
KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

CROWN BUNDLE OF EVIDENTIAL FACT SHEETS
(TE MANATŪ WHAKAHIATO ORA - MINISTRY OF SOCIAL DEVELOPMENT)

20 Hakihea | December 2022

RECEIVED

Waitangi Tribunal

21 Dec 22

Ministry of Justice
WELLINGTON

CROWN LAW

TE TARI TURE O TE KARAUNA

Pouaka Poutāpeta PO Box 2858
TE WHANGANUI-Ā-TARA WELLINGTON 6140
Waea Tel: 04 472 1719
Waea Whakaahua Fax: 04 473 3482

Whakapā mai: Contacts:

M Tukapua / L Borthwick

matewai.tukapua@crownlaw.govt.nz / luke.borthwick@crownlaw.govt.nz

Counsel Acting:

Rachael Schmidt-McCleave

rachael.schmidt-mccleave@kschambers.co.nz

INDEX

TE MANATŪ WHAKAHIATO ORA - MINISTRY OF SOCIAL DEVELOPMENT			
Tab	Document	New/updated	Page
1.	Accommodation Supplement	Updated	001
2.	Emergency Housing Special Needs Grant	Updated	014
3.	MyMSD	Updated	030
4.	Social Allocation System (SAS)	Updated	038
5.	Temporary Additional Support (TAS)	Updated	053

KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET
ACCOMMODATION SUPPLEMENT
(TE MANATŪ WHAKAHIATO ORA -
MINISTRY OF SOCIAL DEVELOPMENT)

20 Hakihea | December 2022

CROWN LAW

TE TARI TURE O TE KARAUNA

Pouaka Poutāpeta PO Box 2858
TE WHANGANUI-Ā-TARA WELLINGTON 6140
Waea Tel: 04 472 1719
Waea Whakaahua Fax: 04 473 3482

Whakapā mai: Contacts:

M Tukapua / L Borthwick

matewai.tukapua@crownlaw.govt.nz / luke.borthwick@crownlaw.govt.nz

Counsel Acting:

Rachael Schmidt-McCleave

rachael.schmidt-mccleave@kschambers.co.nz

1.	Basic information	<p>Title of policy / programme: Accommodation Supplement (AS)</p> <p>Year introduced: 1993</p> <p>Still current?: Yes</p> <p>Administering agency(ies): Ministry of Social Development (MSD) (formerly Department of Social Welfare (DSW))</p> <p>High level summary of policy/programme:</p> <p>AS is the government's largest investment in private sector housing subsidies. AS is a non-taxable benefit that provides assistance towards accommodation costs for households of all tenure types (renters, boarders, homeowners) with low-middle incomes. Both beneficiaries (including super-annuitants) and non-beneficiaries can qualify for AS. It is one part of the wider income support system designed to provide low-middle income households with adequate income for the cost of living.</p> <p>In 1993, AS replaced the Accommodation Benefit which had similar characteristics and the HCNZ subsidy for public housing tenants.</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>Development was carried out by an interagency accommodation supplement working group and included the Treasury and the Inland Revenue Department.</p> <p>MSD is the lead agency in implementing and ongoing administration and has lead responsibility for the provision of policy advice.</p>
2.	Description of Policy / Programme	<p>The AS is a discretionary non-taxable benefit that provides assistance towards accommodation costs for households with low-middle incomes.</p> <p>Both beneficiaries (including super-annuitants) and non-beneficiaries can qualify for AS as it is one part of the</p>

		<p>wider income support system designed to provide low-middle income households, both beneficiaries and non-beneficiaries, with adequate income to meet the cost of living.</p> <p>The AS plays a role in helping households to access and sustain affordable housing in the private market and also provides support for tenants exiting public housing.</p> <p>Eligibility is subject to applicants meeting certain criteria such as a cash asset and income test and residency requirements.¹</p> <p><u>Social Housing Exclusion</u></p> <p>A person is ineligible for the AS where the applicant's accommodation costs include:</p> <ul style="list-style-type: none"> • rent paid in respect of a premises let by or on behalf of Kāinga Ora or a registered community housing provider (CHP), or • payments, required to be made under a mortgage security to Kāinga Ora or the Crown for Te Puni Kōkiri, that MSD believes are required to be made at a concessionary rate.² <p>As the AS is a benefit, (defined in Schedule 2 of the SSA) an applicant is required to advise MSD of any changes to their circumstances that may affect their entitlement to the AS.³ The AS may be reviewed at any time to ensure that the client still meets the eligibility criteria and is receiving the correct rate of payment.⁴</p> <p>Applicants have a right to apply for a Review of Decision where they disagree with a decision which has been made about their entitlement to AS.⁵</p> <p><u>How the AS works</u></p>
--	--	--

¹ See subpart 10 of the Social Security Act 2018 and subpart 5 of the Social Security Regulations 2018.

² See section 66 of the Social Security Act 2018.

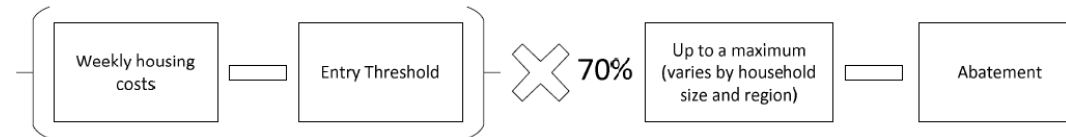
³ See section 113 of the Social Security Act 2018.

⁴ See section 304(1) of the Social Security Act 2018.

⁵ See section 391 of the Social Security Act 2018.

The amount a person can receive through the AS depends on their actual accommodation costs. For a person receiving an income tested main benefit, the value of the payment is 70% of their weekly accommodation costs above an entry threshold. The amount of the entry threshold differs according to the type of benefit, the number of dependent children and the type of housing tenure. The overall amount payable cannot exceed a maximum rate which differs according to family size and also region.

The AS Formula



1.

Abatement occurs only for non-beneficiaries, where every dollar of income earned over the income threshold reduces the subsidy by 25 cents. Superannuitants must have income below a specified limit. Cash assets over certain thresholds are also treated as income for non-beneficiaries (for every \$100 over the thresholds, \$1 of income is added).

More information on how the AS works can be found at [Accommodation Supplement \(workandincome.govt.nz\)](https://www.workandincome.govt.nz)

AS population by tenure type, benefit status and family type as at the end of September 2022

	All	Proportion of recipients (%)
Total	346998	100%
Tenure type		
Renters	247,218	71%
Boarders	62,868	18%
Homeowners	36,912	10.6%
AS households by benefit		

		status			
		Beneficiary	227, 343	65.5%	
		Non-beneficiary	72, 093	20.8%	
		NZS/VP ⁶	47, 562	13.7%	
3.	Outline of the process to develop this Policy / Programme	<p>AS was introduced by the fourth National Government in 1993. It was part of the wider reform of housing assistance undertaken in the early 1990s (discussed further below). All demand-side housing assistance was paid via the AS, public housing tenants were progressively moved from subsidised rents to market rents, which were subsidised by the AS (if they were eligible), the public housing portfolio was transferred to a new State Owned Enterprise and managed on a commercial basis, and the subsidised mortgages of the Housing Corporation were progressively increased to market rates and the portfolio sold to the private market. For context see: <i>A Statement of Government Policy on Housing and Accommodation: Accommodation Assistance</i>, Honourable John Luxton (Housing Minister) in 1991</p> <p>The AS was broadly based on the design of the then existing Accommodation Benefit. The AS was introduced with an aim to create equity between public housing tenants and private market households. Prior to the introduction of the AS, public housing tenants paid an income-related rent which was more generous than the Accommodation Benefit which private market households could receive.</p> <p>With the introduction of the AS, income-related rent for public housing tenants and the Accommodation Benefit for private market households were both replaced. As a result of the changes, the majority of public housing tenants were worse off and Accommodation Benefit recipients were better off (for more detail, see <i>A Statement of Government Policy on Housing and Accommodation: Accommodation Assistance</i>, Honourable John Luxton (Housing Minister) 1991).</p> <p>Reform of Social Assistance (early 1990s)</p>			

⁶ NZS/VP = New Zealand Superannuation / Veterans Pension.

As noted above, the AS was introduced as part of the Reform of Social Assistance work that was undertaken in the early 1990s. The policies were designed through a working group comprised of DSW, Housing Corporation New Zealand (HCNZ) (as it then was), the Treasury and the Department of the Prime Minister and Cabinet (DPMC). The Working Group considered a number of options around the design of the subsidy including the eligibility criteria, the subsidy rate, the asset test, abatement regime and a number of other design features. DSW used administrative data on Accommodation Benefit recipients and data held by HCNZ on public housing tenants to support the housing reforms.

As at 30 June 1990, DSW provided assistance to 106,431 clients through the accommodation benefit costing \$120.57 million. The average value of the benefit per client was \$21.78 per week. (NB this is equivalent to \$39 today adjusted for inflation; \$126 adjusted for current cost of housing).

HCNZ at that time had 69,500 rental units, of which 67,500 were tenanted. Around 4,500 tenants were paying market rent, the remainder were subsidised through HCNZ.

Families receiving rental assistance through HCNZ received an average subsidy of \$70 per week. By contrast, families in similar circumstances on the Accommodation Benefit receive an average of just under \$22 per week for properties rented in the private sector.

Because the subsidy rate was set at 65% of accommodation costs above the entry threshold, most Accommodation Benefit recipients were better off with the introduction of AS (where the subsidy of the AB was 50%), and HCNZ tenants were worse off (since their effective subsidy has been reduced from 100% to 65% above the entry threshold).

The modelled impact of the changes showed approximately 66,100 HCNZ tenants were worse off and 900 better off. Among Accommodation Benefit recipients, 18,400 were worse off, 63,500 were better off and 25,000 experienced no change. Approximately 84,400 households who were not receiving an assistance would be better off.⁷

⁷ Progress Report of the Accommodating Supplement Working Group, 14 May 1991 [PMR (91) 52].

		<p>While the policy is seen to have negatively impacted many low-income households in public housing, the aims of AS included promoting more efficient use of housing resources, reducing the waiting list for state housing, improving fairness and allowing consistent treatment of clients (between public housing and private market), creating greater freedom of choice and incentives to keep accommodation costs down.</p> <p>In 2006 Housing New Zealand and MSD developed a stakeholder engagement plan for the review of the AS in an attempt to gather feedback to support further policy development. The plan acknowledged the perception that engagement with iwi is “insufficient or inadequate” and sought to develop an appropriate engagement approach for iwi, pacific peoples, and people in the disabled community. However, there is no evidence that a finalised engagement plan was ever developed.</p> <p>Engagement</p> <p>It is unclear from MSD records whether targeted engagement occurred in the original development of AS. In 2006 Housing New Zealand and MSD developed a stakeholder engagement plan for the review of the AS in an attempt to gather feedback to support further policy development. The plan acknowledged the perception that engagement with iwi is “insufficient or inadequate” and sought to develop an appropriate engagement approach for iwi, pacific peoples, and people in the disabled community. However, there is no evidence that a finalised engagement plan was ever developed.</p>
4.	Aims or Objectives of the Policy / Programme	<p>At the time of its introduction (in 1993), AS was intended to:</p> <ul style="list-style-type: none"> • Assist all low-income households with their housing costs, regardless of their housing tenure • Promote efficient functioning of the rental market and more efficient use of housing resources • Encourage supplier competition to minimise shortages and prices pressures • Make the cost of housing subsidies transparent

		<ul style="list-style-type: none"> • Reduce the waiting list for state housing • Improve sensitivity to family composition and location • Direct assistance to those most in need • Improve fairness and allow consistent treatment of clients (between public housing and private market) • Create greater freedom of choice and incentives to keep accommodation costs down <p>AS was targeted at low-income households with relatively high accommodation costs of all tenure types (renters, boarders, homeowners) compared to their income. It aimed to reduce housing-related stress for those households.</p>
5.	Outline of steps taken to implement the Policy / Programme	<p>The legislation providing for the AS was the Social Security Amendment Act (No. 3) 1993 which amended the Social Security Act 1964 (can be found at Social Security Amendment Act (No 3) 1993 (nzlii.org))</p> <p>The current legislative provision for the AS is found in Part 2 Subpart 10 (sections 65 to 69) and Part 7 of Schedule 4 of the Social Security Act 2018, and Part 2 Subpart 5 of the Social Security Regulations 2018.</p> <p>MSD implements AS through service delivery operations. AS has had several key adjustments since 1993:</p> <ul style="list-style-type: none"> • 1995, 1996: maximum rates increased for most recipients • 1996: AS Area allocation changes (several cities/towns moved to higher AS Areas which allowed recipients in those areas to receive a higher rate of AS if on the maximum rate before the change) • 1997: AS subsidy rate increased from 65% to 70% and the calculation of housing costs for boarders was reduced from two thirds of total board costs to 62 percent • 2004: abatement for beneficiaries removed, entry threshold (amount households must first contribute towards accommodation before receiving subsidy) for non-beneficiaries lowered • 2005: a number of towns were promoted to higher AS Areas, Auckland divided into two areas (to make 4 AS

		<p>Areas total); increases to the maximum weekly rates</p> <ul style="list-style-type: none"> 2018: a number of towns were moved to higher AS Areas; increases to the maximum weekly rates <p>The AS is a demand-driven subsidy (where the number of payments made depends on client demand and expenditure is not capped at any dollar amount) with expenditure for the recent period set out in the following table:</p> <table border="1" data-bbox="618 416 2063 796"> <thead> <tr> <th>Actual 2014/2015</th> <th>Actual 2015/2016</th> <th>Actual 2016/2017</th> <th>Actual 2017/2018</th> <th>Actual 2018/2019</th> <th>Actual 2019/2020</th> <th>Actual 2020/2021</th> </tr> <tr> <th>NZ\$m</th> <th>NZ\$m</th> <th>NZ\$m</th> <th>NZ\$m</th> <th>NZ\$m</th> <th>NZ\$m</th> <th>NZ\$m</th> </tr> </thead> <tbody> <tr> <td>1,128.9</td> <td>1,163.7</td> <td>1,127.0</td> <td>1,203.5</td> <td>1,640.7</td> <td>1,707.6</td> <td>1,981.5</td> </tr> </tbody> </table>	Actual 2014/2015	Actual 2015/2016	Actual 2016/2017	Actual 2017/2018	Actual 2018/2019	Actual 2019/2020	Actual 2020/2021	NZ\$m	NZ\$m	NZ\$m	NZ\$m	NZ\$m	NZ\$m	NZ\$m	1,128.9	1,163.7	1,127.0	1,203.5	1,640.7	1,707.6	1,981.5
Actual 2014/2015	Actual 2015/2016	Actual 2016/2017	Actual 2017/2018	Actual 2018/2019	Actual 2019/2020	Actual 2020/2021																	
NZ\$m	NZ\$m	NZ\$m	NZ\$m	NZ\$m	NZ\$m	NZ\$m																	
1,128.9	1,163.7	1,127.0	1,203.5	1,640.7	1,707.6	1,981.5																	
6.	<p>Outline of monitoring and evaluation built in to Policy / Programme</p>	<p>Monitoring of the AS is included in the following reports:</p> <ul style="list-style-type: none"> Families Package Monitoring Report – 2019 (Families Package Monitoring Report 2019 (msd.govt.nz)) See pages 30 – 41. This report focuses on trends in receipt of Families Package payments. Receipt of the Working for Families Package.⁸ The focus of this report is on national uptake of the main components of WFF over 2005 to 2006: WFF Tax Credits, Accommodation Supplement, and Childcare Assistance (see pages 16-19). Changing Families’ Financial Support and Incentives for Working, The summary report of the evaluation of the Working for Families package (2010). <p>Other reports on AS and landlord capture - landlord capture is where an increase in a demand-side subsidy is reflected in a rent increase, by some or all of the increase of the subsidy. The evidence indicates that landlord</p>																					

⁸ Delium Document ID: MSD.003.4805

		<p>capture is not a significant issue in relation to the AS. See the following papers on analysis of landlord capture:</p> <ul style="list-style-type: none"> Does the Accommodation supplement increase spending on rents? (Does the accommodation supplement increase spending on rents? (msd.govt.nz)). <p>Do housing allowances increase rents? Evidence from a discrete policy change, Dean R. Hyslop and David Rea Motu Working Paper 18-10 Motu Economic and Public Policy Research, July 2018 (Do housing allowances increase rents? Evidence from a discrete policy change (motu.org.nz)).</p>
7.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p>	<p>The most recent change to the AS was undertaken in 2018 as part of the Government’s Families Package. The package increased several social assistance payments delivered through the tax and benefit systems (including AS, introducing a Best Start tax credit, and the Winter Energy Payment).</p> <p>Effective from 1 April 2018, two changes were made to the AS. The first change was to the boundaries of the AS areas. Several places were re-classified into different Accommodation Supplement Areas depending on the state of the rental market in those localities. More areas were zoned as qualifying the highest possible maximum rate (Area/Zone 1).⁹</p> <p>This was the first adjustment of AS areas since changes implemented in April 2005 as part of the Working for Families reform (other changes introduced as part of Working for Families were removal of abatement of AS for beneficiaries and an increase in AS entry and abatement thresholds for non-beneficiaries, effective from October 2004).</p> <p>The second change was that the rates for the AS were increased significantly for the first time since rate increases introduced in April 2005. the maximum payment rates for a two-person household by between \$25 and \$75 a week, and for larger households by between \$40 and \$80 a week. See table for details</p>

⁹ For detailed tables showing the new Accommodation Supplement areas, which include area changes difficult to see in the maps below (e.g.: changes for Queenstown), please refer to: [Changes to Accommodation Supplement Areas \(msd.govt.nz\)](#)

	Area 1	Area 2	Area 3	Area 4
Single	\$165 (+\$20)	\$105 (+\$5)	\$80 (+\$15)	\$70 (+\$25)
Married without children, Sole parent with 1 child	\$235 (+\$75)	\$155 (+\$30)	\$105 (+\$30)	\$80 (+\$25)
Married with children, Sole parent with two or more children	\$305 (+\$80)	\$220 (+\$55)	\$160 (+\$40)	\$120 (+\$45)

The immediate effect of the 2018 increases in maximum rates was to increase the average payment.

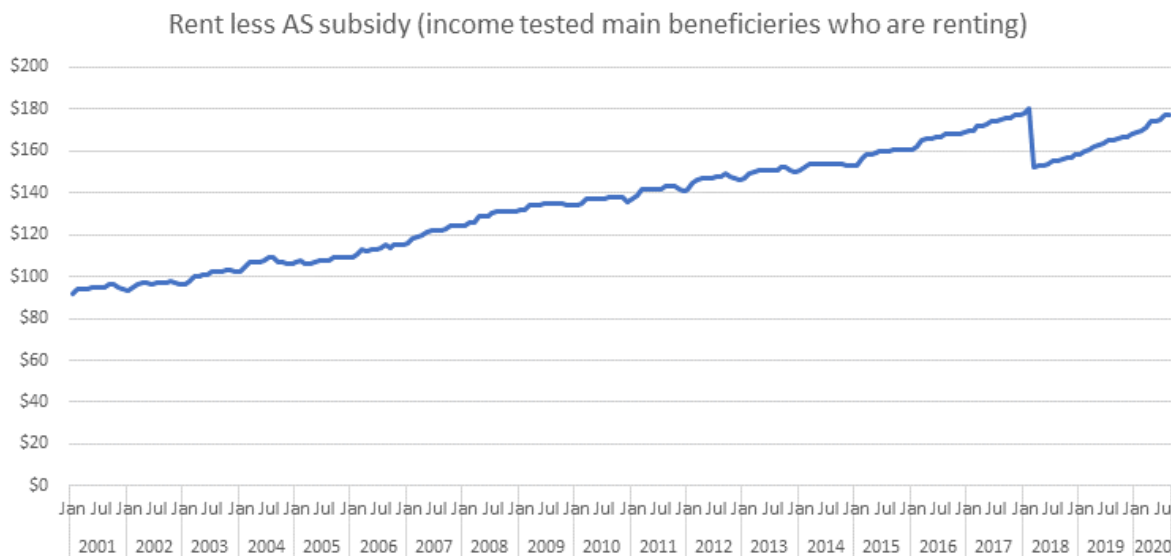
The proportion of recipients at the maximum rate for their area fell. The average Accommodation Supplement payment increased from \$71 per week at the end of June 2017 to \$95 per week at the end of June 2018.

For most recipients, an increase in Accommodation Supplement payments meant more income. For the minority that also received Temporary Additional Support, the net gain could be partially or wholly offset by loss of that payment.

Just prior to the Families Package, 56% of Accommodation Supplement recipients were receiving the maximum rate for their area. This proportion fell to 26% after the April 2018 increases.

Between 2018 and 2021, the proportion of Accommodation Supplement recipients receiving the maximum rate trended upwards again, to 38% in June 2021.

The graph below shows the amount people pay in rent less the AS subsidy. Following the 2018 changes, there was a sharp decline in the amount recipients were paying in rent less the subsidy, which suggests policy had a direct impact on recipients' after housing costs incomes.



2.

Motu Economic and Public Policy Research on Accommodation Supplement

MSD commissioned Motu Economic and Public Policy Research to look at the question: did the Accommodation Supplement changes contribute to the increase in accommodation costs?

The Motu team used unevenness in the size of the increase in maximum rates across areas as the basis for their study (Hyslop and Maré, 2021). They looked at what happened on each side of the boundaries between areas that got larger increases and areas that got smaller increases in maximum rates. They examined total accommodation support and what happened to rents paid by Accommodation Supplement recipients.

Recipients on the side of the boundary with larger increases in maximum rates were estimated to receive on average about \$14-19p/w more in accommodation support relative to recipients on the other side. This includes support from both Accommodation Supplement and Temporary Additional Support. Recipients on the side with larger increases in maximum rates were estimated to have an average ‘raw’ rent increase of about \$9p/w more

		<p>relative to recipients on the other side. However, once changes in the composition of recipients and the boundary areas were controlled for, there were only small differences in rent increases on the two sides.</p> <p>Motu's results suggest the 2018 increases in Accommodation Supplement did not go to landlords via an increase in rents charged to tenants. Controlling for changes in the composition of recipients and the boundary areas, the results suggest that after two years around 90% of the extra increase in assistance was kept by Accommodation Supplement recipients as an extra increase in after-rent income.</p> <p>Overall, the proportion of extra increase in assistance that was retained by Accommodation Supplement recipients was 91%. Māori recipients retained 87% of the increase and Pacific recipients retained 96%.</p> <p>MSD collects a variety of data including ethnicity (and a certain amount of iwi-level data) which assists with the administration of the Social Security Act and associated regulations. This allows MSD to better understand different segments of the population it serves and identify the characteristics of people who have positive and negative social outcomes as well as assessing the size and nature of any income inequalities. If required, further data can be supplied to assist the Tribunal.</p>
--	--	--

KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET
EMERGENCY HOUSING SPECIAL NEEDS GRANT
(TE MANATŪ WHAKAHIATO ORA –
MINISTRY OF SOCIAL DEVELOPMENT)
20 Hakihea | December 2022

CROWN LAW

TE TARI TURE O TE KARAUNA

Pouaka Poutāpeta PO Box 2858
TE WHANGANUI-Ā-TARA WELLINGTON 6140
Waea Tel: 04 472 1719
Waea Whakaahua Fax: 04 473 3482

Whakapā mai: Contacts:

M Tukapua / L Borthwick

matewai.tukapua@crownlaw.govt.nz / luke.borthwick@crownlaw.govt.nz

Counsel Acting:

Rachael Schmidt-McCleave

rachael.schmidt-mccleave@kschambers.co.nz

1.	Basic information	<p>Title of policy / programme: Emergency Housing Special Needs Grant (EH SNG)</p> <p>Year introduced: 2016</p> <p>Still current?: Yes</p> <p>Administering agency(ies): Ministry of Social Development (MSD)</p> <p>High level summary of policy/programme:</p> <p>The EH SNG provides financial assistance to eligible individuals and families to meet the cost of short-term commercial accommodation (usually a motel) where those people have no other adequate accommodation options and there are no suitable vacancies in transitional housing contracted by Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development (HUD).</p> <p>This factsheet should be read in tandem with the Evidential Fact Sheets concerning:</p> <ul style="list-style-type: none"> • ‘Preventing and Reducing Homelessness: Increasing Supply in the Short Term to Reduce Reliance on Motels’ (HUD) and • ‘Transitional Housing (Urgently Increasing Supply)’ (HUD). <p>Overlapping related policies/programmes:</p> <p>The EH SNG has overlaps with MSD’s Intensive Case Manager, Housing Navigation services, and the Flexible Funding Programme as clients can receive these EH-related services while if they are residing in emergency accommodation funded by EH SNGs.</p> <p><u>Explanation</u></p> <p>New Zealand has a three-tiered income support system comprised of:</p> <ol style="list-style-type: none"> 1. main benefits (tier one), 2. supplementary assistance (tier two), and 3. hardship assistance (tier three). <p>The EHSNG is tier three assistance and forms part of the wider Special Needs Grants Programme which provides</p>
----	--------------------------	---

		<p>recoverable and non-recoverable assistance where the client is unable to meet urgent and essential costs within their own resources.</p> <p>While development of the EH SNG predates the Aotearoa New Zealand Homelessness Action Plan (HAP) and the Māori and Iwi Housing Innovation Framework for Action (MAIHI), through the HAP process MSD has endeavoured to enhance the level of support people living in emergency housing receive with the intention of better helping clients to achieve their housing aspirations. This is consistent with the principles of MAIHI.</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>HUD - for a period of time following the establishment of HUD in October 2018, the EH SNG appropriation (i.e. the Emergency Housing component of the hardship programme) sat with Vote Housing and Urban Development.</p> <p>MSD has been unable to locate evidence of targeted engagement with Māori in the original development of the EH SNG. However, the development of Te Pae Tata, (the Ministry’s Māori strategy – discussed below) and engagement with MSD’s Māori Reference Group are driving a greater focus on how MSD can best support the housing and other aspirations of Māori.</p>
2.	Description of Policy / Programme	<p>The EH SNG provides financial assistance to people and families with an immediate emergency housing need. MSD may make a grant if:</p> <ul style="list-style-type: none"> (a) the applicant has an immediate emergency housing need; and (b) not making the grant would worsen the applicant’s position, increase or create risk to the life or welfare of the applicant or their immediate family, or cause serious hardship to the applicant or their immediate family. <p>EH SNGs are provided to eligible individuals and families to meet the cost of short-term commercial accommodation (usually a motel) where those people have no other adequate options, and there are no suitable vacancies in transitional housing contracted by HUD. While MSD acknowledges that motels are not suitable for long-term habitation, in the absence of adequate supply of affordable housing, their use ensures that people and whānau are not sleeping rough or in other inadequate housing.</p> <p>The level of assistance available through the EH SNG may vary based on the needs and composition of the household. For example, families with several children may receive additional assistance to meet the cost of a second motel unit in order to meet their needs.</p>

		<p>Emergency housing suppliers may require a security deposit to provide security against loss or damage to their property (whether intentional or unintentional). MSD may approve a recoverable security deposit using a Special Needs Grant for all emergency accommodation (emergency, transitional and contracted emergency housing). In all cases, a Special Needs Grant for a security deposit paid to an emergency supplier for loss or damage is recoverable from the client.</p> <p>Clients staying in accommodation funded by an EH SNG pay an emergency housing contribution after the first 7 nights in the accommodation. The emergency housing contribution is generally 25% of the client's net income (including their partner's income, if any).</p> <p>Grants are generally paid by MSD¹ on behalf of the eligible client to commercial accommodation suppliers for the benefit of eligible individuals and households. MSD does not have a direct contractual relationship with accommodation suppliers (i.e. the contractual relationship is between the accommodation supplier and the client). MSD provides options and advice to clients as to possible emergency housing providers in their area, but ultimately it is the decision of the client as to where they choose to stay.</p>
3.	<p>Outline of the process to develop this Policy / Programme</p>	<p>Prior to the introduction of the EH SNG, emergency housing was predominantly the domain of community groups and charitable organisations, with limited government assistance available to meet the cost of temporary accommodation. During 2014/15, emergency housing providers noted the increasing demand for their services and expressed concern that a number of the most vulnerable New Zealanders were not able to access emergency housing when they most need it.</p> <p>At the time, people with nowhere to stay and in need of financial assistance to meet the cost of emergency housing were generally supported either through an advance benefit payment (Advance) or a recoverable assistance payment (RAP). (See separate Evidential Fact Sheet concerning Housing Related Hardship Assistance, including Housing Support Products'). Both of these forms of support are recoverable, meaning they had to be repaid by the recipient. This approach resulted in clients, who were in an already vulnerable situation, amassing unsustainable levels of debt with MSD.</p> <p>Leading up to implementation of the EH SNG, demand for emergency housing was increasing in Auckland and</p>

¹ Generally, EHSNGs are paid by MSD to the Emergency Housing supplier. However, in exceptional circumstances (e.g. where the only accommodation option is not a registered supplier with MSD) it is possible to pay the client directly.

across the country: At the end of September 2015, there were 558 main applicants on the Social Housing Register living in insecure housing (236 of these, or 42 percent, in Auckland).

1. Other organisations, such as the Citizens Advice Bureau (**CAB**), were reporting significant increases in the number of enquiries they were receiving about emergency housing. For instance, CAB reported a 100 percent increase in the number of enquiries about emergency housing between 2010 and 2015 (CAB received 10,000 enquiries about emergency housing from 2010 to 2015).
2. Feedback from the emergency housing provider survey carried out in Phase 1 of the Review of Funding for Emergency Housing (discussed below) also suggested that there was demand for emergency housing outside of Auckland and Christchurch.

The primary target group for the emergency housing were those living on the street, in improvised or mobile dwellings² or on the social housing register and classified as living in insecure housing in the following categories:

- living in a car (76 main applicants on the social housing register at the end of September 2015);
- living in a tent (18 main applicants at the end of September 2015);
- homeless and sleeping rough (146 main applicants at the end of September 2015).

Anecdotal feedback from frontline Work and Income staff across the country also suggested that there was an ongoing demand for emergency housing assistance.

In March 2015, a Terms of Reference for Review of Funding for Emergency Housing was drafted. This document set out³:

- Background
- Rationale
- Objectives
- Scope

² According to the 2006 Census data, there were approximately 5,000 people in this category of severe housing deprivation. See: [Severe housing deprivation in Aotearoa/New Zealand 2001 - 2013](#) (healthyhousing.org.nz)

³ Delium Document ID: **MSD.004.0437**

		<ul style="list-style-type: none"> • Deliverables • Sector consultation • Governance <p>A Housing Steering Group was established by MSD to provide governance for the review. Regular updates were provided to the cross-agency groups established to govern the Social Housing Reform Programme (i.e. the cross-agency Social Housing Deputy Chief Executives Group and Social Housing Joint General Managers Group).</p> <p>The final Cabinet paper went to Cabinet Social Policy Committee on 11 November 2015⁴ and EH SNGs were introduced on 1 July 2016.</p> <p>Treasury, HNZC the Ministry of Business, Innovation and Employment (MBIE), the Ministry of Health, Ara Poutama (Department of Corrections), the Ministry of Justice (MoJ), the Ministry of Education (MoE), the Department of Internal Affairs (DIA), Te Puni Kōkiri (TPK), the Ministry of Pacific Island Affairs, and the Ministry of Women’s Affairs were consulted. MSD has been unable to find evidence that targeted engagement and consultation with Māori, iwi or Māori interests groups occurred in the development of EH SNG policy.</p> <p>Engagement with Te Tiriti partners</p> <p>As presented in the evidence provided by MSD to the Tribunal during the Crown hearing week for Stage One of Wai 2750, the initial development of policy on emergency housing special needs grants (2016) was driven by a Budget process that did not afford the opportunity to engage with parties, including Māori. MSD looks to apply Te Pae Tata and engage its external Māori Reference Group on matters relating to the EH SNG.</p>
4.	<p>Aims or Objectives of the Policy / Programme</p>	<p>The objective of the EH SNG is to respond to homelessness when it does occur by ensuring that people and families with an immediate housing need are able to access adequate short-term accommodation. MSD has the discretion to make a grant to applicants in this situation if not making the grant would worsen the applicant’s situation (or their immediate family’s situation) in terms of welfare or hardship.</p> <p>Evidence suggested that providing emergency housing assistance may reduce the likelihood of clients coming into contact with the health and justice sectors than if they had nowhere to stay.⁵ Supporting the cost of emergency</p>

⁴ Delium Document ID: MSD.001.2220

		<p>housing also means those in emergency housing are more likely to have better life outcomes than may otherwise be the case.</p> <p>EH SNGs aim to increase the support available for vulnerable people in or needing access to emergency housing. Through EH SNGs, more people in crisis are able to find the accommodation they need while they get back on their feet, and fewer people in crisis will incur debt by having to use advance benefit payments or recoverable assistance payments to cover the cost of emergency accommodation.</p>
5.	<p>Outline of steps taken to implement the Policy / Programme</p>	<p>EH SNGs were introduced on 1 July 2016. Applications for EH SNGs are processed through Work and Income.</p> <p>EH SNGs were established under section 101 of the Social Security Act 2018. EH SNGs are paid under the Special Needs Grants Programme enabled by clause 21 of Schedule 1 of the Social Security Act 2018.</p> <p>Since introduction, EH SNGs have evolved in a number of ways:</p> <ul style="list-style-type: none"> • From August 2019, MSD received additional funding through the Aotearoa New Zealand Homelessness Action Plan 2020 (HAP) to introduce dedicated support for people living in emergency housing including dedicated Intensive Case Managers, Housing Navigators⁶ and support services; • From 19 October 2020, MSD has been able to issue EH SNGs for up to 21 days for clients who have been in emergency housing for more than 7 days; • From 19 October 2020, clients who have been living in emergency housing for more than 7 days were required to pay 25 percent of their income towards the cost of accommodation as an “emergency housing contribution”. This is similar to what people pay in contracted emergency housing and transitional housing or public housing and prepares clients for longer-term housing where they are required to pay rent, power and other bills. • From 2 November 2020, clients with at least one dependent child in emergency housing have been able to access ‘Flexible Funding’ via the Flexible Funding Programme, a last resort and non-recoverable financial support package to assist with meeting the educational, early childhood and wellbeing needs of

⁵ MSD.001.2220 at [10].

⁶ Intensive Case Managers (ICMs) operate out of Work and Income offices. They grant entitlements, advocate for whānau, refer to other services, and can access additional funding for whānau. Navigators operate in the community and visit whānau at their Emergency Housing. They provide support to people to navigate the housing system and stay connected with their community, health services, and other necessary agencies. Whānau can receive support from either an ICM or a Navigator, or both.

families with children where additional costs are incurred because families are staying in emergency housing. Flexible Funding helps families stay connected to their community and mitigates the impact of longer-term stays in emergency housing. Eligibility criteria exists for access to the fund.

The budget for EH SNG is:

	2019/20		2020/21	2021/22	2022/23	2023/24
	Budgeted \$000	Estimated Actual \$000	Budget \$000	Estimated	Estimated	Estimated
EH SNG	198,969	198,969	239,928	245,131	251,349	256,685

*Source: Treasury - Vote Social Development - Social Services and Community Sector - Estimates 2020/21 (<https://www.treasury.govt.nz/publications/estimates/vote-social-development-social-services-and-community-sector-estimates-2020-21>)

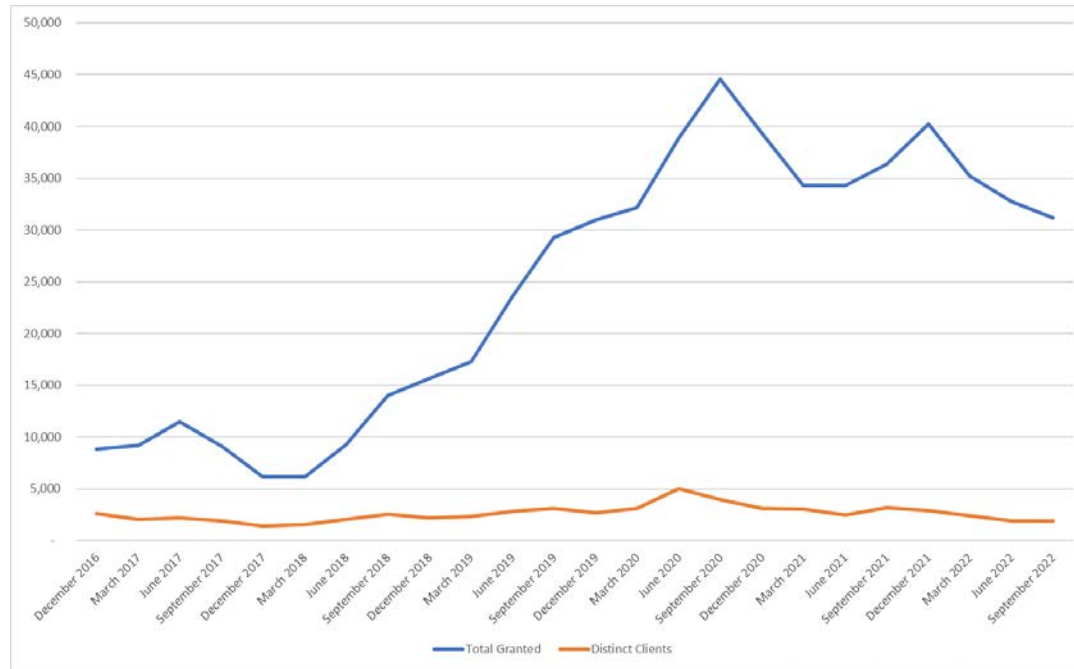
The Establishment of Te Pokapū – Rotorua Housing Hub Pilot

In late 2021, the HUD-led Contracted Emergency Housing and Te Pokapū – The Hub was established in Rotorua to provide better support and outcomes for people living in emergency housing motels, particularly families and whānau with children.

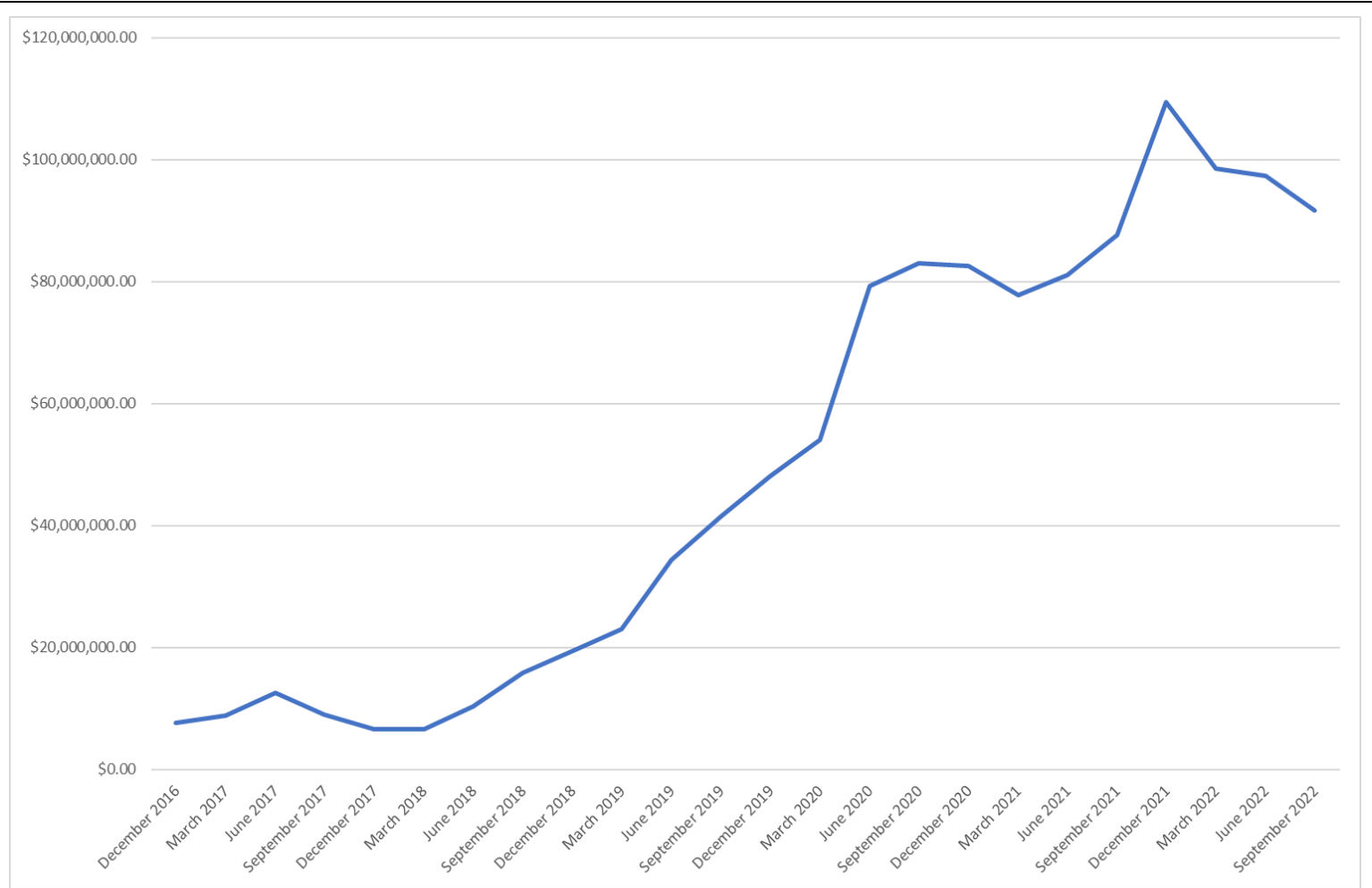
Cabinet agreed to the following for the Rotorua Pilot:

- Te Tūapapa Kura Kāinga – Ministry of Housing and Urban Development (HUD) contracting specific motels to provide emergency accommodation, with an initial focus on the approximately 200 families and whānau with children in EH SNG motels.
- the provision of wraparound support services to better meet the needs of the families in contracted motels.
- Providing better support for those remaining in non-contracted EH SNG funded places. MSD has funded two services providing onsite support in motels for clients receiving EH SNG in Rotorua.
- The implementation of Te Pokapū – a Rotorua Housing Hub to strengthen assessment and placement

		<p>processes for emergency housing clients and co-locate relevant services, including MSD.</p> <p>MSD has had a role in supporting the implementation of Te Pokapū and providing support to those in non-contracted EH SNG funded places.</p> <p>MSD is part of a Rotorua taskforce, which comprises of key agencies, iwi and council. The taskforce helped to develop the approach to designing Te Pokapū for Rotorua.</p> <p>MSD also supports Te Taumata o Ngati Whakaue Iho Ake who leads and coordinates a collective of social service providers (Te Hau Ki Te Kainga) to help whānau into sustainable housing. The implementation of Te Pokapū uses a Kaupapa Māori approach and is centred on Te Pou Whānau (family), Te Pou Wairua (spirituality), Te Pou Hinengaro (mental health), Te Pou Tinana (physical) and Te Pou Ahurea (culture).</p> <p>Te Hau Ki Te Kainga both support the pathway into Emergency Housing as well as provide ongoing support and motel management with a Te Ao Maori Kaupapa allowing a holistic look at whānau circumstances to identify areas where the collective will be able to assist</p>
6.	<p>Outline of monitoring and evaluation built into Policy / Programme</p>	<p>Information on monitoring demand for emergency housing</p> <p>Demand for emergency housing assistance has grown sharply every quarter since June 2018 as beneficiaries and low-income families struggle to access and sustain housing in the private rental market . Number of grant and clients and in the period 1 October 2016 to 30 September 2022</p>



Amount granted per quarter in the period 1 October 2016 to 30 September 2022



Information on uptake of the EH SNG is released to the public on a quarterly basis as part of MSD’s quarterly Benefit Factsheets (see graph 1 above). Some information is also published in HUD’s Public Housing Quarterly Report.

MSD is committed to continuously improving its products and services. MSD monitors uptake of the grant on a weekly basis and regularly engages with regional managers and staff to identify and address practice issues in respect of the EH SNG. This is in order to improve clients’ experience of MSD service and the outcomes they

achieve. For example, a complaints process for clients and providers to raise issues was introduced in April – May 2021.

See also Emergency Housing Funding Model: Exploratory Study which was intended informed the development of the Emergency Housing Funding Model and its evaluation ([Emergency Housing Exploratory Study, Jan - Feb 2017](https://www.hud.govt.nz/emergency-housing-exploratory-study) ([hud.govt.nz](https://www.hud.govt.nz)))

Welfare Expert Advisory Group Report (WEAG)

MSD is working on how best to respond to the Welfare Expert Advisory Group Report (**WEAG**) as it recognises that the failures of the welfare system disproportionately affect Māori. Specifically, the report found the welfare system is not working well for Māori because of:

- Discrimination
- Lack of cultural responsiveness
- Need for culturally competent staff
- Practices and systems are not aligned with Māori culture.

MSD has begun work on recommendation 1 of WEAG, which focuses on identifying relevant kaupapa Māori values that could underpin the welfare system and how these values could be given further effect through legislation, in particular the Social Security Act 2018, policy development and delivery of services. In 2020, MSD established a group of Māori experts, **Ngā Mātanga Māori**, to develop a values framework derived from te ao Māori for use in the welfare system, helping MSD address recommendation 1. The report of Ngā Mātanga Māori is due to be released in early 2023.

Intensive Case Managers (ICMs) and Navigator evaluation:

In 2021, MSD commissioned a qualitative process evaluation to assess the design, implementation, and short-term outcomes for the Intensive Case Manager (ICM), and Navigator initiatives (the Initiatives).

The Initiatives (developed in 2019) contribute to the HAP and the overall goal of improving the wellbeing and stability of clients in their current situation, enabling them to engage with housing support services to address

		<p>the issues underlying their homelessness and support them into sustainable homes. The evaluation found:</p> <ul style="list-style-type: none"> • The Initiatives are mainly implemented as intended - however, MSD did not engage with Māori or Pasifika regarding the design of the Initiatives and instead contracted Māori Navigator providers across Aotearoa with the mandate to deliver the Initiatives in line with their Kaupapa. • Whānau were not always aware of the intent of the initiatives. Whānau see the purpose of the Initiatives as helping them access secure and sustainable housing. If this end goal is not achieved, whānau see little value in the short-term housing readiness outcomes. <p>Going forward, consideration is needed to ensure Māori and Pacific Navigator providers are enabled to:</p> <ul style="list-style-type: none"> • adapt and deliver the initiatives to best meet the needs of whānau and communities • determine the need from ICM and/or Navigator roles • determine whether all whānau in EH will benefit from this support given MSD already assigns a dedicated case manager to all whānau in EH, and extend support to whānau transitioning to permanent housing.
7	Impact of Covid-19	The impact of COVID-19 resulted in increased take up of EH SNGs. For the quarter ending 31 March 2020 there were 32,142 grants paid (6,342 distinct clients), compared with 40,275 grants (9,279 distinct clients) for the December 2021 quarter. ⁷
8.	Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to	Since its introduction, the EH SNG has served to ensure that people without access to adequate accommodation have a warm, safe place to stay while agencies work with them to identify long-term, sustainable housing solutions. Prior to its introduction, many locations across Aotearoa New Zealand experienced a spike in families and individuals living in cars or sleeping rough. While MSD acknowledges that motels are not suitable for long-term habitation, in the absence of adequate supply of affordable housing, their use ensures that people and whānau are

⁷ Note that in October 2020, the duration of EH SNGs extended from one week to up to three-week grants to keep people housed for longer in lockdowns and to assist with increasing workloads for case managers during lockdowns. This means that any comparisons made pre-covid should be read with caution.

	achieve its stated aims	<p>not sleeping rough or in other inadequate housing.</p> <p>Additionally, as a result of the introduction of the EH SNG, households have incurred less debt than they otherwise might have, by not having to use advance benefit payments or recoverable assistance payments to cover the cost of emergency accommodation. Without EH SNGs they would likely have incurred high levels of debt or become homeless had there been no emergency accommodation available through charitable and community groups. Note that non-beneficiary clients (those not receiving a main income support benefit) tend to pay a higher contribution towards emergency housing within their means.</p> <p><u>EH data at 30 September 2022</u></p> <p>3. 3,756 households</p> <p>4. 4224 total adults</p> <p>5. 3,486 total children</p> <p>Māori are disproportionately affected by homelessness in Aotearoa, with almost sixty per cent of all EH SNG recipients identifying as Māori.</p> <p>Households by ethnicity (as at 30 September 2022)</p> <table border="1" data-bbox="577 895 1167 1460"> <thead> <tr> <th data-bbox="577 895 846 959">Ethnicity</th> <th data-bbox="846 895 1167 959">Number</th> </tr> </thead> <tbody> <tr> <td data-bbox="577 959 846 1023">Māori</td> <td data-bbox="846 959 1167 1023">2,292 (61%)</td> </tr> <tr> <td data-bbox="577 1023 846 1086">NZ European</td> <td data-bbox="846 1023 1167 1086">1,275 (34%)</td> </tr> <tr> <td data-bbox="577 1086 846 1150">Pasifika</td> <td data-bbox="846 1086 1167 1150">408 (10.9%)</td> </tr> <tr> <td data-bbox="577 1150 846 1214">Asian</td> <td data-bbox="846 1150 1167 1214">75 (2%)</td> </tr> <tr> <td data-bbox="577 1214 846 1406">Middle Eastern Latin American and African (MELAA)</td> <td data-bbox="846 1214 1167 1406">60 (1.6%)</td> </tr> <tr> <td data-bbox="577 1406 846 1460">Other</td> <td data-bbox="846 1406 1167 1460">81 (2.1%)</td> </tr> </tbody> </table>	Ethnicity	Number	Māori	2,292 (61%)	NZ European	1,275 (34%)	Pasifika	408 (10.9%)	Asian	75 (2%)	Middle Eastern Latin American and African (MELAA)	60 (1.6%)	Other	81 (2.1%)
Ethnicity	Number															
Māori	2,292 (61%)															
NZ European	1,275 (34%)															
Pasifika	408 (10.9%)															
Asian	75 (2%)															
Middle Eastern Latin American and African (MELAA)	60 (1.6%)															
Other	81 (2.1%)															

		Unknown	129 (3.4%)	<p>MSD collects a variety of data including Total Ethnicity Reporting (and a certain amount of iwi-level data) which assists with the administration of the Social Security Act and associated regulations. This also allows MSD to better understand different segments of the population it serves, identify the characteristics of people who have positive and negative social outcomes as well as assessing the size and nature of any income inequalities.</p> <p>To determine broader conclusions about how Māori are impacted by the Social Welfare system requires the collection of data from multiple agencies, because agencies do not always record information in the same way it is not always possible to make concrete findings about outcomes for Māori. Furthermore, the data collection practices within agencies have also changed over time meaning that it can be difficult to assess trends in demographics.</p> <p>Integrated Data Infrastructure (IDI) Data Analysis of a 2020 EH SNG cohort⁸</p> <p>In 2021, MSD undertook analysis on the 2020 cohort of EH SNG recipients utilizing the Integrated Data Infrastructure. Analysis focused on understanding what other government interactions the cohort had other than with MSD for EH SNG assistance.</p> <p>Analysis from the Integrated Data Infrastructure of those aged 16 and over receiving an EH SNG between September 2016 and June 2021 show that in the previous 12 months:</p> <ol style="list-style-type: none"> a. 53 percent received mental health or addiction services, compared to 24 percent of the NZ population b. 25 percent had an acute hospitalisation, compared to 8 percent of the NZ population c. 10 percent had been in prison, compared to 1 percent of the NZ population d. For those under 30 years old, 71 percent had a Care and Protection event as a child, compared to 18 percent of the NZ population aged 16 to 30 years. This rate was higher amongst younger people, with 88 percent of EH SNG clients aged between 16 and 19 experiencing a care and protection event as a
--	--	---------	------------	---

⁸ These results 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.

child.

Analysis of Contracted Emergency Housing (CEH)- Rotorua Pilot

In 2022, the MSD Housing Insights team undertook analysis to describe recent trends in EH SNGs following the introduction of the new Contracted Emergency Housing model in Rotorua.

- While there was a reduction in the number of households in EH SNG funded motels immediately following the introduction of CEH, numbers have gradually increased since.
- The initial reduction in households in EH SNG funded motels was due to an increase in families in contracted emergency housing. The number of EH SNGs and the amount granted are beginning to increase again, although at a slightly slower rate due to the on average cheaper accommodation costs for households without children.
- The average duration for those in emergency housing funded via EH SNGs in Rotorua peaked at 25.6 weeks in July 2021, before falling to 20 weeks once long-term families and whānau with children were relocated to CEH.

KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET
MYMSD
(TE MANATŪ WHAKAHIATO ORA –
MINISTRY OF SOCIAL DEVELOPMENT)

20 Hakihea | December 2022

CROWN LAW

TE TARI TURE O TE KARAUNA

Pouaka Poutāpeta PO Box 2858
TE WHANGANUI-Ā-TARA WELLINGTON 6140
Waea Tel: 04 472 1719
Waea Whakaahua Fax: 04 473 3482

Whakapā mai: Contacts:

M Tukapua / L Borthwick

matewai.tukapua@crownlaw.govt.nz / luke.borthwick@crownlaw.govt.nz

Counsel Acting:

Rachael Schmidt-McCleave
rachael.schmidt-mccleave@kschambers.co.nz

1.	Basic information	<p>Title of policy / programme: MyMSD</p> <p>Year introduced: 2015</p> <p>Still current?: Yes</p> <p>Administering agency(ies): Ministry of Social Development (MSD)</p> <p>High level summary of policy/programme: online self-service application for clients of the MSD to access services and products offered by MSD online</p> <p>Overlapping/Related policies/programmes: customer strategy</p>
2.	Description of Policy / Programme	<p>MyMSD is Work and Income’s online self-service portal available 24 hours/7 days a week and uses very little mobile data (“Cheap as data”) for users on Spark, Vodafone, 2Degress and Skinny networks. Accessibility issues with the minimum credit requirement of \$0.01 have been identified and steps are being taken to address them.</p> <p>MyMSD is available via any device, and service centres have computers available to access MyMSD. Clients register using their Work and Income client number and their date of birth.</p> <p>In MyMSD clients can view:</p> <ul style="list-style-type: none"> • Upcoming benefit payments • Breakdown of their financial information • Debt details – including debt repayments • Some letters • Payment card details • Community services card number • Hardship payment supplier details • Information on Emergency Housing help (being introduced in March 2021) • Jobseeker Profile

- Potential eligibility to payments through 'check what you might get'

Clients can apply for:

- Benefits and payments
- Hardship payments – Food, Emergency Dental, School Uniform and School Stationary
- Request to stop on-going payments

Clients can re-apply for:

- Temporary Additional Support (restarted September 2020)
- Jobseeker support – every 52 weeks (turned off as part of Covid-19 response, will be restarted from 30th March 2021)
- Sole Parent Support – every 52 weeks (turned off as part of Covid-19 response, will be restarted from 30th March 2021)

[NOTE: During the response to COVID-19, we suspended re-applications for several of our payments. This was so people didn't need to re-apply and would continue getting payments from us.]

Clients can update:

- Medical Certificates that are Expiring

Clients can declare change of circumstance for:

- Income and wage information
- Accommodation costs
- Partner relationships
- Contact details and address changes
- Overseas travel
- Create/Update Jobseeker Profile

		<ul style="list-style-type: none"> • Change letter delivery preference • Help find employment – Ready to Work <p>Provide Evidence (document upload)</p> <ul style="list-style-type: none"> • During an application for Benefit, Hardship or Temporary Additional Support • On one-off occasions when the client calls to have upload function enabled <p>Housing Register</p> <ul style="list-style-type: none"> • Clients on the housing register can declare if they have had a change in circumstances <p>Click to Enrol</p> <ul style="list-style-type: none"> • Opt-in to enrol in services that assist with returning to the workforce <p>Request call backs</p> <ul style="list-style-type: none"> • Some online services offer the option to be called back <p><i>More information on MyMSD can be found on the Work and Income website.</i></p>
3.	Aims or Objectives of the Policy / Programme	<p>For our clients, MyMSD aims to empower people to digitally manage the financial support they get from MSD, in their own time and from their chosen location. This enables them to get the information and support they need to be safe, strong and independent.</p> <p>For MSD, MyMSD aims to provide digital self-service options that creates capacity for our front-line staff to help clients to overcome more complex issues and focus on our client’s path to employment.</p> <p>When introducing new services or enhancements into MyMSD, we aim to test these before we make changes by engaging with clients where possible. This enables us to gain valuable insights from clients about what does/doesn’t work for them in MyMSD and what improvements we could make to support our clients to do more online. When engaging with clients, MSD strives to have representation across a range of demographics and circumstances, however this is not always possible.</p> <p>Work is underway to make MyMSD more inclusive. This includes involving Māori, Pacific and disabled people in the design</p>

		<p>of MyMSD. Attached at Appendix 1 is MSD’s plan to make Digital Services, including MyMSD, more accessible to Māori. Appendix 2 contains our plan for Pacific People, and Appendix 3 contains our plan to make digital services more accessible for Disabled People.</p>												
4.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p>	<p>Referral traffic from Work & Income website</p> <p>From the period Jan 1 to 22nd Aug 2022, MyMSD recorded 701,612 unique users. In 2021, there was a total of 787,785 unique users. A breakdown of user ethnicity for 2022 shows:</p> <table border="1" data-bbox="618 582 1070 1018"> <tbody> <tr> <td>European</td> <td>52.5%</td> </tr> <tr> <td>Māori</td> <td>28.4%</td> </tr> <tr> <td>Pasifika</td> <td>10.6%</td> </tr> <tr> <td>Asian</td> <td>7.9%</td> </tr> <tr> <td>Middle Eastern/Latin American/African</td> <td>1.6%</td> </tr> <tr> <td>Other ethnicity</td> <td>3.6%</td> </tr> </tbody> </table> <p>From the period Jan 1 to 22nd Aug 2022 there were 593k direct referrals from the Work & Income website to MyMSD. In 2021 there were a total of 2.9 million referrals.</p>	European	52.5%	Māori	28.4%	Pasifika	10.6%	Asian	7.9%	Middle Eastern/Latin American/African	1.6%	Other ethnicity	3.6%
European	52.5%													
Māori	28.4%													
Pasifika	10.6%													
Asian	7.9%													
Middle Eastern/Latin American/African	1.6%													
Other ethnicity	3.6%													

Ratonga mamati mo te Māori – Digital Services for Māori

“...government has many roles to play in digital inclusion: leading, connecting, supporting and delivering to ensure everyone can participate in, contribute to, and benefit from the digital world.”

- Paul James- Government Chief Digital Officer



He tāngata takahi manuhiri, he marae puehu

Those who don't treat their visitors well, will find themselves without any

Ō tātou tirohanga – Our vision

Māori lead the design of our digital service

Note: Our vision for Ratonga mamati mo te Māori will be assessed and redefined as part of our matapaki/discussions with our whānau, iwi and hapu

Aligning to our values and strategies

Te Pae Tawhiti – Our Future

Te Pae Tawhiti focusses on three areas which are key to providing the outcomes we want to achieve for New Zealanders.

- Mana manaaki – A positive experience every time
- Kotahitanga – Partnering for greater impact
- Kia takatū tātou – Supporting long-term social and economic development

Te Pae Tata - Māori Strategy and Action Plan

Whānau are strong, safe and prosperous – active within their community, living with a clear sense of identity and cultural integrity and with control over their destiny – Te mana kaha o te whānau!

To embed a Māori world view into our organisation that will honour our commitment as a Te Tiriti o Waitangi partner and prioritise the needs of whānau.

Te Tiriti o Waitangi

The principles of partnership, participation, and protection underpin the relationship between the Government and Māori under the Treaty of Waitangi. These principles are derived from the underlying tenets of the Treaty.

Partnership involves working together with iwi, hapū, whānau and Māori communities.

Protection involves actively protecting Māori knowledge, interests, tikanga, values, and taonga.

Participation involves working with Māori through strong partnerships, open communication, and embedded consideration.

What we have discovered

Aukati ki te whakauru – barriers to inclusion

New Zealand's Digital Inclusion Blueprint identifies 4 elements that create barriers to digital inclusion; motivation, access, skills and trust.

We will work with our whānau, hapu, and iwi to better understand the barriers we need to overcome for Māori to view our online services as a valid choice for how they interact with us.

Kanorau - diversity

A common criticism of digital inclusion research, focussing on indigenous people, mentions the generalisation that occurs when discussing their viewpoint. Our responsibility is to gather and understand both the commonalities and the differences in their lived experience when developing he wheako nui (a great experience) for Māori.

We can achieve this with whakawhanaungatanga (process of making connections) with the networks of our whānau, hapū, and iwi.

Tukanga hoahoa – design process

To ensure MyMSD's successful implementation of te ao Māori, we will involve Tāngata (people), their Mātauranga (knowledge), and Tikanga (Process and Practice). Māori design processes are not linear and focus more on achieving outcomes with traditional values; whanaungatanga (connections), manaakitanga (respecting others), aroha (compassion and empathy), and kotahitanga (working together)

Our Pathway

Short term – 3 months

In the next 3 months, we want to complete a stakeholder analysis to identify key business and community representatives. The identified hoa kaupakihi (business partners) will be the start of our network of tāngata whenua and tāngata tiriti which will expand as we build more connections throughout our whānau, hapū, and iwi. This will inform our engagement approach which will expand as more connections are discovered and relationships built.

Medium term – 3 to 12 months

- Hui with our hoa kaupakihi, whānau, hapū, and iwi to start building relationships and gaining common understanding of what digital service we need to achieve
- Work together to identify a shared koronga (aspiration) for a digital experience that resonates with and meets the needs of Māori.
- Develop a kaupapa (principles and ideas) to represent Māori and embed kaitiakitanga/guardianship into our digital service design, development, and maintenance processes.
- Embed our kaupapa into our design and development processes
- Develop a re-usable keteparaha/toolkit of features and design elements that would progress us towards ō tātou tirohanga/our vision

Long-term – 3 to 18 months

- Implement features and design elements that progress our digital service towards ō tātou tirohanga/our vision
- Embed participation and whakawhanaungatanga in our end-to-end delivery lifecycle

Next steps

MyMSD can start its journey to embed te ao Māori by;

- Working with our whānau in Māori, Communities, and Partnerships to identify existing relationships and identifying leaders of Māori design
- Starting to build relationships and connections to understand how MyMSD can embed Māori design in our processes
- Start to identify, design, and develop ways for MyMSD to better represent and resonate with Māori



MINISTRY OF SOCIAL DEVELOPMENT

TE MANATŪ WHAKAHIATO ORA

Digital Services for Pacific People

“...government has many roles to play in digital inclusion: leading, connecting, supporting and delivering to ensure everyone can participate in, contribute to, and benefit from the digital world.”

- Paul James- Government Chief Digital Officer



He tāngata takahi manuhiri, he marae puehu

Those who don't treat their visitors well, will find themselves without any

Ō tātou tirohanga – Our vision

Note: Our vision for digital services for Pacific People will be defined as part of our matapaki/discussions with our Pacific fanau.

Aligning to our values and strategies

Te Pae Tawhiti – Our Future

Te Pae Tawhiti focusses on three areas which are key to providing the outcomes we want to achieve for New Zealanders.

- Mana manaaki – A positive experience every time
- Kotahitanga – Partnering for greater impact
- Kia takatū tātou – Supporting long-term social and economic development

Pacific Prosperity

A positive experience every time

We are committed to ensuring Pacific peoples, families and communities; maintain their dignity, treated without judgement, feel safe, respected and empowered. We will provide clear information and a competent and equitable service to ensure Pacific peoples, families and communities receive appropriate and timely support

Partnering for greater impact

Understand the importance of authentic relationships to drive greater impact on positive outcomes. Pacific peoples, families and communities are key stakeholders in the decisions, design, development and delivery of matters that impact on Pacific. Provide safe spaces for them to have their voice heard.

Supporting long-term social and economic development

Create long-term relationships and investments that support Pacific aspirations and innovation to achieve prosperity and self-sufficiency for Pacific peoples, families and communities in Aotearoa. Provide social development support to the Pacific regions.

What we have discovered

Barriers to inclusion

New Zealand's Digital Inclusion Blueprint identifies 4 elements that create barriers to digital inclusion; motivation, access, skills and trust.

We will work with our Pacific people to better understand the barriers we need to overcome for Pacific people to view our online services as a valid choice for how they interact with us.

Diversity

A common criticism of digital inclusion research, focussing on indigenous people, mentions the generalisation that occurs when discussing their viewpoint. Our responsibility is to gather and understand both the commonalities and the differences in their lived experience when developing he wheako nui (a great experience) for Pacific people. We can achieve this with whakawhanaungatanga (process of making connections) starting with the networks that MyMSD and our people have.

Talanoa

Talanoa is a concept used across the Pacific to reflect a process of participation, inclusive and transparent dialogue. The concept of talanoa seeks “a personal encounter where people story their issues, their realities and aspirations” (Vaiotei, 1999-2003). It is collective and orientated towards defining and acknowledging Pacific aspirations and understanding that talanoa is of collective benefit. Talanoa also possesses social cues and emotional tones of interaction.

Our Pathway

Short term – 3 months

In the next 3 months, we want to complete a stakeholder analysis to identify key business and community representatives. This will inform our engagement approach which will expand as more connections are discovered and relationships built.

Medium term – 3 to 12 months

- Meet with our stakeholders to start building relationships and gaining common understanding of what MyMSD is wanting to achieve
- Work together to identify a shared vision for a MyMSD experience that resonates with and meets the needs of Pacific people.
- Develop kaupapa (principles and ideas) to represent Pacific people in our digital channels
- Embed our kaupapa into MyMSD's design and development processes
- Develop a re-usable keteparaha/toolkit of features and design elements that would progress us towards our vision.

Long-term – 3 to 18 months

- Implement features and design elements that progress MyMSD towards our vision
- Embed talanoa in our end-to-end delivery lifecycle

Next steps

MyMSD can start its journey to reflect and resonate more with Pacific People by;

- Working with our Pacific fanau to identify existing relationships and identifying leaders of Pacific design
- Starting to build relationships and connections to understand how MyMSD can embed Pacific design in our processes
- Start to identify, design, and develop ways for MyMSD to better represent and resonate with Pacific people



MINISTRY OF SOCIAL DEVELOPMENT

TE MANATŪ WHAKAHIATO ORA

Ratonga mamati mo te tangata hauā – Digital Services for Disabled People

This Government is committed to working to build a truly inclusive society and supporting disabled people to live their lives to their fullest potential. We want to celebrate and further diversity in New Zealand. We want to make sure that we make our communities as inclusive and prosperous as possible.

Hon. Carmel Sepuloni
Minister for Disability Issues



He tangata takahi manuhiri, he marae puehu

Those who don't treat their visitors well, will find themselves without any

Ō tātou tirohanga – Our vision

We will ensure all New Zealanders have equal access and equal opportunity to use our digital channels and ensure they feel welcomed and confident to interact with us online

Aligning to our values and strategies

New Zealand Disability Strategy

New Zealand is a non-disabling society - a place where disabled people have an equal opportunity to achieve their goals and aspirations, and all of New Zealand works together to make this happen.

Convention on the Rights of Persons with Disabilities

New Zealand is a signatory to the United Nations Convention on the Rights of Persons with Disabilities which focussed on providing accessible services for disabled people.

The principles of the Convention are:

- Respect for inherent dignity, individual autonomy including the freedom to make one's own choices, and independence of persons
- Non-discrimination
- Full and effective participation and inclusion in society
- Respect for difference and acceptance of disabled people as part of human diversity and humanity
- Equality of opportunity
- Accessibility
- Equality between men and women
- Respect for the evolving capacities of disabled children and respect for the right of disabled children to preserve their identities.

What we have discovered

Aukati ki te whakauru – barriers to inclusion

New Zealand's Digital Inclusion Blueprint identifies 4 elements that create barriers to digital inclusion; motivation, access, skills and trust. We will work with our disabled people to better understand the barriers we need to overcome for disabled people to view our online services as a valid choice for how they interact with us.

Kanorau - diversity

There is a huge diversity in our disabled community however generalisations occur when discussing their viewpoint. Our responsibility is to gather and understand both the commonalities and the differences in their lived experience when developing he wheako nui (a great experience) for disabled people. We can achieve this with whakawhanaungatanga (process of making connections) starting with the networks that we and our people have.

Tukanga hoahoa – design process

To ensure a successful digital service for our disabled people, we will involve a diverse range of disabilities, lived experience, and overlapping identities to ensure that we understand the voice of our disabled people and embed that voice and their ideas into how we ideate, design, and implement our digital services.

Our Pathway

Short term – 3 months

In the next 3 months, we want to complete a stakeholder analysis to identify key business and community representatives. This will inform our engagement approach which will expand as more connections are discovered and relationships built.

Medium term – 3 to 12 months

- Hui with our hoa kaupakihi, whānau, hapū, and iwi to start building relationships and gaining common understanding of what digital service we need to achieve
- Develop a kaupapa (principles and ideas) to represent Māori and embed kaitiakitanga/guardianship into our digital service design, development, and maintenance processes.
- Develop a re-usable keteparaha/toolkit of features and design elements that would progress us towards ō tātou tirohanga/our vision

Long-term – 3 to 18 months

- Implement features and design elements that progress our digital service towards ō tātou tirohanga/our vision
- Embed participation and whakawhanaungatanga in our end-to-end delivery lifecycle

Next steps

will MyMSD will start its journey towards being accessible by;

- Investing in training for our team
- Partnering with experts in the field of web accessibility
- Having access to the tools required to design, build, and test with accessibility in mind



MINISTRY OF SOCIAL DEVELOPMENT

TE MANATŪ WHAKAHIATO ORA

KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET
SOCIAL ALLOCATION SYSTEM (SAS)
(TE MANATŪ WHAKAHIATO ORA –
MINISTRY OF SOCIAL DEVELOPMENT)

20 Hakihea | December 2022

CROWN LAW

TE TARI TURE O TE KARAUNA

Pouaka Poutāpetā PO Box 2858
TE WHANGANUI-Ā-TARA WELLINGTON 6140
Waea Tel: 04 472 1719
Waea Whakaahua Fax: 04 473 3482

Whakapā mai: Contacts:

M Tukapua / L Borthwick

matewai.tukapua@crownlaw.govt.nz / luke.borthwick@crownlaw.govt.nz

Counsel Acting:

Rachael Schmidt-McCleave

rachael.schmidt-mccleave@kschambers.co.nz

1.	Basic information	<p>Title of policy / programme: Social Allocation System (SAS) and Income Related Rent (IRR)</p> <p>Year introduced:</p> <ul style="list-style-type: none"> • 1 December 2000 – IRR was reinstated for public housing tenants and a new allocation system for assessing public housing priority was introduced. • 14 April 2014 – transfer of functions from Housing New Zealand Corporation (HNZC) to Ministry of Social Development (MSD) <p>*Public housing is also referred to as social housing. Social housing is defined in the Public and Community Housing Management Act 1992, s 2 and means Kāinga Ora housing or community housing. For the purposes of this factsheet, we use the term public housing.</p> <p>SAS is a short-hand for the assessment process that MSD uses for assessing eligibility for social housing and housing need under ss 101 – 103 of the Public and Community Housing Management Act 1992.</p> <p>Still current?: Yes</p> <p>Administering agency(ies):</p> <p>HNZC, MSD, Te Tūāpapa Kura Kainga - Ministry of Housing and Urban Development (HUD), Community Housing Providers (CHPs)</p> <p>HNZC administered SAS from commencement December 2000 until transfer of functions to MSD April 2014.</p> <p>HUD has policy lead and MSD administers the functions. HUD also pay the Income Related Rent Subsidy (MSD calculates the amount of Income Related Rent for public housing tenants)</p> <p>High level summary of policy/programme:</p> <p>The SAS is an allocation system for assessing public housing priority based on a client’s level of need. SAS is managed and administered by MSD which means comprehensive and integrated support can be provided to clients with consideration given to broader social circumstances and financial barriers to housing. The aim of having the SAS managed by MSD is to separate and specialise the public housing application and prioritization functions from</p>
----	--------------------------	---

		<p>providers of public housing (Kāinga Ora and Community Housing Providers (CHP)), and to streamline the social housing system so those with the highest need are prioritised.</p> <p>Summary of IRR</p> <p>IRR is a subsidised rent scheme for public housing tenants with low income. MSD calculates the rate of IRR and the public housing provider (Kāinga Ora or a CHP) charges this rate as rent to the client¹.</p> <p>Overlapping/Related policies/programmes:</p> <p>Income Related Rent Subsidy (IRRS)</p> <p>Temporary Additional Support (TAS)</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <ul style="list-style-type: none"> • The Treasury • Ministry of Business, Innovation and Employment (MBIE) <p>Kainga Ora – Homes and Communities (Kainga Ora) (undertakes pre-placement interviews to gain additional information to make better informed placement decision. This supplements information from MSD.)</p>
2.	Description of Policy / Programme	<p>A copy of the SAS policy is available at Assessment of eligibility (workandincome.govt.nz)</p> <p>Further information concerning the IRR policy is available at Income Related Rent (workandincome.govt.nz)</p> <p>Social Allocation System (SAS)</p> <p>SAS is a needs assessment model for determining a client’s eligibility for public housing. The SAS assesses a client’s eligibility and need for public housing and only places on the public housing register those who are assessed as having urgent or serious need.</p> <p>Housing need is assessed by MSD with the criteria set out in a Ministerial Direction under the PACHMA 1992 in accordance with s 102 of the Public and Community Housing Management Act 1992.¹ Applicants must meet</p>

¹ Ministerial Direction on Eligibility for Social Housing (14 April 2014) can be found at [Ministerial Direction on Eligibility for Social Housing \(gazette.govt.nz\)](https://www.gazette.govt.nz/gazettes/2014/04/14/140414-01/)

age and residency qualifications to apply. An applicant is typically required to meet an income and asset threshold test before their housing needs are assessed. In some circumstances, a person can request a housing need assessment regardless of the income/asset threshold assessment where that person has a housing need that is serious, or severe and must be addressed immediately, and with regard to the factors outlined in the criteria below. A decision to determine a person's eligibility for public housing where they have not undertaken an income and asset test is discretionary. Applicants can apply to have a decision regarding their eligibility for public housing reviewed.

- the *affordability* of their alternative accommodation
- the *adequacy* of their current accommodation
- the *suitability* of their current accommodation
- the *accessibility* of alternative accommodation, and
- the *sustainability* of alternative accommodation

Assessment of housing need is also subject to guidelines on overcrowding, contained in Schedule 2 of the Ministerial directions on Eligibility for Social Housing, which state a requirement to provide separate bedrooms for single adults and couples and provides directions on when children under the age of 18 can share a bedroom. Applicants' needs are then ranked on the Public Housing Register (discussed below) for placement by providers (these being Kainga Ora and CHPs).

Applicants must nominate three areas where they want to live. Where applicants cannot nominate three areas, and they do not have a good reason for being unable to nominate three areas, MSD can at its discretion add suitable areas.

Assessment is undertaken by an interview which is conducted either in person or by phone. Support persons and whānau are welcome at the assessment interview. Placement into public housing is limited by the number of public housing places becoming available (either through tenants moving out of public housing or new stock being introduced). For the year 2021, 6,114 clients on the register were rehoused into public housing.

MSD has responsibility for reviewing whether tenants still qualify for social housing to determine if the person is ready to move into private housing. Reviews currently paused due to COVID-19 (see further detail in section five

below). Reviews generally occur every three years, however most tenants are exempt from these reviews unless they have a change in circumstances. MSD may investigate the circumstances of any tenant of social housing under section 121 of the Public and Community Housing Management Act 1992. MSD must not review the continued eligibility for public housing of tenants with lifetime tenure (cl6 of Ministerial Direction on Application of Reviews of Continued Eligibility for Social Housing).

At present, MSD is responsible for:

- a. the needs assessment (described above),
- b. referral of short-listed applicants to housing providers (MSD provides a list of people to providers, however the providers decide the final placements),
- c. Calculating the rate of Income Related Rent paid by public housing tenants (HUD pays the Income Related Rent Subsidy to the provider (Kainga Ora or a CHP))
- d. Administering public housing tenancy reviews.

The objective of the system design is for housing needs assessment to be integrated with the overall social needs assessment (which is also undertaken by MSD, as well as potentially linked to health and disability assessments.

*Public Housing Register*³

The Public Housing Register provides a method for rationing and allocating available housing. Ranking takes the form of a four-class alphabetical classification system (A to D). Those applicants assessed as an A or B category are eligible for social housing placement. Typically, A and B clients face a range of barriers to accessing private accommodation, of which affordability is often one, but of itself is not sufficient to generate an A or B rating. The specific assessment criteria are as follows:

- A.** The well-being of the household is being severely affected (or is seriously at risk) and there is an immediate need for action due to the unsuitability and/or adequacy of their current housing. Further, the household is unable to access and/or sustain suitable, adequate and affordable alternative housing.

³ Sometimes referred to as the Social Housing Register.

- B.** The well-being of the household has been affected in a significant and persistent way due to the unsuitability and/or inadequacy of their current housing. The household is highly unlikely to be able to access and/or sustain suitable, adequate and affordable alternative housing.
- C.** *The household is disadvantaged and this is likely to be compounded over time due to the unsuitability and/or inadequacy of their current housing. The household can access and sustain alternative housing with assistance.
- D.** *Households experiencing low housing need for which there are other viable housing options. The household can access and sustain alternative housing without assistance.

*Eligibility for people assessed with a C or D housing need was removed in 2011 as part of the Social Housing Reform Programme. People assessed as priority C or D are supported to access alternative accommodation in the *private* rental market.

In 2016 a policy was introduced allowing MSD to remove an applicant from the Register for a period of 13 weeks where they have declined an offer of housing without a good and sufficient reason. Operationally, the Ministry attempts to be accommodating on what constitutes a “good and sufficient” reason. Examples include where a property is too far from a child’s school or the client’s work.

Income Related Rent (IRR)

IRR is a subsidised rent scheme for social housing tenants with low income. MSD calculates the rate of IRR and the social housing provider (Kainga Ora or a CHP) charges this rate as rent to the client. Clients in public housing either pay market rent or IRR.

The rate of IRR is calculated based on a client's assessable income and their household type (for example a sole tenant will have a lower income threshold than other household types). The rate of income related rent is generally no more than 25% of a client’s assessable income (usually based on 25% of the applicable rate of Jobseeker Support unless the household has a higher income). If the rate of IRR calculated is higher than the market rent rate for the property, the housing provider will charge the client the market rent rate.

		<p>When assessing the “household type” for the purposes of IRR, MSD will consider the number of “applicable people” this includes people such as the applicant’s partner and others who reside in the property). This is important information in the context of avoiding overcrowding situations.</p> <p>Further information concerning the IRR policy is available at https://www.workandincome.govt.nz/map/social-housing/income-related-rent/index.html</p> <p><i>Income Related Rent Subsidy (IRRS)⁴</i></p> <p>The IRRS is directly related to IRR and is another integral part of the Government's financial support for social housing.</p> <p>Public housing providers (Kāinga Ora and community housing providers) are paid, by HUD, for the difference between the value of the IRR the tenant is assessed to pay and the market rent rate or agreed rent rate for their social housing properties. This payment is called the Income Related Rent Subsidy. MSD are responsible for calculating the rate of IRR and the housing provider charges this rate to the tenant. Since 1 October 2018, the HUD has been responsible for processing the IRRS claims submitted by housing providers and paying the IRRS to the provider to ‘top up’ the tenant contribution so the housing provider receives broadly the equivalent of market rent.</p> <p>Public housing providers are responsible for calculating the amount of the IRRS and claiming the amount from government. As of December 2021, the average subsidy amount received by public housing tenants was \$344.60.</p>
3.	Outline of the process to develop this Policy / Programme	<p>In 2000, the Government re-introduced Income Related Rent and a new SAS to direct housing resources to those in need, based on the five criteria still in use (Adequacy, Suitability, Affordability, Accessibility and Sustainability).</p> <p>In 2010, the Government set out to create a more innovative and efficient social housing sector with an increased number and diversity of providers (specific intention to include CHPs). To achieve this, the previous model where all parts of the housing model were integrated into HNZA and designed for a single-provider system, required redesign.</p>

⁴ See separate Evidential Fact Sheet on Public Housing Funding Settings (Income Related Rent Subsidy and Operating Supplement).

		<p>The Housing Shareholders Advisory Group⁵ was established to review New Zealand’s housing model and make recommendations for reform. The HSAG concluded that a single agency acting as both the needs assessor for state housing as well as having responsibility for placing people in houses, was not ideal. The HSAG made number of recommendations to address this.⁶</p> <p>One of the recommendations was to clarify sector responsibilities, including that one organisation should carry out the assessment of tenant needs and administration of housing subsidies while a separate organisation should have responsibility for placing people in appropriate housing.</p> <p>Another recommendation was that the IRRS ought to be extended to CHPs. An independent needs assessor was considered necessary to support the extension of the IRRS to CHPs. The Cabinet Business Committee agreed MSD would carry out this role.</p> <p>Launched in 2000, SAS was first used by HNZC to assess and prioritise applicants. In 2014 management functions were transferred to MSD as part of the Government’s social housing reform programme (the SHRP). The objective behind the transfer of needs assessment and associated functions from HNZC to MSD was to create an independent needs assessment role and grow the non-government social housing sector. Furthermore, the Crown recognised the significant clientele overlap, with nearly all HNZC households having at least one adult with current or previous contact with Work and Income (managed by MSD)⁷. MSD was viewed as able to “provide more comprehensive and integrated support and has strong connections to community and social support services” due to case managers having the ability to “look across the full range of housing, work, and income support received by an individual, family, or household and consider the best way to improve wider social outcomes.”⁸</p> <p>The transfer of functions enabled MSD to integrate two previously separate data sets:</p> <ul style="list-style-type: none"> • HNZC data about people living in social housing and • MSD’s data about people receiving benefits.
--	--	--

⁵ The Housing Shareholders Advisory Group (HSAG) was formed by the Government on 30 April 2010 to make recommendations on the future role of Housing New Zealand Corporation in delivering assistance. See separate Evidential Fact Sheet on the Social Housing Reform Programme (SHRP) for further information.

⁶ Refer to *Home and Housed, A Vision for Social Housing in New Zealand* (April 2010), Delium Document ID: **MSD.003.7488**.

⁷ At the time of the transfer of functions, about 87% of those on the waitlist and 77% of tenancies were also Work and Income clients.

⁸ Cabinet Social Policy Committee “Social Housing Reform: Implementing the Transfer of Needs Assessment Functions” (5 November 2013) SOC (13) 152 at [22], Delium Document ID: **MSD.004.0256**.

		<p>This informs MSD’s management of its social housing functions.</p> <p><i>Engagement with te Tiriti partners</i></p> <p>It is unclear from MSD records whether or not that targeted engagement with Māori, iwi or Māori interests groups occurred in the initial development of SAS policy.</p> <p>In 2010, the Housing Shareholders Advisory Group (HSAG) was established and was made up of seven-member representatives. The purpose of this HSAG was to make recommendations on improving ways to provide state housing to those most in need, in the highest priority areas, for as long as they need it. There was one Māori representative in HSAG – Paul White, Ngāi Tahu, and was the Principal of Torea Tai Consultants, specialising in consultancy on Māori development, housing and strategic planning. In November 2016: changes were made to SAS to ensure people with greatest need were prioritised. During these policy changes, MSD consulted with those with lived experience of homelessness, living in emergency housing, family violence, and those with high and complex needs were prioritised. These groups included Māori and whānau Māori.</p>
4.	Aims or Objectives of the Policy / Programme	<p><i>Social Allocation System (SAS)</i></p> <p>The SAS assesses a client’s eligibility and need for public housing and only places on the public housing register those who are assessed as having urgent or serious need.⁹ The transfer of SAS functions to MSD was based on the intention that a holistic approach to housing may be taken (including income and employment elements), allowing for potentially greater gains. This aimed to support people with moving into employment and gaining accommodation in the private market, freeing up public housing for those who need it most.</p> <p>The transfer of functions to an independent agency from HNZC was considered an essential step to ensure:¹⁰</p> <ul style="list-style-type: none"> • More people were housed appropriately for the duration of their housing need: and

⁹ Applicants assessed as not having an urgent or serious need (categorised as C or D under the assessment system described in section 2 above) would not be put on the register for social housing.

¹⁰ Cabinet Social Policy Committee “Social Housing Reform: Implementing the Transfer of Needs Assessment Functions” (11 November 2013) CAB Min (13) 39/7 at [2-3], Delium Document ID: **HUD.005.4326**

		<ul style="list-style-type: none"> • More people had their housing needs met through promoting social and housing mobility, improving their health, safety, and employment outcomes; and helping those who are able to move towards independence (this is because the way income related rent works, once a household is earning above the specified income thresholds, they will contribute 50% of that component of their income <u>over and above that threshold</u> towards housing costs until they reach the market rent). <p><i>Income Related Rent (IRR) and the Income Related Rent Subside (IRRS)</i></p> <p>IRR is a subsidised rent scheme for social housing tenants with low incomes. MSD calculates the rate of IRR and the social housing provider charges this rate as rent to the client. The rate of IRR is calculated based on a client's assessable income and their household type.</p> <p>Social housing providers are paid for the difference between the value of the IRR and the market rent rate or agreed rent rate for their social housing properties. Social housing providers are responsible for calculating the amount of the IRRS and claiming the amount from MSD. As at the end of September 2020, the average subsidy amount received by public housing tenants was \$313.65.</p>
5.	Outline of steps taken to implement the Policy / Programme	<ul style="list-style-type: none"> • April 2010: Report of independent advisory group, the Housing Shareholders Advisory Group (HSAG) to the Ministers of Housing and Finance identified the need for change in the public housing sector.¹¹ • July 2011: Cabinet agreed to reform social and affordable housing by aligning the organisation and responsibilities of government agencies to support the direction for change. This included removing eligibility for those assessed as a C or D priority. • October 2012: Cabinet agreed to a future vision for the social housing market • April 2013 Cabinet agreed that the housing needs assessment should be transferred from HNZC to MSD from 14 April 2014 • Transfer of functions to MSD came into effect through the Social Housing Reform (Housing Restructuring and Tenancy Matters Amendment) Act 2013

¹¹ As discussed above.

		<ul style="list-style-type: none"> • November 2016: changes made to SAS to ensure people with greatest need were prioritised (included people who were homeless, living in emergency housing, experiencing family violence, needing to be moved because of multiple and complex needs) • October 2018: responsibility for SAS policy transferred to the Ministry of Housing and Urban Development. • 1 December 2000: Reintroduction of IRR for social housing tenants and implementation of the social allocation system for social housing with housing assessments and tenant management undertaken by HN2C
6.	Outline of monitoring and evaluation built in to Policy / Programme	<p><i>Information on monitoring SAS and public housing</i></p> <p>MSD have carried out various monitoring and evaluation processes built into its role of management and regulation of SAS functions in the redesigned housing model. This includes routine monitoring of key indicators of SHRP performance, implementation of evaluations of specific policy activities and an overall policy evaluation.</p> <p>Quality assessment checks were undertaken on 1 in 10 assessment applications completed to ensure that the needs assessment criteria were being applied consistently and there was documentation to support the level of risk assessed.</p> <p>Reporting was available and updated on a daily basis to: monitor the number of people on the waitlist for social housing; identify the number of applications for social housing that were in progress; identify the applications that were needed to have a quality insurance check; applications due for review.</p> <p>Public housing tenancies are reviewed to assess whether public housing tenants still qualify for public housing and whether the housing still meets their needs. From 2014, most public housing tenants underwent a tenancy review every three years. Tenancy reviews were paused in 2018, pending the outcome of a review. Following the review, the government agreed to policy changes which reduced the proportion of tenants who were subject to a three-yearly review. In 2019, when tenancy reviews resumed, around 20 percent of public housing tenants were eligible for a three-yearly review. In March 2020, tenancy reviews were paused in response to Covid-19 to provide security of tenure to tenants and have remained paused since then.</p> <p>Other monitoring practices include tracking the number of applications on the housing register and tracking income-related rent statistics.</p>

The information below shows the number of applicants on the Public Housing Register as at 31 December 2021.

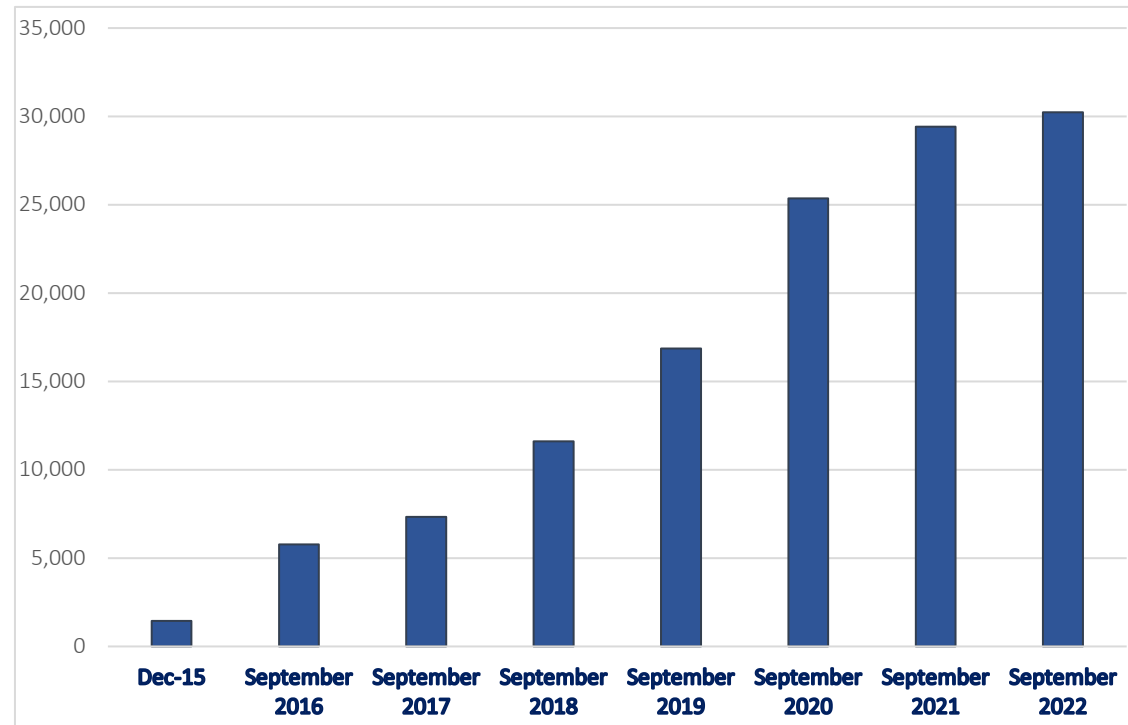
NOTE: The number of applicants on the Public Housing Register is subject to change depending on demand for public housing. Placement into public housing is limited by the number of public housing places becoming available (either through tenants moving out of public housing or new stock being introduced).

As at December 2021, there were 30,750 households on the Public Housing Register (includes 5,226 households on the Transfer Register – people in public housing who are waiting to be moved to more suitable public housing). For comparison, there were 13,086 households on the Public Housing Register in December 2018 (includes 2,374 on the Transfer Register)

The number of applications, ethnicity of main applicant and percentage of Maori applicants on the public housing register and percentage change year on year (December 2015, end of September 2016-2022)

Date	Total number of applicants	Number of Maori applicants	Percentage of Maori applicants of all applicants
December 2015	3,476	1,445	42%
September 2016	5,769	2,484	43%
September 2017	7,326	3,207	44%
September 2018	11,613	5,232	45%
September 2019	16,866	7,830	46%
September 2020	25,365	12,330	49%
September 2021	29,421	14,520	49%
September 2022	30,234	15,060	50%

		<p>Increase in the number of applications on the public housing register 2015-2020</p>
--	--	---



MSD data showing the number of tenants receiving an income related rent subsidy and those paying market rent across Kainga Ora and Community Housing Provider (CHP) tenancies as at end of September 2022

CHP IRRS	11,484
CHP Market Rent	228
Kāinga Ora IRRS	61,089
Kāinga Ora Market Rent	263
TOTAL	74,064

7.	<p>Availability of quantitative or qualitative data to demonstrate success or failures of the Policy / Programme to achieve its stated aims</p>	<p>MSD collects a variety of data including ethnicity (and a certain amount of iwi-level data) which assists with the administration of the Social Security Act and associated regulations. This also allows us to better understand different segments of the population we serve and identify the characteristics of people who have positive and negative social outcomes as well as assessing the size and nature of any income inequalities. If required, further data can be supplied to assist the Tribunal.</p> <p>Data on number of applications on the Housing Register as at 31 December by priority, household demographics and region (Territorial Authority and local board for Auckland) is available at: https://www.msd.govt.nz/about-msd-and-our-work/publications-resources/statistics/housing/index.html#LatestresultsndashnbspDecember20211</p>
----	--	--

KEI MUA I TE AROARO O TE RŌPŪ WHAKAMANA
I TE TIRITI O WAITANGI

BEFORE THE WAITANGI TRIBUNAL

WAI 2750

IN THE MATTER OF

the Treaty of Waitangi Act 1975

AND

IN THE MATTER OF

Kaupapa inquiry into claims concerning
Housing Policy and Services

UPDATED EVIDENTIAL FACT SHEET
TEMPORARY ADDITIONAL SUPPORT
(TE MANATŪ WHAKAHIATO ORA -
MINISTRY OF SOCIAL DEVELOPMENT)

20 Hakihea | December 2022

CROWN LAW

TE TARI TURE O TE KARAUNA

Pouaka Poutāpeta PO Box 2858
TE WHANGANUI-Ā-TARA WELLINGTON 6140
Waea Tel: 04 472 1719
Waea Whakaahua Fax: 04 473 3482

Whakapā mai: Contacts:

M Tukapua / L Borthwick

matewai.tukapua@crownlaw.govt.nz / luke.borthwick@crownlaw.govt.nz

Counsel Acting:

Rachael Schmidt-McCleave

rachael.schmidt-mccleave@kschambers.co.nz

1.	Basic information	<p>Title of policy / programme: Temporary Additional Support (TAS)</p> <p>Year introduced: 1 April 2006</p> <p>Still current?:</p> <p>Yes</p> <p>Administering agency(ies):</p> <p>Ministry of Social Development (MSD)</p> <p>High level summary of policy/programme:</p> <p>TAS is temporary non-taxable financial assistance paid to people who are having difficulty meeting their essential ongoing costs from their regular income. It is paid as a last resort and granted for a maximum of 13 weeks, during which time an applicant is expected to take reasonable steps to reduce their costs or increase their income. Subsequent grants can be made if a person continues to qualify.¹ In practice it is common that a recipient receives TAS for longer than 13 weeks.</p> <p>Overlapping/Related policies/programmes:</p> <p>Before receiving TAS, clients must ensure that they are accessing all other assistance available to them, which can include a main benefit, and Accommodation Supplement (AS) however being in receipt of a benefit or the AS is not a condition of eligibility.² TAS is most commonly taken up by AS recipients due to high housing costs of recipients.</p> <p>Other agencies involved in development, implementation, or ongoing administration:</p> <p>Nil</p>
2.	Description of Policy / Programme	<p>1. TAS provides a last resort payment for individuals facing financial hardship due to high essential costs related to housing, health, disability and consumer durables that cannot be met from their chargeable income³ and other resources. Most recipients of TAS are also receiving a main benefit or AS, but this is not a condition of eligibility.</p>

¹ MSD does not automatically keep paying TAS after the 13 weeks unless a re-application form has been lodged and approved.

² As at February 2021, there are just under 3,000 non-beneficiary households receiving TAS (i.e. they are not receiving a main benefit or NZS/VP).

³ 'Chargeable income' is any income or earnings received by the applicant and, where applicable, their partner. This includes income after tax, including income from employment, social security benefits including supplementary benefits, income from investments, etc. See s 69 Social Security Regulations 2018.

		<p>2. Chargeable income is calculated as the weekly amount received by a household which includes ‘income’ as money received, or an interest acquired by the person,⁴ and factors in other items such as benefits payable under the Social Security Act, superannuation or veteran’s pension, parental leave payments payable under Parental Leave and Employment Protection Act 1987, child support payments, living cost component of student loans.⁵</p> <p>3. It is designed to be temporary, but many people receive it for longer than the 13-week entitlement period as they are unable to increase their incomes or reduce their costs in this timeframe. TAS is understood to be frequently used to meet additional housing costs (over and above the support that AS provides⁶) and additional costs related to health conditions and disabilities (above those covered by the Disability Allowance).</p> <p>To be eligible a person must meet residency requirements. There is also a cash asset test⁷ of \$1,193.21 for a single person and \$1,988.20 for a couple (as at 1 April 2022). Individuals must also be making reasonable efforts to reduce their expenditure and increase their income. Part of this last requirement is that they are also claiming other relevant payments including the AS and Disability Allowance.</p> <p>The TAS payment formula is based around the concept that claimants should have a basic minimum amount of money after paying for their ‘essential costs’. The amount of this basic minimum is referred to as ‘standard costs’ and is calculated as 70% of the relevant main benefit and unabated family tax credit. If a person has less money than their estimated ‘standard costs’ after paying for their ‘essential costs’ then the TAS payment is available to make-up this shortfall. The maximum payment rate is 30% of the relevant main benefit rate, with an additional increment for those also receiving the Disability Allowance. Where a client’s income from other sources, such as main benefit or other supplementary assistance increases, TAS is abated accordingly.</p> <p>The steps in the TAS payment calculation are set out below.</p>
--	--	---

³ MSD does not automatically keep paying TAS after the 13 weeks unless a re-application form has been lodged and approved.

⁴ As at February 2021, there are just under 3,000 non-beneficiary households receiving TAS (i.e. they are not receiving a main benefit or NZS/VP).

⁵ ‘Chargeable income’ is any income or earnings received by the applicant and, where applicable, their partner. This includes income after tax, including income from employment, social security benefits including supplementary benefits, income from investments, etc. See s 69 Social Security Regulations 2018.

⁶ As defined in Part 2, Schedule 3 of the Social Security Act 2018.

⁷ Chargeable income is defined in s 69 of the Social Security Regulations 2018.

⁶ See separate Evidential Fact Sheet on the Accommodation Supplement.

⁷ A person cannot receive TAS if they (and if applicable their partner) have cash assets in excess of the specified limit. Cash assets include cash and assets that can be readily converted to cash. Cash assets do not include equity in the applicant’s home, car or personal effects or funds locked into KiwiSaver or other superannuation schemes.

Step 1	Determine potential eligibility	Determine eligibility related to residency, cash assets and reasonable efforts.
Step 2	Assess chargeable <u>income</u>	Income from all sources including main benefit, supplementary payments, tax credits, and earnings etc
Step 3	Assess <u>essential costs</u>	Essential costs are defined to include those related to housing, health and disability, childcare, and costs related to household durables such as kitchen appliance, beds and laundry. There are specified maxima for many of these elements.
Step 4	Calculate <u>disposable income</u>	Disposable income = chargeable income - essential costs
Step 5	Calculate <u>standard costs</u>	Standard costs are 70% of rate of main rate and the relevant unabated rate of the family tax credit.
Step 6	Calculate TAS deficiency	TAS deficiency = standard costs - disposable income
Step 7	Calculate value of TAS payment	The TAS payment = either \$0 (if the TAS deficiency is less than \$1) or TAS deficiency (if less than maximum payment), or maximum payment). The maximum payment rate is 30% of the relevant main benefit rate, with an additional increment for those also receiving the Disability Allowance
4.	Note: The TAS calculation deducts \$28.86 (as at 1 April 2022) from a client's accommodation costs. This is so that not all of their accommodation costs can be claimed for TAS (previously all accommodation costs were included in a discretionary Special Benefit (SPB) assessment).	

		<p>5. A person cannot receive TAS if they (and if applicable their partner) have cash assets in excess of the specified limit. Cash assets include cash and assets that can be readily converted to cash. Cash assets do not include equity in the applicant's home, car if principally used by the applicant or their partner for their personal use or personal effects or funds locked into KiwiSaver or other superannuation schemes. Cash assets are defined in s 60 of the Social Security Regulations 2018.</p> <p>6. Further information on how TAS works is available at: https://www.workandincome.govt.nz/map/income-support/extra-help/temporary-additional-support/index.html</p>
3.	Outline of the process to develop this Policy / Programme	<p>7. The discretionary Special Benefit (SPB), which was available from 14 October 1981⁸ to 31 March 2006, was replaced with the rules-based TAS on 1 April 2006.⁹</p> <p>8. A formula, similar to that used as a guideline for SPB, was used to establish the TAS formula. [Chargeable Income - Allowable Costs = Disposable Income] [Standard Costs – Disposable Income = Deficiency of Income]. Within the formula, standard costs were set at 70% of the unabated main benefit (plus family support where applicable).</p> <p>TAS was introduced to address many of the administrative, legal and fiscal risks that existed in SPB. The discretionary nature of SPB was thought necessary to assist Case Managers to tailor assistance to people in need, although the unintended consequence of discretion were inconsistencies in application, caveats and exceptions that make SPB difficult for case managers to administer consistently and for clients to understand. This led to significant fiscal, legal and administrative risks for MSD.</p> <p>The introduction of TAS was part of the 2004 Working for Families package which aimed to deliver substantial increases in assistance to families with dependent children (through Family Assistance and Childcare Assistance) and to increase assistance with accommodation costs to many low to middle income families. These changes reduced the number of families facing financial hardship, and in turn the demand for TAS.</p>

⁸ The Supplementary Assistance Scheme had been introduced in 1951 and was renamed Additional Benefit in 1975. From 1975 until 14 October 1981, there was a discretionary component of the Additional Benefit. That discretionary component was renamed 'Special Benefit' in 1981.

⁹ Notwithstanding the replacement of the SPB with the TAS in 2006, the SPB was grandparented for existing recipients as at 31 March 2006. Those recipients could continue to receive SPB until their circumstances changed or they chose to receive TAS instead. As at December 2021 there are 930 recipients of the grandparented Special Benefit receiving an average payment of \$94.30 per week.

		<p>Parliament legislated for the general principles of TAS in the Future Directions (Working for Families) Act 2004. The detailed eligibility criteria for TAS are contained in Regulations under the Social Security Act 2018 (Social Security Regulations 2018, Part 2, Subpart 10—Temporary additional support).</p> <p><i>Engagement with te Tiriti partners</i></p> <p>It is unclear from MSD records whether or not targeted engagement with Māori, iwi or Māori interests' groups occurred in the development of TAS policy. MSD consulted on TAS with the National Benefit Advocates Consultative Group, which included representatives from Te Whare Ruhuhau o Meri Trust, Te Runanganui O Waitaha me Maata Waka, particularly on the definition of allowable costs.</p> <p>Cabinet and Ministerial Decisions on the design of TAS</p> <table border="1" data-bbox="432 746 1742 1064"> <tr> <td data-bbox="432 746 1086 1064"> Cabinet decisions (26 April 2004 [Cab Min (04) 13/4 refers] </td> <td data-bbox="1086 746 1742 1064"> Ministerial clarification (3 May 2004) Minister of Finance, Minister for Social Development and Employment [REP/04/04/307 refers] under authority provided in [Cab Min (04) 13/4 recommendation 158] </td> </tr> </table>	Cabinet decisions (26 April 2004 [Cab Min (04) 13/4 refers]	Ministerial clarification (3 May 2004) Minister of Finance, Minister for Social Development and Employment [REP/04/04/307 refers] under authority provided in [Cab Min (04) 13/4 recommendation 158]
Cabinet decisions (26 April 2004 [Cab Min (04) 13/4 refers]	Ministerial clarification (3 May 2004) Minister of Finance, Minister for Social Development and Employment [REP/04/04/307 refers] under authority provided in [Cab Min (04) 13/4 recommendation 158]			

		<ol style="list-style-type: none"> 1. Replace Special Benefit from 1 April 2006 with a new benefit called Temporary Additional Support, similar to Special Benefit but with the following changes: <ol style="list-style-type: none"> 1.1 a rules-based approach to eligibility to replace the highly discretionary provisions 1.2 accommodation loading of \$20 per week which will require applicants to pay the first \$20 a week of their net accommodation costs from their regular income 1.3 an upper limit on the amount of TAS that can be paid equal to 30 percent of the applicant's unabated main benefit 1.4 standardisation of the amount allowed for applicants without dependent children to cover basic living costs at 70 percent of their unabated main benefit 1.5 a limit of \$50 a week (CPI adjusted) on the amount that can be allowed in the assessment of eligibility for car repayments 2. grandparenting provisions (to be reviewed in February/March 2008) for any existing Special Benefits to ensure no one 	<ol style="list-style-type: none"> 1. Some residual discretion in the TAS Regulations to refuse, reduce or cancel TAS where an applicant: <ol style="list-style-type: none"> 1.1 arranges their circumstances to qualify 1.2 fails to take reasonable steps to reduce their deficiency 1.3 fails to exhaust other avenues of assistance 2. a definitive list of allowable costs 3. details of a cash assets test 4. the need for a time limit for grants of TAS 5. provision for TAS to be granted in advance for up to three months as a lump sum 6. TAS must be granted if there is a deficiency between chargeable income and allowable costs (unless there is a reason to exercise the discretion noted above) 7. allow the Regulations to provide authority to exceed the 30 percent of main benefit upper limit if an applicant has essential disability or health related costs that qualify for the Disability Allowance but are in excess of the maximum rate of that allowance. 	
--	--	--	--	--

		<p>experiences a reduction in benefit from the introduction of TAS</p> <p>3. include grandparented Child Tax Credit payments and the In-Work Payment as income in TAS.</p>		
--	--	--	--	--

On 1 July 2021, the TAS Disability Exception Amount Formula was amended:¹⁰

- From 1 July 2021, the Disability Exception Amount paid up to the first \$100 of applicable excess disability costs in full; and 30% of any remaining applicable excess disability costs over \$100.

This change:

- removed the double counting of disability costs from the TAS Disability Exception Amount formula; and
- provides additional support for people with high disability costs by increasing the amount of disability costs covered by the Disability Exception Amount. The first \$100 of costs is now be covered in full while the remaining costs will continue to be subsidised at 30%.

Why was this change made?

- The previous TAS disability exception amount formula could see double counting of disability costs.
- Because of this, increases to income support settings or changes in circumstances can result in relatively large reductions in incomes if people lose entitlement to the Disability Exception Amount. The loss of the Disability Exception Amount is disproportionate to the level of the income increase.

What are the impacts of these changes?

- The changes ensure that excess disability costs are more accurately reflected in the TAS Disability Exception Amount formula; and prevent people from being financially disadvantaged as an unintended consequence of benefit rate increases in the future.

Additional changes:

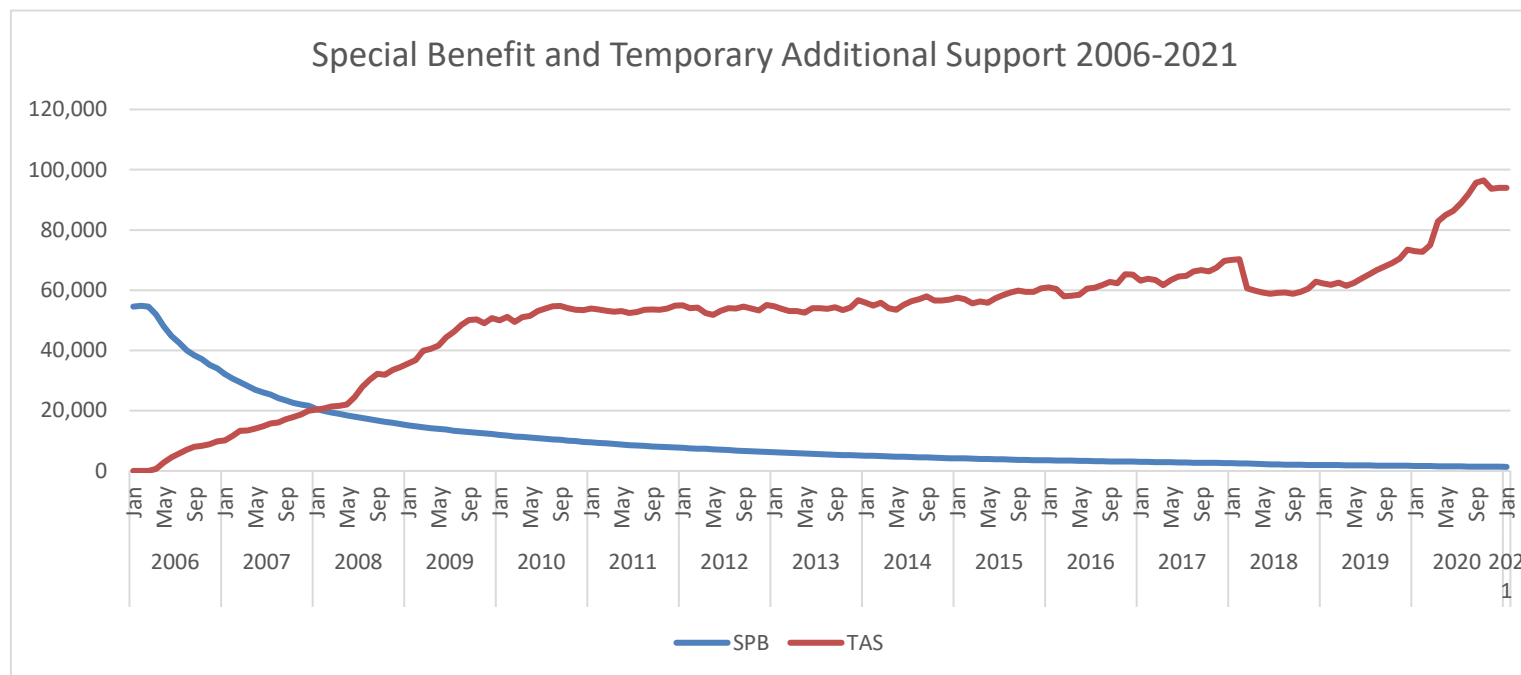
¹⁰ For more detail of the new formula, see: <https://doogie.ssi.govt.nz/map/income-support/extra-help/temporary-additional-support/formula-for-temporary-additional-support-01.html>

		<ul style="list-style-type: none"> TAS was considered income for Childcare Assistance which led to reductions in Childcare Assistance if TAS was granted or increased. On 1 July 2021, TAS was removed from being considered income for Childcare Assistance, along with other supplementary assistance. <p>This change ensured that eligibility for, and the rate of, Childcare Assistance is not affected due to increases in other supplementary assistance in the future (including due to the flow-on effects of main benefit increases). In the long term, this initiative will reduce hardship for working families by maintaining Childcare Assistance payments following a main benefit increase, reduce the costs of childcare payable by families and better help ‘make work pay’ for working families.</p>
4.	Aims or Objectives of the Policy / Programme	<p>9. As outlined in section 2 above - the purpose of temporary additional support is to provide temporary financial assistance as a last resort to alleviate the financial hardship of people whose essential costs cannot be met from their chargeable income and other resources, while ensuring that people seeking or granted that assistance take reasonable steps to reduce their costs or increase their chargeable incomes.</p> <p>10. When a client has living expenses that are sufficiently high, (e.g., high outgoings for rent), TAS can be used to further assist recipients of the AS.</p>
5.	Outline of steps taken to implement the Policy / Programme	<p>11. On 26 April 2004, as part of the Working for Families package, Cabinet agreed to replace the highly discretionary Special Benefit with a new rules-based benefit, called TAS [CAB Min (04) 13/4 refers].</p> <p>12. Implementation included operational and IT changes, and a public communication plan.</p>
6.	Outline of monitoring and evaluation built into	<p>13. TAS is monitored annually with trends in receipt key social assistance payments and as part of the Families Package monitoring. Because TAS most often provides additional income to the AS for clients with high accommodation costs, it is monitored alongside AS.</p> <p>14. See the Families Package Monitoring report 2019 for information on the interactions between AS and TAS/SPB:</p>

<p>Policy / Programme</p>	<p>15. Families Package Monitoring Report - 2019 (msd.govt.nz) (https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/evaluation/family-packages/families-package-mnitoring-report-2019-main-report-nov.pdf)</p> <p>16. See the Families Package and changes to income support 2018 -2021 for information on trends over time: Families Package Monitoring Report 2018-2021 (msd.govt.nz)</p> <p>Number of Accommodation Supplement recipients, monthly since June 2004, by if they receive Temporary Additional Support or not.</p>	<p>The chart displays two data series: 'Receives Temporary Additional Support' (blue line) and 'Does not receive Temporary Additional Support' (orange line). The y-axis represents the number of recipients, ranging from 0 to 300,000 in increments of 50,000. The x-axis shows monthly data from June 2004 to June 2021. The blue line starts at approximately 45,000 in June 2004, remains relatively stable until 2008, then gradually increases to about 65,000 by 2018. After June 2018 (FP), it rises to about 85,000 by June 2021. The orange line starts at approximately 190,000 in June 2004, fluctuates between 200,000 and 250,000 until 2018, then rises sharply to a peak of nearly 300,000 in late 2020 before settling around 270,000 in June 2021.</p>
<p>7. Availability of quantitative or qualitative</p>	<p>As at end of December 2021, the number of households receiving TAS was 88,000. As noted in footnote 8 above, there remain a further 930 clients who continue to receive SPB under the grandparenting arrangements introduced with the implementation of TAS in 2006.</p>	

data to demonstrate success or failures of the Policy / Programme to achieve its stated aims

The graph below shows the take-up of TAS since it replaced SPB in 2006.



17.

18. SPB was grandfathered for existing recipients as at 31 March 2006 and there are still a number of SPB recipients (930 recipients as at the end of December 2021)

Take-up of Temporary Additional Support

In 2018, MSD undertook work analysing the level of take-up among eligible TAS recipients. A key issue for all welfare payments is that some people might not apply for assistance despite being eligible. The TAS payment has many characteristics that will likely cause low rates of take-up. Drawing on information from a small qualitative study it is evident that the complexity of the payment makes it very difficult for potential claimants to understand if they are eligible. The payment needs to be renewed every 13 weeks, and there is a requirement to inform MSD if there are changes to costs, income or personal circumstances.

One means of estimating take-up of TAS is to model eligibility using MSD’s microsimulation model (MSIM). The MSIM model is based on data about all individuals who are receiving some form of payment from MSD in any given week.

	<p>MSIM estimates of the number of people who are eligible for TAS compared to those receiving the payment in early November 2018 suggests that as well as the current 60,476 recipients, there could be another 31,987 people eligible, meaning that the take-up rate might be as low as 65% of the eligible population. It is important however to stress that these estimates are approximations with a relatively wide margin of error.</p> <p>In late 2018 a campaign was undertaken to assess a new way of proactively identifying and contacting people who might qualify for the payment. The campaign increased TAS applications and has been subsequently rolled out in a modified form as a continuing business process.</p> <p>MSD collects a variety of data including ethnicity (and a certain amount of iwi-level data) which assists with the administration of the Social Security Act and associated regulations. This also allows us to better understand different segments of the population we serve and identify the characteristics of people who have positive and negative social outcomes as well as assessing the size and nature of any income inequalities. If required, further data can be supplied to assist the Tribunal.</p>
--	---