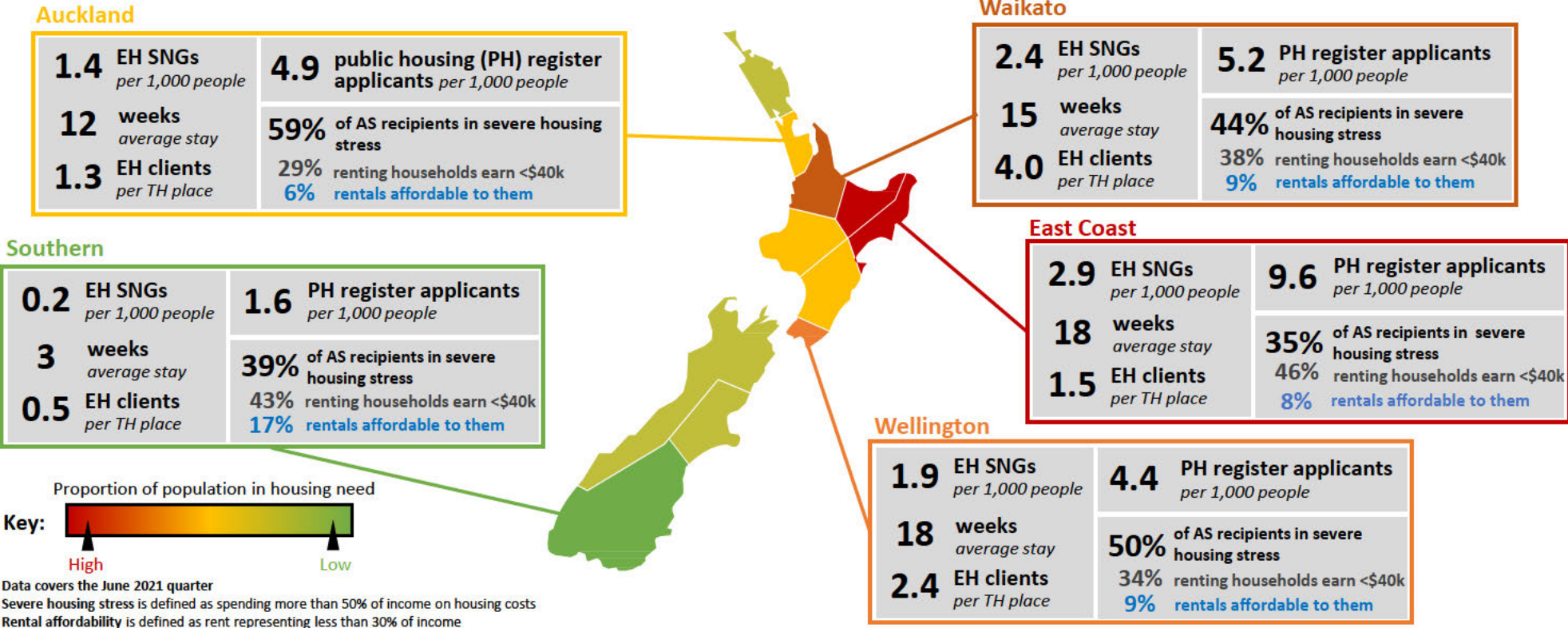**Number of EH SNG households with a stay of 6+ months**
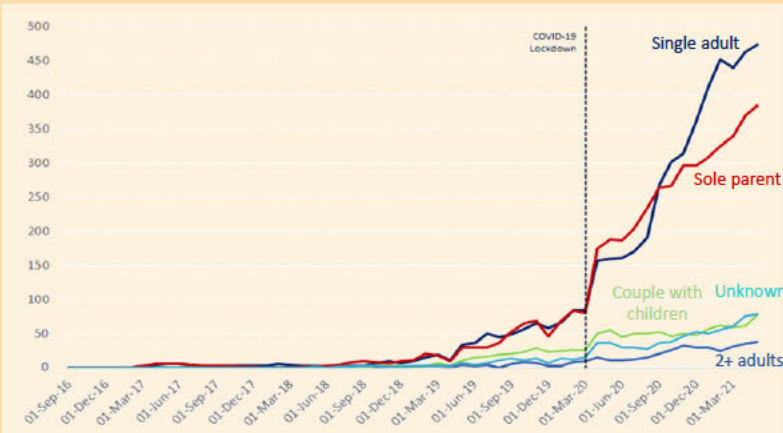
COVID-19 Lockdown

Single adult

Sole parent

Couple with children — Unknown

2+ adults

Structural drivers and pressures

The level of urgent housing need and drivers differs across the motu

Auckland

1.4	EH SNGs *per 1,000 people*	**4.9**	public housing (PH) register applicants *per 1,000 people*
12	weeks *average stay*	**59%**	of AS recipients in severe housing stress
1.3	EH clients *per TH place*	29%	renting households earn <$40k
		6%	rentals affordable to them

Waikato

2.4	EH SNGs *per 1,000 people*	**5.2**	PH register applicants *per 1,000 people*
15	weeks *average stay*	**44%**	of AS recipients in severe housing stress
4.0	EH clients *per TH place*	38%	renting households earn <$40k
		9%	rentals affordable to them

Southern

0.2	EH SNGs *per 1,000 people*	**1.6**	PH register applicants *per 1,000 people*
3	weeks *average stay*	**39%**	of AS recipients in severe housing stress
0.5	EH clients *per TH place*	43%	renting households earn <$40k
		17%	rentals affordable to them

East Coast

2.9	EH SNGs *per 1,000 people*	**9.6**	PH register applicants *per 1,000 people*
18	weeks *average stay*	**35%**	of AS recipients in severe housing stress
1.5	EH clients *per TH place*	46%	renting households earn <$40k
		8%	rentals affordable to them

Wellington

1.9	EH SNGs *per 1,000 people*	**4.4**	PH register applicants *per 1,000 people*
18	weeks *average stay*	**50%**	of AS recipients in severe housing stress
2.4	EH clients *per TH place*	34%	renting households earn <$40k
		9%	rentals affordable to them

Proportion of population in housing need

Key: High — Low

Data covers the June 2021 quarter
Severe housing stress is defined as spending more than 50% of income on housing costs
Rental affordability is defined as rent representing less than 30% of income

👁 Insights

- The level of urgent housing need varies across regions
  - ↳ **East Coast**, for example, has high EH SNG use (2.9 EH SNGs per 1,000 people) and a large number of people on the public housing register (9.9 applicants per 1,000 people)
  - ↳ In contrast, **Southern** only has 0.2 EH SNGs per 1,000 people and 1.6 public housing register applicants per 1,000 people

- The drivers of urgent housing need vary across regions, especially behind the gap in affordable housing provision
  - ↳ In the **East Coast** and **Southern** regions, around 45% of renting households earn less than $40,000, but in **Southern** 17% of rentals are affordable to this group compared to 8% in **East Coast**
- This results in differences in emergency housing outcomes, such as average length of stay in EH SNG accommodation (3 vs 18 weeks in those two regions).

🧩 So what?

- Place-based approaches to emergency housing are important for responding to the unique challenges faced in each location.

- Engagement with local Iwi and Māori organisations, councils, and other stakeholders is key to understanding local context and identifying solutions.

People are receiving EH SNGs for longer

Length of stay in EH SNGs from September 2016 to March 2021

Legend: <6 Months | 6-12 Months | 12+ Months
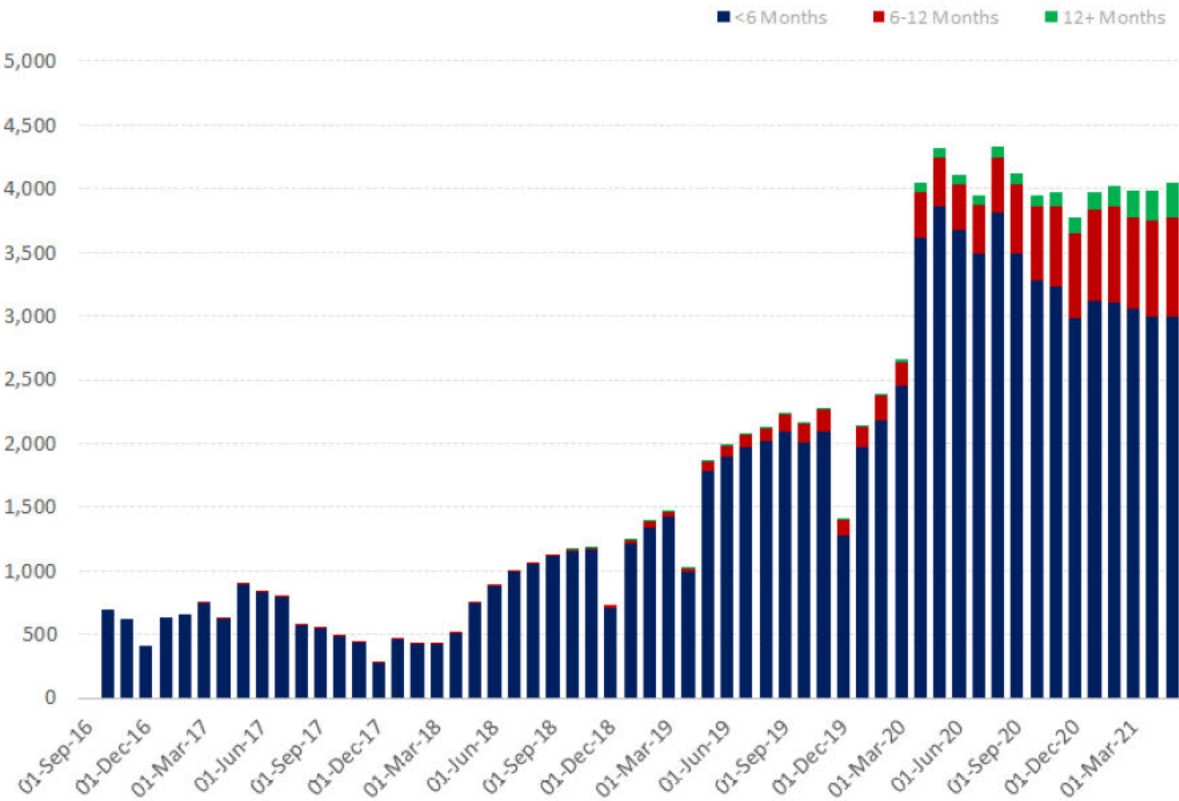
So what?

An average stay of 18 weeks on EH SNGs suggests it may be increasingly difficult for these households to transition to more sustainable, accessible and affordable housing. It also indicates that more diverse sizes of housing supply are needed to enable household stability and shifting to longer-term supported housing models, such as Housing First and single-site supported housing.

👁 Insights

- People receiving EH SNGs are staying for longer. The average stay is now 18 weeks in May 2021, compared to 11 weeks in May 2020 and 5 weeks in September 2018.

- Approximately **7%** of all households receiving EH SNGs have been there for more than a year in May 2021. In May 2020, only **2%** were there for over a year.

- Approximately **26%** of all households receiving EH SNGs have been there for more than 6 months. In May 2020, **10%** were there for over six months.

- Single people receiving EH SNGs are more likely to remain there for longer:

  - Single people represent **45%** of those staying for 6+ months and **50%** of those there for over a year.

  - Single people who have been there for more than a year tend to be older, as only 8% are below 30, and male.

- People who have received EH SNGs for longer are more likely to have been in prison, had an acute hospitalisation or accessed a mental health an addiction service.

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Households receiving EH SNGs are diverse and many have high needs

👁 Insights

What we know about EH SNG recipients…

- **4,048** people were granted *at least one* EH SNG grant in May 2021
- **Age**

18%	33%	23%	16%	8%	3%
Under 25	25-34	35-44	45-54	55-64	65+
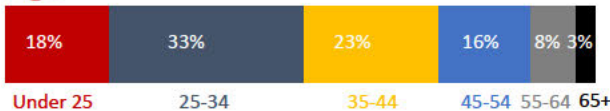
- **59%** of EH SNG recipients were Māori, 19% NZ European and 11% Pacific Peoples
- Around **40%** were sole parents with children (around 4,000 children are currently in emergency housing)
- **65%** of EH SNG recipients were female
- Around **40%** were single adults
  - ↳ Single recipients were more likely to be male
- **14%** received the Supported Living Payment[+]

✖ So what?

What we know about their experiences and needs from 2019 IDI analysis…

In the twelve months prior:

- **59%** had no income in prior 12 months *(excludes benefits and Superannuation)*
- **25%** had an acute hospitalisation
- **53%** received mental health or addiction services[○]
- **10%** had been in prison in the last year, higher than people on the Register (4%)
- **94%** received a main benefit
- **27%** entered a main benefit
- **70%** had a Care and Protection event as a child*
- **77%** were supported in their teenage years by a parent on a main benefit*

What we know about their previous support from 2020 administrative data…

In the twelve months prior:

- **43%** had received Accommodation Supplement ⎫
- **21%** had received another EH SNG ⎬ **5%** received both
- **7%** had a Steps to Freedom Grant
- **3%** had been in public housing
- **35%** had no form of specific housing assistance

[+] The **Supported Living Payment** is for people with a health condition, injury or disability, or for those caring full-time for someone.

[○] **Mental health and addiction services** include specialist MH services, MH hospitalisations, laboratory tests, pharmaceuticals generally prescribed for MHA, or MH or addiction reason coded as the main reason for reduced capacity to work on their medical certificate for benefit support.

*data only available for those aged 30 and under

- Young people disproportionately access EH SNGs (**18%**) → accommodation options needed plus wraparound support to address immediate needs and access education, training or work.
- Māori are overrepresented (**59%**)→ kaupapa Māori approaches and Māori-led responses.

- Large numbers of single people (**40%**) and many who may have unmet needs → more support and longer-term supported housing.
- High numbers of women (**65%**) and likely to be sole parents → improve safety measures, stability important for child development and access and connections to schools and community networks.

- Many have received Accommodation Supplement (**43%**) indicating an ability to access the private market → more support needed to sustain tenancies.
- High numbers of people with mental health needs (**53%**) → more accessible mental health and addiction support services.

- High proportion who have previously been in the care of government → support when exiting hospital and prison, more planning and prevention measures before exit.
- Majority of people under 30 had a Care and Protection event as a child (**70%**) → more youth-focused prevention and support.

13

Before receiving an EH SNG...

Previous living situations

41% Private rentals

33% Living with family

26% Other living situations

Events that caused clients to become homeless:

- **25%** evicted from their tenancy
- **20%** experienced a breakdown in their family
- **8%** were living in a severely crowded home
- **7%** leaving because of family violence
- **6%** a relationship ended

Drivers that caused housing to be vulnerable:

- **16%** had issues with affordability
- **15%** had issues with family violence
- **10%** had recently left prison
- **10%** were living in severely crowded homes

Exiting emergency housing...

Main exit routes*

26% Found private rentals

16% Moved into Transitional Housing

14% Still in Emergency Housing

11% Moved into Public Housing

21% Other

* Note that these statistics differ from those presented in *Demand for the Public Housing Register and Emergency Housing Special Needs Grants in 2021* (REP/21/9/992) due to the use of different data sets.

- Most people who exit into boarding houses leave to less secure housing and then need repeat EH SNGs.
- After a second stay in EH SNGs, if clients do not go into Transitional Housing or Public Housing, they tend to have several repeat EH SNGs.

Difficulties leaving include:

- lack of suitable and affordable housing
- discrimination from prospective landlords
- lack of support for mental health and addiction needs and other health needs
- lack of safe and accessible options for people with disabilities and their families.

So what?

The data suggests a number of specific needs or areas for focus...

- **33%** of people were staying with family and sharing households prior to accessing EH SNGs → support is needed to help people into sustainable accommodation options before they reach an acute level of urgent housing need.

- Fewer people exit to the private market (**26%**) than came from it (**41%**) → indicates difficulties in the private market with affordability, discrimination and supply.

- Only a small percentage (**11%**) enter Public Housing → indicates supply constraints with Public Housing (supply is particularly limited for single people).

- Exiting into boarding houses or other insecure housing options can result in cycling through EH SNGs → emphasis needs to be on providing pathways into secure housing.

- The biggest barrier to exiting EH SNGs is the lack of suitable and affordable housing. There are also other barriers including discrimination, lack of support for mental health and other needs, and inaccessible housing.

For people in urgent housing need, the emergency housing system is complex, stressful and difficult to manage

We looked at a variety of sources to understand the impact on people of accessing emergency housing and experiencing the system. Key issues include:

- feeling a sense of whakamā, a loss of mana and a loss of dignity

- hard-to-follow processes and lots of paperwork

- government agencies not working well together, making people go back and forth between different agencies

- not being treated with respect by frontline workers

- safety concerns, particularly for rangatahi and tamariki, and feeling safer sleeping rough than in emergency housing

- lack of suitable housing options and no stability when receiving EH SNGs

- huge emotional stress for all residents, including for tamariki and rangatahi, and mental health and addiction needs being left unaddressed.

👁 Insights from people with lived experience

"*Every week, my partner and I would go down to the WINZ office in Palmerston North and re-apply for emergency accommodation. We did this for a total of 12 weeks. Sometimes, the motel we had previously been staying in would be booked out completely so we had to find another motel to stay in for that week.*" Whānau with lived experience of homelessness, (p.6) Wai 2750

"*Some people really don't need the hassle and would rather remain homeless then be subjected to WINZ and their processes…. A difficult obstacle to overcome when you're applying for any benefit or for emergency housing is WINZ front line staff.*" Wāhine with lived experience of homelessness, (p.6) Wai 2750

There were some positive experiences in emergency housing

👁 Insights from people with lived experience

"*In terms of emergency housing, we stayed at an old motel in Whangarei…That was really nice accommodation, though small for me and my two youngest children at the time. The supervisor of the Emergency Housing flats was amazing*". Whānau with lived experience of homelessness, Wai 2750

"*The help they have given me here has been amazing. Someone cares about me here. They are giving me my own motivation. It's awesome. It's a tight family here. Look after others, help each other out. Respectful of others. It's a second family, a family home, like being at your own marae. There is a lot of love and respect here.*" Aqua (p.24) with lived experience of homelessness, When the Dominoes Start to Fall: Stories of Homelessness

These positive experiences largely centred around:

- securing suitable temporary accommodation

- positive experiences with co-location approaches of MSD frontline staff and social workers to help clients reach a plan for long-term accommodation

- good experiences with providers, and particularly kaupapa Māori providers and staff.

Providers and NGOs find the system challenging and report poor outcomes

Feedback from housing support service providers report:

- wraparound services need to be co-ordinated carefully as some people have had bad experiences with government services and are reluctant to engage

- agencies need to work together and closely with providers to achieve better housing and wellbeing outcomes. Affordable suitable supply is crucial

- people usually need extensive follow-up to sustain their tenancies and need a lot of advocacy to be able to negotiate the system and access their entitlements.

👁 Provider and NGO insights

"The whānau who come to our programme often experience barriers when dealing with government agencies. Often, they are not able to access resources that they are entitled to." Whitiao Paul (p.7), Te Puea Marae MTeR, Wai 2750

"Lead agencies do not treat people kindly or with compassion. Agency staff were judgmental and more focused on completing transactional tasks and adhering to policy. There is no human face, patience and empathy." Hurimoana Dennis (p.31), Te Puea Marae MTeR, Wai 2750

"There are critical needs that whānau have, and taking a short-term approach to the state of homelessness and lack of housing will not cure these issues". Tamihana Curtis (p.6), Te Arawa Lakes Trust, Wai 2750

"If housing was more affordable, members of this group would most likely manage to find housing without resorting to emergency housing". NGO housing provider - MSD internal research, 2017

"There are no housing options available for 16- and 17-year olds. Most of the time they are returning to volatile, violent, and overcrowded homes just so they have a roof over their heads". MSD Youth Services report, 2021

Providers and NGOs have specific concerns about alcohol and drug harm in some emergency housing places

👁 Advocate and support insights

"I know of another young mum who was homeless and got put into Emergency Housing which she thought was her saving grace. Within a few days she was approached and asked if she'd like a 'puff'." Cherie Kurarangi Smith Kara (p.4), Wai 2750

From their engagement with providers, the NZ Drug Foundation notes:

- excessive substance use and acute harm are common in emergency and transitional housing, especially motels

- reducing harm can be extremely challenging in these settings. While providers try to support people, positive behavioural change is very difficult (and sometimes impossible) because of the environment

- frontline services and temporary housing settings were not set up to provide support for people with complex and co-existing needs and trauma

- services do not have the capacity to provide specialist services, or staff do not have the time, training, or expertise to provide the level of support needed

- some issues could be mitigated if people were allocated to more appropriate settings with better support

- people are hesitant to disclose substance use because they believe it may jeopardise their accommodation.

## Māori and Iwi providers want to see a system that achieves Te Mauri o te Whānau

Māori and Iwi providers during Wai 2750 spoke of the need for kaupapa Māori approaches that provide housing and effective wraparound support and that MAIHI provides a great foundation for this. They called for funding of Māori-led initiatives and strength based social support approaches.

👁 Insights from Māori and Iwi providers through Wai 2750

"First, we are, like most Māori providers, a wrap-around service that sees an individual according to their strengths and as a part of a whānau, hapū and iwi, with connection to whenua... Our kaimahi give so much extra, so much wrap-around, and receive so many referrals from non-Māori organisations, because we connect whānau to whakapapa and to whenua in ways that only we can."
Ali Hamlin-Paenga (p.3, p.5), Kahungunu Whānau Services, Wai 2750

"Firstly, homelessness can only be resolved through a kaupapa Māori driven, by Māori for Māori approach. There must be government investment in holistic wellbeing, that is inclusive of housing, not the other way around. This includes comprehensive whānau packages of care that is connected across agencies and supports whānau properly... Therefore, the solution is that appropriate Māori organisations like the claimants, lead the partnership with key stakeholders. This cannot be government lead. This must be a locally based approach that is kaupapa Māori driven, based on a by Māori for everyone approach." Yvonne Wilson and Andrea Elliot-Hohepa (p.12), Te Rūnanga Ō Kirikiriroa, Wai 2750

"When families arrive, we try to help them see this as an opportunity. We give the whānau opportunities to learn and build their confidence. We help them see that this is an opportunity for them and the future of their tamariki. Every day we check in with the whānau and see how they are doing.... When working with whānau, we are trying to empower them and give them the confidence to be able to stand on their own two feet and to advocate for themselves."
Whitiao Paul (p.4, 7), Te Puea Marae MTeR, Wai 2750
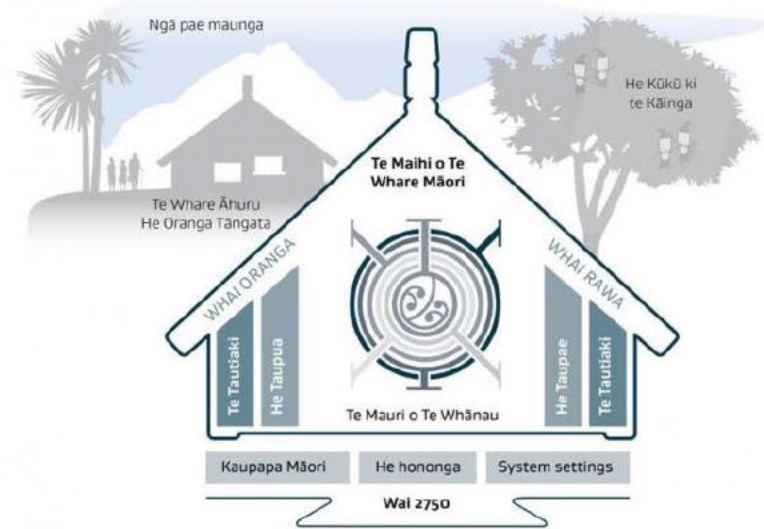
There are some initiatives in place already that provide good examples of government and Māori and Iwi providers working together:

- Te Puea Memorial Marae runs the Manaaki Tangata e Rua ("MTeR") programme with, wraparound support and support to find longer-term stable housing, all underpinned by kaupapa Māori principles. Officials from MSD and Kāinga Ora are co-located onsite at the marae.

- Te Pokapū – the Rotorua Housing Hub is a community-led hub that brings together agencies, Iwi and local providers into one place. It is intended to strengthen assessment and referral processes for emergency housing clients and co-locate relevant services.

- Kāhui Tū Kaha place emergency housing clients into appropriate accommodation when MSD offices are closed.

Staff and wider agencies share concerns about the current system

Some staff at MSD find EH SNGs difficult to administer largely due to policy complexities and report that some of these difficulties can impact on people.

- Lack of information sharing between government agencies, for example case managers cannot see if clients are on probation in the MSD system and this may mean that MSD places them in breach of their probation.

- Complex, confusing client engagement can force clients to have several meetings to solve one problem and each meeting is with a different staff member. They may get conflicting advice which adds time, effort and stress to the engagement process.

- Inconsistent and unclear processes, for example around clients leaving EH SNGs early and requirements on clients to provide quotes for EH SNG motels to MSD.

- Processes can be admin heavy due to the way the system is structured and the volume of client event notes makes it difficult to find key information needed to help clients effectively.

- Roles and responsibilities are not clear (clients unaware of MSD's role in the housing system, responsibilities of Navigators not well understood, or their relationship to the role of Intensive Case Managers).

👁 Wider agency insights and concerns

Government agencies, such as Oranga Tamariki and Ara Poutama – Corrections, have identified a need for clear understandings of roles and responsibilities and identified shared concerns about the current emergency housing system. These include:

- concerns for rangatahi and tamariki, especially those exposed to disorderly or violent behaviour, the impact on their development and disruptions to social support networks (including friendships) and schooling which in turn can impact longer-term outcomes

- that the support provided is not effective and not provided at the right time, and that there is a lack of cohesion when accessing support services

- concerns about the quality and safety of emergency housing

- people with unmet mental health and addiction support needs not having access to support and their needs worsening

- relocation of families and whānau away from their jobs or education

- lack of emergency and transitional housing in rural and semi-urban areas and moteliers choosing other bookings over those with urgent housing needs

- mental health and family and whānau wellbeing suffering when in small motel rooms for prolonged periods

- high levels of family violence

- potential negative impacts of concentrating individuals with high and complex needs in one location

- slow referrals and lack of agency collaboration and information sharing.

The current system is not meeting its intended outcomes

To test whether the system is operating as expected and delivering on its outcomes, we have assessed the intended outcomes of the emergency housing funding model introduced in 2016 with the outcomes of the current system.

This assessment shows that the system is not currently delivering fully on any of its outcomes:

- while the COVID-19 response reduced the number of people visibly rough sleeping, it also highlighted the failure of the existing emergency housing response in responding to those with urgent housing needs and without shelter or in inadequate accommodation

- if the emergency housing system was operating as intended, we would expect the number of people without shelter, such as rough sleeping and staying in cars, to decrease and stay low – this hasn't happened

- there are anecdotal reports of young people and people with high and complex needs being turned away from EH SNG motels

- Transitional Housing performs better on many aspects of our assessment, including stability, support and pathways to permanent housing.

Intended outcomes	Assessment of actual outcomes
People get access to emergency housing when they need it, and have somewhere safe and suitable to stay	**Does not fully meet** • While many people are able to access EH SNGs and Transitional Housing quickly when they need it, not everyone in urgent housing need does. • People are sometimes turned away from providers who do not have capacity to provide help. • Concerns about the quality and safety of some motels.
People receive the support and services they need	**Does not fully meet** • Not everyone receives support in EH SNGs and support does not always meet the needs of people. • People often struggle to access services, eg mental health, medical health, addiction support. Many social services do not meet the needs of rangatahi.
People have a pathway towards long-term housing	**Does not fully meet** • A lack of suitable, accessible and affordable housing to move into mean that people stay for longer than intended and their needs increase over time. • Pathways to long-term housing are out of reach due to wider housing market constraints and pressure on Public Housing.
Providers are funded in a sustainable way that allows them to focus on improving outcomes for people	**Does not fully meet** • Funding model is seen as overly bureaucratic, inflexible and constraining. • Funding provided to Māori providers is insufficient in relation to the proportion of Māori who are homeless.

An assessment of the current system

The current system is also not aligned well with our guiding principles and direction

Assessment against MAIHI and the Action Plan shows that the current system is not fully aligned with our direction and guiding principles
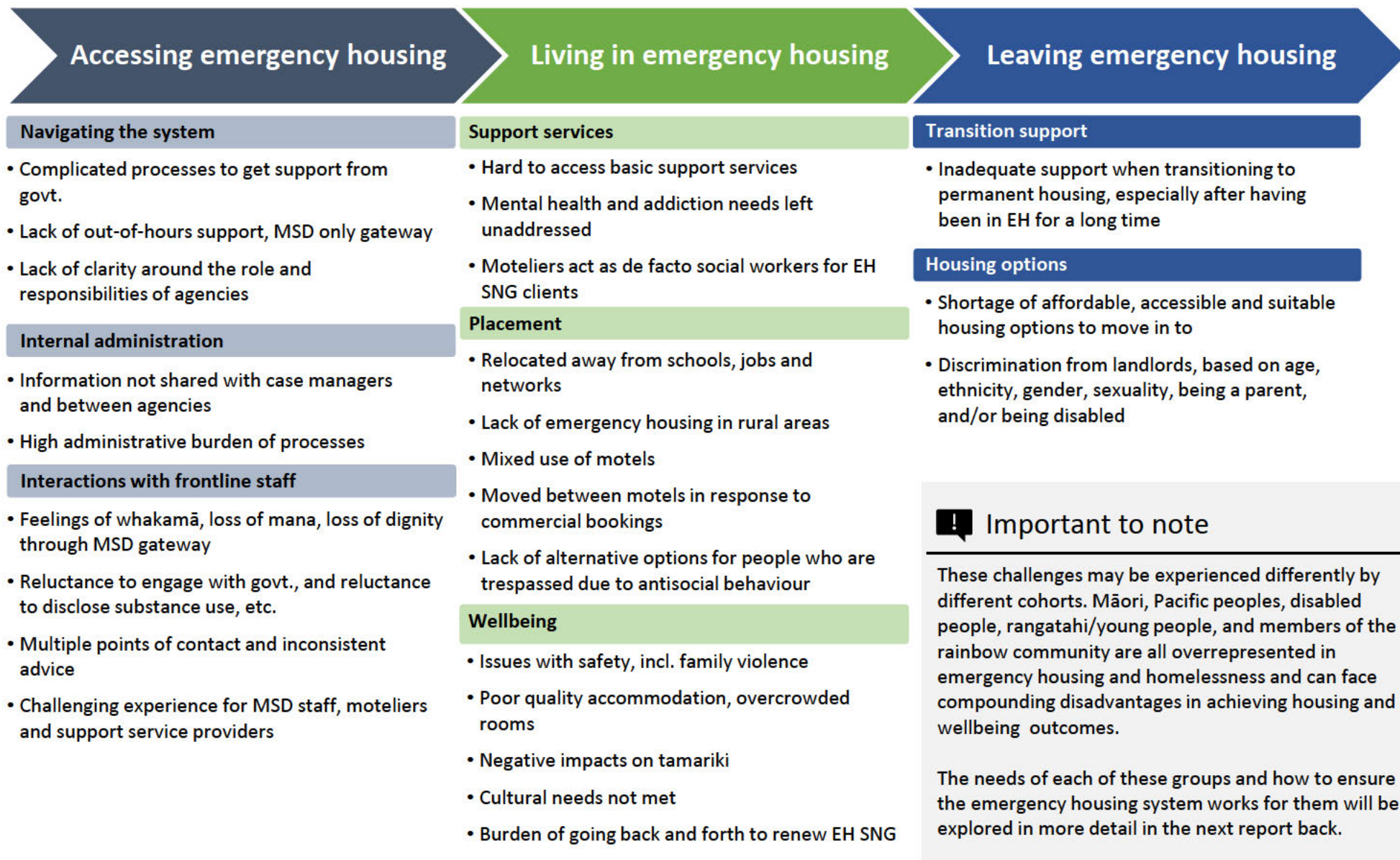
- While recent changes to the system, along with wider changes, have improved the situation somewhat, there is a good case for resetting and redesigning the emergency housing system, so it works to achieve the aims of MAIHI and Action Plan.

- Through Wai 2750 it is clear that there are a range of challenges for Māori in accessing and navigating the current emergency housing system and that the level of kaupapa Māori delivery does not meet the level of need.

For example...

Principle	Assessment of the emergency housing system	Identification of changes that could help meet principles
Te Tiriti o Waitangi	**Does not fully meet** • There was no evidence of targeted consultation with Māori during the original development of the EH SNG. • The model does not promote equitable solutions that address the housing disparities that exist.	• Partner with and support Māori to deliver solutions for Māori, such as devolving decisions about placement, operating accommodation, and delivering support. • Promote partnerships with Iwi and Māori so the working model achieves equitable housing and wellbeing outcomes for Māori.
Whānau-centered and strengths-based	**Does not fully meet** • The current system is process-based rather than whānau-centered. • There is limited ability to consider where someone's networks or connections are and the current model does not support whānau aspirations, such as pathways to homeownership.	• More emphasis on ensuring whānau-centered responses, supporting whānau aspirations and connections, including moving back to whenua. • Support is empowering and responds to the diverse range of needs, including mental health and addiction needs and welfare support. • More stability and ensuring that whānau are safe and ensuring that whānau are close to support networks.
Supporting and enabling local approaches	**Does not fully meet** • EH SNGs do not respond to the needs of the community. • The same emergency housing approach is applied across the country (excluding Rotorua).	• Responses are developed with a local community and respond to local needs. • Different approaches in areas and not always an emergency housing response.

Areas for improvement

Accessing emergency housing ▸ Living in emergency housing ▸ Leaving emergency housing

Navigating the system

- Complicated processes to get support from govt.
- Lack of out-of-hours support, MSD only gateway
- Lack of clarity around the role and responsibilities of agencies

Internal administration

- Information not shared with case managers and between agencies
- High administrative burden of processes

Interactions with frontline staff

- Feelings of whakamā, loss of mana, loss of dignity through MSD gateway
- Reluctance to engage with govt., and reluctance to disclose substance use, etc.
- Multiple points of contact and inconsistent advice
- Challenging experience for MSD staff, moteliers and support service providers

Support services

- Hard to access basic support services
- Mental health and addiction needs left unaddressed
- Moteliers act as de facto social workers for EH SNG clients

Placement

- Relocated away from schools, jobs and networks
- Lack of emergency housing in rural areas
- Mixed use of motels
- Moved between motels in response to commercial bookings
- Lack of alternative options for people who are trespassed due to antisocial behaviour

Wellbeing

- Issues with safety, incl. family violence
- Poor quality accommodation, overcrowded rooms
- Negative impacts on tamariki
- Cultural needs not met
- Burden of going back and forth to renew EH SNG

Transition support

- Inadequate support when transitioning to permanent housing, especially after having been in EH for a long time

Housing options

- Shortage of affordable, accessible and suitable housing options to move in to
- Discrimination from landlords, based on age, ethnicity, gender, sexuality, being a parent, and/or being disabled

🗨️ Important to note

These challenges may be experienced differently by different cohorts. Māori, Pacific peoples, disabled people, rangatahi/young people, and members of the rainbow community are all overrepresented in emergency housing and homelessness and can face compounding disadvantages in achieving housing and wellbeing outcomes.

The needs of each of these groups and how to ensure the emergency housing system works for them will be explored in more detail in the next report back.

Areas for improvement

To date, the Review has surfaced numerous problems that may not be resolved with tweaks to the current system.

Our assessment shows there is a good case for fundamentally resetting the emergency housing system and making system-wide changes, with the goal of improving outcomes for individuals, families and whānau in need and reducing disparities. We could achieve this by:

- **clarifying and resetting the purpose of emergency housing, using the Action Plan and MAIHI kaupapa Māori principles, with whānau at the centre.** While this approach will benefit Māori, who are disproportionately overrepresented among those in emergency housing, its principles-based approach will benefit all individuals and families. As part of this, it will be important that emergency housing is integrated within the wider system

- **shifting the balance between crisis responses, and prevention measures and longer-term housing responses.** This will lessen the need for resource-intensive interventions and mitigate the negative wellbeing impacts that come with experiences of homelessness. This could involve more support when transitioning from government care, earlier access to mental health and addiction services and shifting the ability for funding to be used for more effective or preventative responses, such as Sustaining Tenancies and supported housing models

- **making sure the system works for Māori and supports Māori-led alternatives to emergency housing.** Resetting the system so it aligns with MAIHI and enables Iwi and Māori to deliver better housing solutions for Māori in ways that meet their needs and aspirations should result in changes that ensure the system is whānau-centered and mana-enhancing

- **focusing on stability and ensuring that people get the right levels of support and housing suitable for their needs.** Emergency housing should provide a pathway for everyone into more suitable and stable housing. This could include changing the type of response in the same housing. The high numbers of people with high needs and long stays in emergency housing indicates a need for longer-term housing and support for this group. There needs to be an overriding focus on ensuring that individuals, families and whānau have access to a safe, accessible, stable place to call home, and the support they need.

There are also some key system improvements and components we would want to see as part of any reset. These include:

- making sure that the voice of people with lived experience, Māori and Iwi organisations, Pacific providers, and other social sector agencies inform and drive any redesign or development of changes to the system and support local approaches

- strengthening the role of Māori, Iwi and other community partners, including building capability and capacity, establishing higher trust relationships and sustainable funding

- reducing the fragmentation between agencies and fostering cooperation and cohesion in agency responses

- addressing the need for improving data collection, quality and accessibility of data and regular system check-ins and monitoring

- setting up strong feedback loops that includes the voice of providers and people experiencing the system and the ability to flexibly respond to need and make changes where needed.

Areas for improvement

Our assessment has highlighted that there are specific immediate unmet needs for people accessing emergency housing...

- Some of these improvements may be able to be done quickly, while others may require additional funding, or time to develop, and may be better incorporated into any wider system changes to the emergency housing system.

- We **seek your feedback on these areas** and will work, alongside other agencies, to understand what can be done quickly and within current funding parameters and to implement changes where possible.

- For changes that require further policy decisions or additional funding, we will seek these through the 18-month review of the Action Plan or in the further report backs of this work.

- In addition to these improvements, it is also critical that housing supply is increased (for example through the Affordable Housing Fund) to reduce pressure on the system.

Potential areas for improvement to the current system

We have identified areas for improvement within the system as it currently operates. While there is need to reform the current system, in the short-term improvements could be made to respond to the need that is present. These include:

- broadening the use of provider-led placements (as done by Kāhui Tū Kaha) with the aim of providing more timely access to emergency housing and improved coordination around who is placed where

- putting in place support for mental health and addiction needs, including harm reduction measures, mobile support services, or outreach services to remove barriers to access health support

- increasing training, resources, information and guidance across the system to ensure consistency across agencies and providers and a better service for people needing support

- addressing safety concerns at motels, particularly for vulnerable groups such as women and young people, and providing more onsite management or support to help mitigate antisocial behaviour

- increased focus on alternative options for people with long stays, such as specialist or cohort-specific Transitional Housing places according to local unmet needs, for example more kaupapa Māori provision, women-focused support or single people with multiple and complex needs

- integration of support for people at risk of and in EH SNGs experiencing challenging situations such as needing support with mental and/or physical health, addiction, violence, abuse, and/or time in prison

- making sure that people who are refused access to motels are assisted to find alternative accommodation. There is a concern that young people and people with high and complex needs are being refused access

- establishing or supporting local responses that include representation from Iwi and Māori organisations, Pacific and youth organisations, councils, social service providers, agencies and housing providers in areas with high EH SNG use to resolve coordination, referral and collaboration issues.

Next steps

Following this briefing, further advice will be developed, setting out:

- the role and purpose of EH SNGs in relation to Transitional Housing – currently and in an ideal state – in late October 2021. This report back will include:

    - further analysis on how Transitional Housing and EH SNGs currently interact, and links with the public housing register

    - the outcomes we want from the system, including the ideal levels of support services and accommodation, the role of agencies and providers, and what an ideal state would look like

    - a discussion on potential options that would make the biggest difference to getting to an ideal state, for example, changes to gateway settings, supported housing, devolved decision-making, contracting motels, further place-based approaches

- a plan to achieve desired end state, in November 2021.

We will consider the relationship of our advice to wider work underway

This includes work directly related to the emergency housing system:

- place-based approaches to urgent housing need in Rotorua (pilot underway), s 9(2)(f)(iv)
- advice on the exclusive use of motels
- review of Housing Support Products
- 18-month review of the Homelessness Action Plan
- Code of Practice for Transitional Housing
- youth homelessness responses.

There is also work outside of the emergency housing system that intersects with the issues raised in this briefing, including:

- work being carried out by the Implementation Unit at DPMC
- MAIHI Ka Ora National Māori Housing Strategy, including Whai Kāinga Whai Oranga, MAIHI partnerships and Te Au Taketake
- Affordable Housing Fund
- work across government, including: roll out of the Mental Health and Addiction Package; social sector commissioning; and the National Strategy and Action Plan to eliminate family violence and sexual violence.

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The results on slide 13 are not official statistics. They have been created for research purposes from the Integrated Data Infrastructure (IDI) which is carefully managed by Stats NZ. For more information about the IDI please visit https://www.stats.govt.nz/integrated-data/. The results are based in part on tax data supplied by Inland Revenue to Stats NZ under the Tax Administration Act 1994 for statistical purposes. Any discussion of data limitations or weaknesses is in the context of using the IDI for statistical purposes, and is not related to the data's ability to support Inland Revenue's core operational requirements.

Shifting to an ideal emergency accommodation system

Current state

Our current response of Emergency Housing Special Needs Grants (EH SNGs) and Transitional Housing to address urgent housing need is not resulting in the outcomes we want.

The context has changed considerably since the introduction of these measures in 2016 and the original model did not anticipate the level of demand we have seen.

There are currently over 10,000 individuals, families and whānau, includig children in emergency accommodation (usually motels) across Aotearoa.

There is significant unmet need for housing outside of the emergency housing system inluding those without shelter, in other temporary accommodation, sharing accommodation and those living in uninhabitable housing.

There are three accommodation types in the current system:

Emergency Housing Special Needs Grants (EH SNGs)

EH SNGs are a **financial grant** that pay for commercial accommodation for a period of **7-21 days** at a time, and are reliant on availability of motels.

Some support is provided through Intensive Case Managers, Navigators and Flexible Funding.

Transitional Housing (TH)

TH is temporary accommodation and support for individuals in urgent need of housing- with an **intended stay of 12 weeks.**

There are **4,500 TH places** across New Zealand (900 of which are contracted motel places).

Support is provided through contracted providers who help households access services

Other use of motels as emergency housing

Motel places for those without shelter were acquired **in response to COIVD-19 lockdowns.** Rapid Rehousing and Housing First providers delivered wrap around support.

Accommodation in contracted motels is being trialled in **Rotorua - 24/7 onsite security and wrap around support** is provided for approximately **200 families/whānau.**

Problem definition

The Emergency Housing System provides an important backstop for people in urgent housing need, however the system is not effectively providing a pathway to permanent housing, supporting people at the right time, addressing housing disparities, or improving the housing and wellbeing outcomes of individuals, families and whānau.

Housing pressures seen a high number of people enter the emergency housing system, and this disproportionately impacts:

- Young people (18 percent who are under 25). Of those under 30 years old, 70 percent had a Care and Protection event as a child and 77 percent were supported in their teenage years by a parent on a main benefit
- Māori, who make up almost two thirds of EH SNG recipients (69 percent)
- Women, who make up 65 percent of EH SNG recipients
- Sole parents, who make up approximately 40 percent of recipients. This sees around 4000 children in emergency housing
- Single adults – who make up 40 percent of EH SNG recipients. Single recipients were more likely to be men.

Key issues with the current system identified include the following:

- The existing system was not designed with Māori and fails to address housing disparities for Māori.
- Limited access to required support services (across agencies) means many people in emergency housing have broader unmet needs.
- Due to the nature of EH SNGs (financial grant), supply of emergency housing cannot be secured and issues around security of tenure, safety and quality fall outside of agency control.
- Lack of support after exiting emergency housing results in people cycling in and out of unstable or temporary accommodation options. For those who exit the system, it is not always sustained.
- Lack of suitable, affordable rentals or supported housing options means it is difficult to exit emergency housing- people are staying in the Emergency Housing System longer than expected (a quarter of all EH SNG households have been receiving it for over six months)
- Absence of established responsibility across government agencies in housing, and lack of options for permanent supported housing limits the opportunities to prevent the need for emergency at key transition points.

There are two objectives for the reset and redesign of emergency housing

1. **Improve the operation and experience of the system** – making sure it works effectively for people in urgent housing need by providing the right levels of support and temporary accommodation at the right time to meet immediate needs and provide stability

2. **Reduce the need for, and use of, emergency housing and levels of homelessness over time** – by addressing wider drivers of homelessness and putting in place further prevention measures and ensuring that people are supported into sustainable housing with ongoing support where needed so their homelessness does not reoccur.

To achieve these objectives we propose key shifts across four parts of the system:
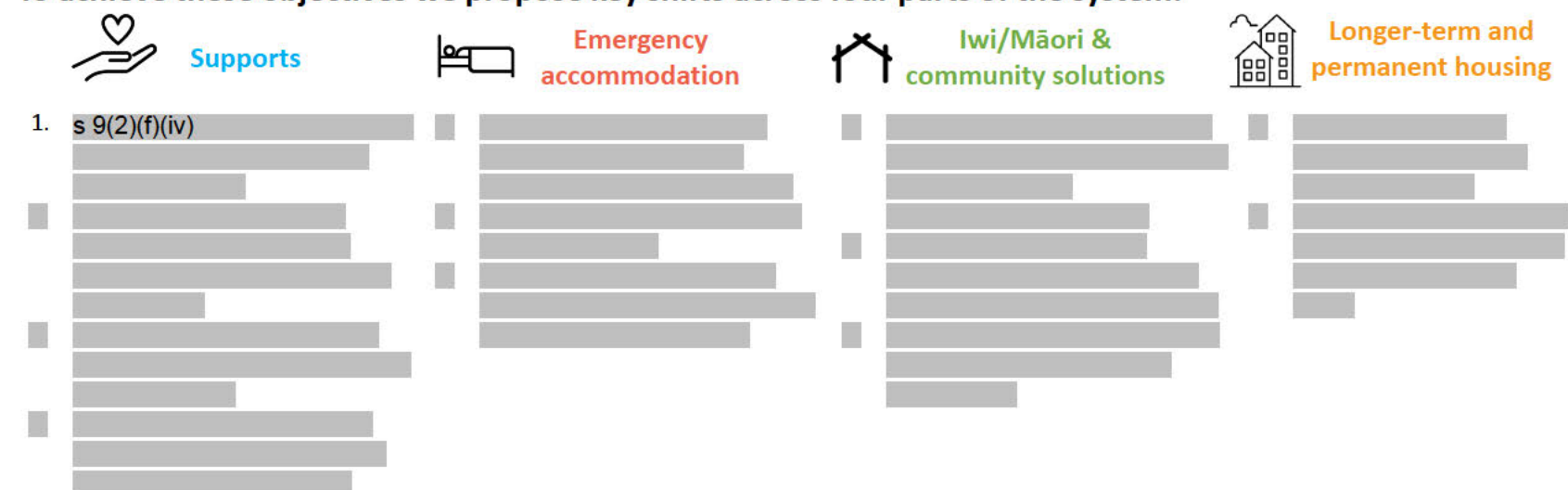
Supports — **Emergency accommodation** — **Iwi/Māori & community solutions** — **Longer-term and permanent housing**

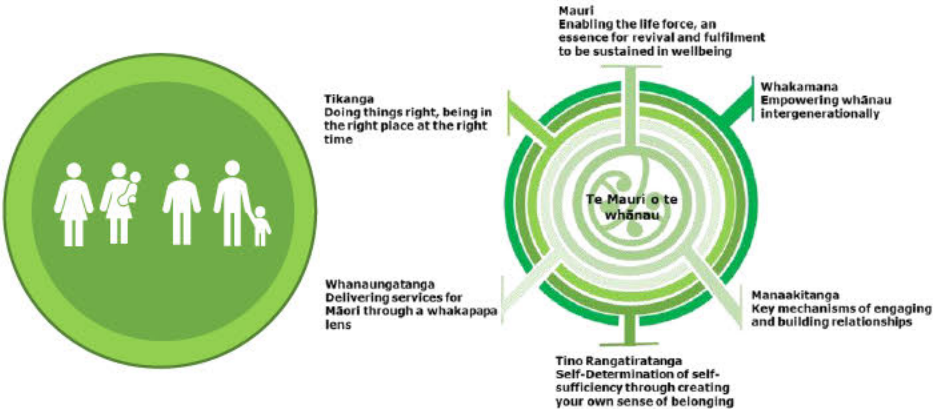1. s 9(2)(f)(iv)

[UNCLASSIFIED]

Future state 🎯

The ideal state is where emergency accommodation is **rarely needed** and any experience in emergency accommodation is **brief** and **non-recurring** (everyone receives the support they need and lives in a safe, healthy, affordable home and experiences te Mauri o te Whānau).

Assessment and access support when needed

What individuals, families or whānau would experience:

Mauri
Enabling the life force, an essence for revival and fulfilment to be sustained in wellbeing

Tikanga
Doing things right, being in the right place at the right time

Whakamana
Empowering whānau intergenerationally

Te Mauri o te whānau

Whanaungatanga
Delivering services for Māori through a whakapapa lens

Manaakitanga
Key mechanisms of engaging and building relationships

Tino Rangatiratanga
Self-Determination of self-sufficiency through creating your own sense of belonging

- Their needs, strengths and connections are fully captured by assessments
- Feel empowered to access support and know what support is available and how to access it (tino rangatiratanga)
- Able to access support at any time
- Feel listened to and respected and able to easily seek help without feeling whakamā
- Choice over who they work with and the type of support they receive (tino rangatiratanga)
- Feel manaaki and aroha when being supported (manaakitanga)
- Their aspirations, strengths and goals shape their plan and the support they receive and supports that are tailored for their needs and aspirations
- Culturally responsive and whānau-centred support at the right time and the right place (tikanga)
- Empowering and flexible support that builds connections and support networks
- Supported to access the housing option that works best for them (whakamana)

Future state 🎯

- Homelessness is prevented where possible
- Everyone who needs it has support
- Māori have the right support to meet their housing aspirations
- Integrated system responses and collaborative working and partnerships

In an 'ideal' system, individuals, families and whānau:

- *in housing stress or at risk of losing their tenancy maintain their existing tenancy, or transition into a suitable home*
- *in government care transition directly into a suitable home*
- *experiencing all forms of homelessness move into a suitable home*

In an 'ideal' system, a short stay in emergency accommodation with support may be an appropriate middle step before entering permanent housing.

Remain/shift to a stable and suitable home

What individuals, families or whānau would experience:

- Move into a suitable permanent home that works for them and is where they want to be or supported to to maintain their existing tenancy and work through issues (whakamana)
- Live in a safe, secure, warm and comfortable house within which they can flourish and grow, experience whānau love, support and protection (mauri)
- Feel safe, stable with own space and control in a house that meets their needs with security of tenure and know that children/tamariki are safe
- Know where to go for support if they need it and easily accessible, tailored ongoing support to prevent recurring housing need
- Sense of community/belonging, connected to local support networks, know neighbours, reconnect with whānau (whanaungatanga)
- Build skills, particularly resilience, coping skills and basic life skills to manage and overcome complexities and life challenges (mauri)
- Able to remain in the same house as support needs change or continual support if they do wish to move

In an 'ideal' system, individuals, families and whānau receive support to move out of emergency accommodation and do not cycle back in after leaving.

Access emergency accommodation with support where needed

What individuals, families or whānau would experience:

- Feel safe and stable and know that children/tamariki are safe
- Increased confidence and skills
- Build strong new relationships and bonds, networks and connections
- Able to move out of emergency accommodation and into permanent housing easily and into a place that suits their needs
- Whānau-centred and mana-enhancing support and able to address immediate needs as well as cultural needs (whanaungatanga)
- Remain close to community and able to attend education and employment, and maintain social connections
- Are not financially burdened by stay in temporary accommodation

Future state 🎯

- Māori have the right support and housing to meet their housing aspirations
- More pathways out of emergency accommodation
- High quality, suitable, accessible and affordable housing options

Future state 🎯

- Low numbers of people in temporary accommodation
- More pathways out of emergency accommodation and reduced need for emergency accommodation
- High quality suitable emergency accommodation
- Integrated system responses and collaborative working and partnerships

This table describes the findings from the current state assessment (the review), the proposed system shifts, and what this could entail.

The strategic choices for Ministers are outlined in final column. The shifts and strategic choices have informed the range of options outlined in Annex X.

	Findings from the review	Proposed shift	What this shift could entail?	Anticipated impact/s	Alignment with MAIHI	What would it take?	Choice for Ministers
Supports	A high proportion of EH SNG recipients have previously been in the care of government, with high interactions with health and corrections.	s 9(2)(f)(iv)					
	MSD is the only gateway to accessing an EH SNG and is not available outside of usual business hours. The current assessment process is lengthy, confusing and can be traumatising for whānau. The assessment does not account for wider wellbeing needs and people are often not linked to appropriate supports.	s 9(2)(f)(iv)					
	People in emergency housing often struggle to access services, (eg mental health and addiction services) when they need it. Limited support is available and high levels of unmet needs. Support differs across types of emergency accommodation and services are constrained.	s 9(2)(f)(iv)					
	People often lose support when they move and people can often cycle in and out of unstable and temporary accommodation. There is a lack of support to transition into permanent housing and ongoing support where needed.	s 9(2)(f) (iv)					

This table describes the findings from the current state assessment (the review), the proposed system shifts, and what this could entail.

The strategic choices for Ministers are outlined in final column. The shifts and strategic choices have informed the range of options outlined in Annex X.

	Findings from the review	Proposed shift	What this shift could entail?	Anticipated Impact/s	Alignment with MAIHI	What would it take?	Choice for Ministers
Emergency accommodation	Under the EH SNG model, MSD cannot direct people to specific motels, or regulate motel standards. People need to regularly reapply for their EH SNG and can be moved suddenly if a motel takes a conflicting commercial booking, meaning they live in a state of uncertainty and instability.	s 9(2)(f)(iv)					
	Increasing expenditure due to increasing stays and rising costs of accommodation. EH SNGs pay for commercial accommodation (usually motels) under BORE appropriation. This funding cannot be used for other programmes.	s 9(2)(f)(iv)					
	Roles, responsibilities, and accountabilities of agencies lack clarity. This is driven by a mix of responsibilities and different policy and legislative settings. Providers and clients reported that navigating government services is confusing, time consuming and fragmented.	s 9(2)(f)(iv)					

	Findings from the review	Proposed shift	What this shift could entail?	Anticipated Impact/s	Alignment with MAIHI	What would it take?	Choices for Ministers
Iwi/Māori & community solutions	Māori are significantly overrepresented, making up 59% of EH SNG recipients. Wai 2750 claimants raised numerous issues for Māori with lived experience of emergency housing trying to access support and the feelings of discrimination. Māori and Iwi want to lead the responses and provide better solutions than motels. Funding provided to Māori providers is insufficient in relation to the proportion of Māori who are experiencing homelessness.	s 9(2)(f)(iv)					
	Wai 2750 raised numerous issues that should have been raised and addressed earlier. Avenues for issues to be raised an addressed are limited.	s 9(2)(f)(iv)					
	The level, and drivers of urgent housing need varies across regions, leading to differences in housing outcomes. The current emergency housing system was not designed with Māori and fails to meet any of the MAIHI principles. The current system does not draw on the experience of providers and people and their solutions. There is no flexibility in the use of EH SNGs or development of place-based or alternative approaches to address urgent housing need.	s 9(2)(f)(iv)					

	Findings from the review	Proposed shift	What this shift could entail?	Impacts	Alignment with MAIHI	What would it take?	Choices for Ministers
Longer-term and permanent housing	A high proportion of EH SNG recipients have previously been in the care of government. For example, in the 12 months prior to receiving an EH SNG 25 percent had an acute hospitalisation; 53 percent received mental health or addiction services; 10 percent had been in prison.	s 9(2)(f)(iv)					
	Pathways out of emergency housing are limited due to a lack of suitable, affordable rentals	s 9(2)(f)(iv)					
	People who have received EH SNGs for longer are more likely to have been in prison, had an acute hospitalisation or accessed a mental health an addiction service and require permanent housing and ongoing support.	s 9(2)(f)(iv)					

Te Tūāpapa Kura Kāinga
Ministry of Housing and Urban Development

HSS Brief: Homelessness Policy Work

Work

14 June 2022

Update on Policy work

Seeking today:

- An **update** on these pieces of work
- Any initial **thoughts** and insights you would like to share
- **Agreement** on how we can work together on progressing aspects of this work

The 4 pieces of work that we want to talk about are:

- Emergency Housing System Review

Out of Scope

Emergency Housing System Review

Current Situation

- Joint Ministers received the second round of advice in March and agreed to a proposed work plan for the next 18 months

- A paper summarising the current state assessment, vision for an ideal future state, and proposed work plan is due to be considered by Cabinet this month

Budget funding

- $355 million was provided through Budget 2022 (in contingency) to progress changes on the emergency housing system

- Funding will be focused on:

  - Improving the wellbeing of people in EH

  - Improving the suitability of accommodation and support

  - Enabling by Māori, for Māori solutions to EH

Next steps

- More details on the proposed work plan will be provided to Ministers in July

- We intend to go back to Cabinet in October with the next phase of work

s 9(2)(f)(iv)

Support/ feedback requested

- Input into the next phase of work will be welcome once we've had Cabinet agreement to the proposed work plan

-

s 9(2)(f)(iv)

3

Opening Karakia

Kia mau ki ngā uarā

Kia Wānangatia

Kia Arohatia

Kia Kōkiritia

Haumi e, hui e

Tāiki e!

So that we may maintain the values

Curiosity

Empathy

Drive

The wisdom is bound, it collects

It is held

Emergency Housing System Review

Current Situation

- Cabinet considered the emergency housing system review in August 2022.

- Ministers have agreed to a set of actions to begin the reset of the emergency housing system over the next 18 months. We are currently progressing the development of those actions.

- More detail on the actions is provided in the accompanying slide deck.

- Please note the information we are sharing has not been publicly released, and is shared in strict confidence as it is still subject to the October Cabinet process.

Next steps

- We will provide Ministers and Cabinet with a final review report back in October 2022.

Support or feedback requested

- Feedback on the direction of the emergency housing system review.

- s 9(2)(f)(iv)

Closing Karakia

Whakairia ake ngā korero	*Lift up the discussions had*
Kia wātea i te ara takatū	*And clear the path before us*
Kia mau ki ngā uara	*So that we may maintain the values*
Kia Wānangatia	*Curiosity*
Kia Arohatia	*Empathy*
Kia Kōkiritia	*Drive*
Haumi e, hui e	*The wisdom is bound, it collects*
Tāiki e!	*It is held*

Emergency Housing System Review

Homelessness Sector Services/ HUD/ MSD

Tuesday 6 September 2022

Resetting the emergency housing system

Cabinet has agreed an ideal future state for emergency housing

An emergency housing system in which emergency accommodation is rarely needed and, when it is used, stays are brief and non-recurring. Emergency accommodation will be used by individuals and whānau who have experienced a shock or crisis (e.g. family breakdown, unexpected change in circumstances), and people will be supported to quickly move into suitable long-term housing.

Achieving this vision will require medium to long-term shifts in the housing system

- Providing an adequate supply of affordable housing (including public housing and affordable rentals), of the right types and in the right places to meet people's needs

- Resetting the supported housing system to ensure suitable long-term supported housing options are available for those that need them

- Strengthening homelessness prevention measures to ensure people are able to sustain a market tenancy, are supported when they transition out of state care, and thereby avoid the need for emergency housing

s 9(2)(f)(iv)

s 9(2)(f)(iv)

- We know Māori are disproportionately represented in emergency housing and are often adversely impacted by their experiences in the system. Alongside wider housing supply solutions for Māori, we need to find better solutions to respond to the immediate housing and support needs of Māori, and enable Māori-led solutions.

- s 9(2)(f)(iv)

Next steps

- We will provide Ministers and Cabinet with a final review report back in October 2022

- s 9(2)(f)(iv)