



## Proactive Release

The following documents have been proactively released by the Department of the Prime Minister and Cabinet (DPMC), on behalf of the Deputy Prime Minister, Hon Grant Robertson:

### **Progress report on Implementation Unit Assignments**

The following documents have been included in this release:

**Title of paper:** Progress report on Implementation Unit Assignments  
(CAB-21-SUB-0519 refers)

- Implementation Unit Work programme update
- Progress Update on Actions from the Mid-Term Review of the Budget 2019 Mental Health and Addiction Package
- New Zealand Upgrade Programme Transport Assessment
- Report: Emergency and Transitional Housing
- Jobs for Nature Stocktake of Progress
- Infrastructure Reference Group Programme Status Update

**Title of minute:** Progress report on Implementation Unit Assignments (CPC-21-MIN-0034 refers)

**Title of minute:** Report of the Cabinet Priorities Committee: Period Ended 10 December 2021  
(CAB-21-MIN-0519 refers)

**Title of paper:** Stocktake of Progress Report – Carbon Neutral Government Programme  
(CAB-22-SUB-0006 refers)

- Carbon Neutral Government Programme Stocktake of Progress

**Title of minute:** Stocktake of Progress Report – Carbon Neutral Government Programme  
(CBC-22-MIN-0006 refers)

**Title of minute:** Report of the Cabinet Business Committee: Period Ended 25 February 2022  
(CAB-22-MIN-0045 refers)

Some parts of this information release would not be appropriate to release and, if requested, would be withheld under the Official Information Act 1982 (the Act). Where this is the case, the relevant section of the Act that would apply has been identified. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.



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# Briefing

## REPORT: EMERGENCY AND TRANSITIONAL HOUSING

To: Hon Grant Robertson  
Deputy Prime Minister

Date	26/11/2021	Priority	Medium
Deadline	3/12/2021	Briefing Number	DPMC-2021/22-788

### Purpose


The purpose of this briefing is to assess the current working arrangements between agencies responsible for delivering emergency and transitional housing, as well as their milestones and their plans for reporting on progress to Cabinet.

### Recommendations

- Note** that the Ministry of Housing and Urban Development (HUD) and the Ministry of Social Development's (MSD) review of the emergency housing system (the Review), s9(2)(f)(iv) [REDACTED]
- Note** that transitional housing, led by HUD, has effective working arrangements, with end-to-end programme management, delivery plans and clear roles and responsibilities across agencies, and is broadly on track to deliver targets set by Ministers.
- Note** that in respect of the emergency housing special needs grant (EH-SNG), agency roles, governance, planning and reporting arrangements are largely operating as intended for the administration of an income benefit, s9(2)(f)(iv) [REDACTED]
- Agree** to discuss with the Minister of Housing and Minister of Social Development and Employment whether officials should be directed to strengthen data collection and monthly reporting on the delivery of housing support services and pathways through the emergency and transitional housing system to help identify delivery risks and improve client outcomes.

YES / NO

- 5. **Approve** a new Commissioning Brief (refer Attachment B) that will direct the Implementation Unit to:
  - 5.1. provide support to delivery agencies to s9(2)(f)(iv) [redacted] including providing advice on governance, accountabilities and programme management arrangements, planning, and reporting structures, and report to you on agencies' progress as part of the Implementation Unit's regular reporting cycle; **YES / NO**
  - 5.2. by the end of 2022 develop a Commissioning Brief outlining the purpose and scope of a stocktake on the progress of delivery agencies s9(2)(f)(iv) [redacted] and [redacted] **YES / NO**
  - 5.3. by 12 May 2023 prepare and submit the stocktake as outlined in the Commissioning Brief prepared in 2022. **YES / NO**
- 6. **Agree** that this briefing is proactively released, with any appropriate redaction where information would have been withheld under the Official Information Act 1982, in February 2022. **YES / NO**

  
Katrina Casey  
Executive Director, Implementation Unit  
26/11/2021

Hon Grant Robertson  
Deputy Prime Minister  
...../...../2021

Contact for telephone discussion if required:

Name	Position	Telephone	1st contact
Katrina Casey	Executive Director, Implementation Unit	s9(2)(a)	✓
Maari Porter	Advisor Implementation Unit	N/A	s9(2)(a)

Minister's office comments:

- Noted
- Seen
- Approved
- Needs change
- Withdrawn
- Not seen by Minister
- Overtaken by events
- Referred to

Proactively Released

# REPORT: EMERGENCY AND TRANSITIONAL HOUSING

## Executive Summary

1. The emergency housing system is the Government's temporary accommodation and support response for people with an immediate and urgent housing need. It is intended to deliver a range of outcomes, including access to housing for people with urgent housing needs, support services, and a pathway towards long-term housing. The system comprises two main initiatives, each established in 2016:
  - a) transitional housing: short-term accommodation and tailored support services delivered (as 'places') by accredited housing support providers and led by HUD. Transitional housing is intended to support families and individuals for an average of 12 weeks with the aim of supporting clients into more permanent housing
  - b) emergency housing special needs grant (EH-SNG): a grant paid to eligible households<sup>1</sup> to help meet the costs of temporary accommodation, operated by MSD with HUD responsible for policy. The EH-SNG is intended to pay for short-term last resort accommodation provided by commercial and community providers, typically motels, initially for up to seven nights, with subsequent grants for up to 21 nights at a time. All EH-SNG clients are assigned a case manager by MSD.
2. Since 2016, the pressure in New Zealand's housing market has led to increased demand for all forms of housing assistance, including emergency housing. In response, the Government has put a range of measures in place, including increasing funding for transitional housing by 151% from \$150.9 million (FY18/19) to \$253.3 million (FY20/21). The total amount paid in EH-SNGs increased 272%, from \$88.1 million (FY18/19) to \$320.5 million (FY20/21). In September 2021, the August COVID-19 outbreak resulted in the highest monthly total of 6,000 clients (4,766 households) in emergency housing.
3. The two initiatives comprising the emergency housing system, the EH-SNG and transitional housing, appear to clients, the public, and agencies interviewed for this stocktake as increasingly similar initiatives despite one being a grant, and the other the delivery of a service (or programme).

4. Officials have acknowledged that s9(2)(f)(iv) [redacted]  
Ministers have directed MSD and HUD to undertake a review of emergency housing, s9(2)(f)(iv) [redacted]

<sup>1</sup> Applicants for EH-SNGs must meet an income and cash asset test and demonstrate an immediate housing need.

<sup>2</sup> s9(2)(f)(iv) [redacted]

5. Agencies are fulfilling their roles and responsibilities as intended, nonetheless gaps persist in different emergency housing settings. Neither HUD nor MSD have visibility over the whole emergency housing system, nor of the outcomes for people who move between EH-SNG-funded accommodation into transitional housing, and other social housing providers.<sup>3</sup> s9(2)(f)(iv)

[Redacted]

6. The current system is responding to demand in ways not envisaged when it was established in 2016 as a very short-term option for clients. Despite challenges at the system level and in communities, agencies are performing well in particular elements of programme delivery. This includes:

- a) Programme arrangements are largely effective for transitional housing. HUD has effective “end-to-end” programme management arrangements, with clear governance, delivery plans and roles and responsibilities across agencies. HUD and MSD are also working together on a pilot in Rotorua that tests a new model of service delivery with new programme management and governance arrangements, including iwi partners.
- b) For the EH-SNG, MSD and HUD are effectively undertaking the respective operational and policy roles they have been given in administering an income benefit. There are no formal interagency programme management approaches.
- c) HUD is broadly on track to deliver planned increases in transitional housing, with the expectation of some delays as a result of COVID-19 and regional lockdowns. EH-SNGs does not have set milestones due to its status as an income benefit. It is too early to tell whether the Rotorua model will deliver intended benefits.
- d) Agencies provide clear monthly reports including dashboards and clear milestones for transitional housing places and, more recently, numbers of EH-SNGs administered.

7. It is currently difficult to track the delivery of social services in transitional housing, including across agencies. Agencies should work at pace to improve monthly reporting and data collection on the provision of support services to clients in emergency housing settings. Priority should be given to those in transitional housing because routine data is very limited. This should include attention to tracking clients’ entry and exit through transitional housing and its connections to EH-SNGs and the housing system.

8. s9(2)(f)(iv)

[Redacted] The Implementation Unit could support this work by providing advice and support for the set up and early stages of implementation, and in 2023 by undertaking a stocktake of progress on delivery.

<sup>3</sup> Ministry of Social Development has vis bility of EH-SNG clients on the public housing register and EH-SNG clients who move into private accommodation through its administration of the Accommodation Supplement.

## Purpose

13. The purpose of this briefing is to assess the current working arrangements between agencies responsible for delivering emergency and transitional housing, as well as their milestones and plans for reporting on progress to Cabinet.

## Scope

14. The Commissioning Brief is in Attachment A. A draft new Commissioning Brief that takes account of the Review s9(2)(f)(iv) is in Attachment B.

## Challenges in the Emergency Housing System

15. Pressure in New Zealand’s housing market, exacerbated by COVID-19, has increased demand for all forms of housing assistance with a significant increase in the number of applicants on the Housing Register.<sup>4</sup> The number of people receiving a EH-SNG has increased well beyond forecasts,<sup>5</sup> and more households are remaining on a EH-SNG for much longer than the intended period.<sup>6</sup>
16. In 2016 the EH-SNG and contracted transitional housing were intended to operate as distinct interventions, and as short-term responses for demand that was forecast to have declined by half in 2021.<sup>7</sup> In February 2020, Cabinet agreed to the Aotearoa New Zealand Homelessness Action Plan (HAP) which outlines the Government’s vision that homelessness is “prevented where possible, or is rare, brief and non-recurring”.
17. Demand has continued to increase despite agencies working together to make multiple policy and operational adjustments to improve the delivery and outcomes of EH-SNGs, such as extending stay lengths and introducing a client income contribution.
18. Looking forward, the supply of emergency housing places suitable for EH-SNG recipients is forecast to decrease. This is because the resumption of international and domestic tourism in 2022 will make less commercial (motel) accommodation available. Demand for emergency housing will not necessarily decrease, resulting in greater pressure on the emergency and transitional housing, and homelessness systems (refer Table 1).

**Table 1. EH-SNG Actual and Forecast Expenditures (Proxy for Grant Utilisation)**

Fiscal Year	18/19	19/20	20/21	21/22	22/23	22/23	23/24
<b>Actual \$m</b>	88.1	215.4	320.5				
<b>Forecast \$m BEFU21</b>				338.5	275.0	237.6	244.5

<sup>4</sup> In 2016 the Housing Register had 6,070 applicants, that has grown to 29,044 in May 2021

<sup>5</sup> In 2016 it was forecast 3,000 EH-SNG recipients annually. In FY20/21 over 21,000 households received a EH-SNG

<sup>6</sup> In May 2021, 26% of households received a EH-SNG for six months; the average stay as of September 2021 is 16.4 weeks

<sup>7</sup> FY17 Half Year Economic Fiscal Update “HYEFU17” for Emergency Special Needs Grants



## Review of the Emergency Housing System

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19. In June 2021, Ministers commissioned a review into the emergency housing system to be done by HUD and MSD (the Review), and to report back to Ministers in phases. s9(2)(f)(iv)

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

[Redacted]

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<sup>8</sup> s9(2)(f)(iv)

[Redacted]

f) s9(2)(f)(iv)

## Working Arrangements between Agencies

### *Roles and Responsibilities*

24. Agencies are clear about their current roles within the system and are meeting their funded responsibilities both for transitional housing as a programme and the operation of the EH-SNG as an income benefit. The working relationships between MSD and HUD are a good foundation for s9(2)(f)(iv)
25. HUD is the system leader for housing and homelessness, including transitional housing. It is also the policy lead for the EH-SNG. MSD administers the EH-SNG (and other housing support products). It is the “front-door” to the emergency housing system by being the interface to the system for most clients. Kāinga Ora also plays a role in the emergency housing system delivering agreed transitional housing supply including procurement and building of properties.
26. At the policy level, HUD and MSD are working effectively together to develop and provide joint advice to Housing and Social Development Ministers. Agencies use the HAP governance structures, primarily the Policy Working Group, to discuss and receive feedback on policy proposals from other agencies.

### *Transitional housing working arrangements between agencies are working well*

27. HUD has end-to-end accountability for transitional housing including governance, policy, supply pipeline management, provider management for property and support services, and reporting to Ministers. Kāinga Ora is responsible for delivering the supply pipeline including procurement of properties. MSD is accountable for client prioritisation and targeted cohort placement.
28. Progress against transitional housing milestones is monitored as part of the formal HAP governance structure. In addition, HUD leads a transitional housing DCE group (TH DCE Group), that meets fortnightly, with representatives from MSD and Kāinga Ora. This is not a formal governance group, however, monthly reporting on transitional housing is provided to Ministers by HUD in consultation with Kāinga Ora. While the TH DCE Group does not have formal terms of reference the structure, roles and responsibilities between the three agencies are clear, implementation plans (with risk ratings) are utilised for decision-making and agencies are well focused on increasing supply of transitional housing places.

*EH-SNG working arrangements are operating as designed*

29. EH-SNG is delivered as a benefit and does not have any specific delivery milestones, or formal interagency governance, although agencies do discuss EH-SNG trends at the TH DCE Group. MSD and HUD are both effectively undertaking the roles they have been given, with MSD administering an income benefit and HUD leading on EH-SNG policy.
30. The EH-SNG is not formally governed under the HAP structure. While increases in demand may be discussed by the HAP DCE Group, its delivery is not actively governed. This is because demand drives funding: EH-SNG is a Non-Departmental Benefit or Related Expense (BORE), with funding allocated annually based estimates, and adjusted every six months in response to how many grants are made. This means EH-SNG is not set up or managed like a programme. These settings were suitable at the start of implementation but could have been revisited as the situation became more complex and various interventions needed to be considered as a package.
31. Agencies have worked together on a range of policy and related delivery actions that aim to reduce reliance on motels as emergency housing and addressing some of the challenges and gaps with those receiving a EH-SNGs, such as safety, security and suitability of motels for clients, including children and families. These issues are being progressed through the Rotorua pilot s9(2)(f)(iv) [REDACTED]
32. The agencies work together effectively on policy adjustments, jointly submitting advice to Ministers. While MSD isn't the policy lead it does also initiate policy changes, such as the 25% recoverable client contribution announced in 2020 for clients who spend more than seven nights and the extension of stay from seven to 21 nights at a time.

*Working arrangements in a pilot in Rotorua are promising but challenging to replicate at scale*

33. Agencies acknowledge the gaps and challenges with the current design of the EH-SNG and are piloting a revised model in Rotorua where there has been a high volume of EH-SNGs. In Rotorua, HUD is responsible for contracting motels to solely house EH-SNG recipients and deliver social services, similar to its role in transitional housing. MSD does not have the ability to contract motels, constrained in its role to directly provide grants.
34. The Rotorua Pilot includes a new, more hands-on, place-based approach to managing the needs of 200 families and whānau EH-SNG recipients. The pilot is funded at \$35.2 million for 2021/2022. The funding is split between HUD for contracted emergency housing and accommodation services s9(2)(j) [REDACTED] and MSD for on-site support for EH-SNG clients not in contracted motels and a new Housing Hub s9(2)(j) [REDACTED] including capital expenditure). Both agencies are clear the Rotorua model is unique s9(2)(g)(i) [REDACTED]
35. The Rotorua pilot has established a new collaborative programme management and governance arrangement through a HUD, MSD, Kāinga Ora, Rotorua Lakes Council and Te Arawa iwi taskforce. The taskforce is monitoring progress against agreed milestones, as well as being accountable for delivering the pilot's intended outcomes.

36. The Rotorua Pilot is in its early stages of development and it is too soon to provide a view of its success. Agreements with motels were in place by the end of June 2021, and support services for whānau with high and complex needs have since been contracted. Te Pokapū – the Rotorua Housing Hub – had to start with a virtual set-up due to COVID-19, with a lease being signed for a physical hub. While aspects are still being established, Rotorua Lakes Council reports the contracted motels with on-site security are already having a positive impact in addressing anti-social behaviour and other safety issues for clients and the community.

## Reporting

37. Ministers routinely, but separately, receive monthly briefings and dashboards on the supply of transitional housing (Attachment C) and allocation of EH-SNGs (Attachment D). The HUD dashboard reports supply of places, progress to targets and typology of housing (new and existing). The establishment of a new Housing Insights Team in September 2021 has improved MSD's monthly reporting. Reports now include number and trends of clients, grants, regional profile, age and ethnicity for EH-SNG recipients.

38. HUD has demonstrated strengths in its public reporting of the supply of transitional housing places (available on its website), but there is a gap in terms of information on the people who are living in transitional housing, and their housing journey. Social services are an essential feature in supporting clients achieve positive outcomes and make up an increasing proportion of the agency's transitional housing funding.

39. Currently, agencies (MSD and HUD) are unable to track clients through the transitional housing system, creating a significant gap "a black box" in knowledge about client outcomes and connections to, for example, EH-SNGs. HUD provider data on the utilisation and type of supportive services is not routinely collected through a standardised system and is mostly managed through Excel spreadsheets. This makes it difficult to assess how social services are being applied in the programme, and what happens to clients (including EH-SNG recipients) when they enter and exit transitional housing.

40. HUD has initiated a Data and Evidence programme of work as part of the HAP. s9(2)(f)(iv)

[Redacted text block containing s9(2)(g)(i) and other information]

41. MSD in its client serving role has more robust data for tracking clients through EH-SNGs. The new Housing Insights Team is intended to bridge and integrate forecasting data with case-management and client services data. The team acknowledges gaps with case management referrals (ensuring staff routinely capture client data) and social service utilisation data necessary to enable more visibility into those receiving a EH-SNG journey, acknowledging the limits of IT infrastructure.

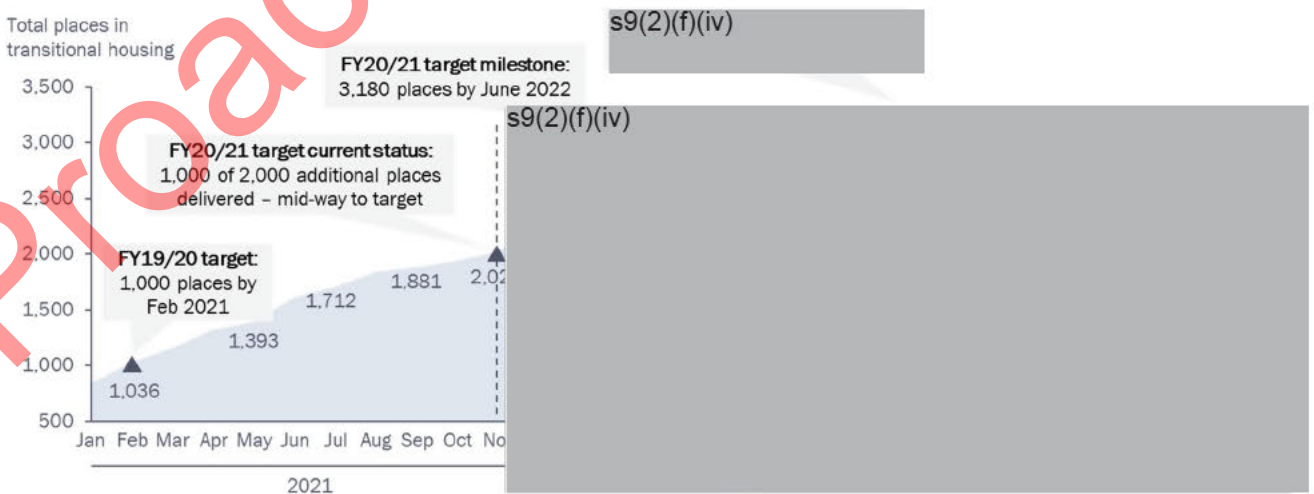
- 42. The agencies should work at pace to strengthen reporting to Ministers on the delivery of social support services and pathways through the emergency and transitional housing system to help identify delivery risks and assess trends to improve client outcomes.

### Programme Management and Milestones

#### Transitional Housing

- 43. Programme management arrangements for the delivery of the supply of transitional housing are working well. HUD has established routine processes for assessing and reporting delivery risks through the TH DCE Group, with clear workstreams and assignment of roles and responsibilities, accountabilities, information and actions among relevant agencies. HUD also provides a monthly briefing to Housing Ministers.
- 44. As at October 2021, 4,781 transitional housing places have been secured for tenancing. HUD met its FY18/19 and FY19/20 supply of 'places' (unit of housing and wraparound service) output goals. In FY20/21 Ministers set HUD the goal to deliver an additional 2,000 places by June 2022. As at November 2021, the agency has delivered 1,000 of the 2,000 places and is on broadly on track to deliver the next 1,000 s9(2)(f)(iv) t.
- 45. The latest dashboard (refer Figure 1 below and Attachment C) indicates a 50% and 90% confidence rating, with the 90% rating falling short s9(2)(f)(iv). Based on the past reliability of HUD forecasts and places yet to be considered as part of its future pipeline, the FY20/21 goal is considered broadly on track (Table 2).
- 46. HUD reports that the pace of supply has improved, the first 1,000 places (delivered February 2021) took approximately 17 months, whereas the second 1,000 (delivered November 2021) were delivered in 9 months.






Figure 1. Timeline of Delivery status of transitional housing supply



**Table 2. Delivery status of transitional housing supply**

Key outputs*		\$m	Delivery status
<b>Transitional Housing supply</b>			On track or complete – components below
FY18/19	180 additional places as part of Winter Response package	100.9	Complete – 180 additional places were provided by September 2018.
FY19/20	1,000 additional places and support services by December. 2020 as part of initiative to reduce reliance on motels,	166.4	Complete – 1,000 delivered places by February 2021, delays due to COVID-19. Of these 43% places were new builds.
FY20/21	2,000 additional places and support services by May/June 2022 as part of the Public Housing Plan 2021-24	253.3	1,000 of 2,000 additional places delivered as of November 2021 with remainder broadly on track, likely to be s9(2)(f)(iv) due to COVID-19 resurgence which poses delivery risks due to supply chain issues and regional lockdowns. Of the additional 1,000 places 70% were new builds.

\*For each fiscal year HUD set 'acquisition, development and construction' targets as part of annual appropriations for a loan facility for Kāinga Ora. The targets were not met as the loan facility was not needed.

<b>Key</b>		On track – continue to refine
		Mixed – some aspects require attention
		Problematic – aspect(s) require significant attention and action
		Off track – requires urgent attention and action
		Insufficient information available to form an assessment

**Emergency Housing Special Needs Grants**

47. Emergency housing delivered by way of EH-SNG does not have programme management arrangements because of its status as an income benefit. Accordingly, MSD does not have targets or milestones to deliver for EH-SNGs. While there are no milestones, forecasts by MSD and Treasury indicate the estimated trajectory of grant expenditures. This can be used as proxy for grant utilisation.
48. The EH-SNGs are managed as part of MSD's business as usual processes, supported by operational policies, protocols, screenings, staffing and regionals plans for service delivery (including Contact Centre, Services Centre and Income Support, Housing Case Management, Intensive Case Management, Housing Brokers and External Support and Flexible Funding for Families). Since these supports were implemented, the number of EHSNG clients has increased significantly. As a result, service coverage is less than was envisaged and these being evaluated as part of actions under the Homelessness Action Plan s9(2)(f)(iv)

## Next steps

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49. There are areas that could benefit from additional support as agencies s9(2)(f)(iv) [redacted] This could include support on governance structures, programme management arrangements, and reporting and planning structures set up to implement Cabinet's decisions. The Implementation Unit would report back to the Deputy Prime Minister as part of the Unit's regular reporting cycle.
50. It would also be beneficial for a stocktake of progress of implementation to be undertaken in early 2023 of the s9(2)(f)(iv) [redacted] This should be completed, and report back to the Deputy Prime Minister, by May 2023.
51. An additional commissioning brief that outlines the scope of the above, was developed in consultation with HUD and MSD (Attachment B).

## Financial implications

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52. This report has no financial implications.

## Consultation

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53. This report was conducted with the cooperation of Ministry of Housing and Development, Ministry of Social Development, Kāinga Ora, Ministry of Corrections, Ministry of Health, Rotorua Lakes Council, Treasury. Agency staff, including Tier 2 leaders, were advised of emerging findings and recommendations throughout the course of the assessment.

Attachments	
<b>Attachment A</b>	Implementation Unit original Commissioning Brief (agreed by Cabinet 25 August 2021)
<b>Attachment B</b>	Proposed Commissioning Brief for the Implementation Unit's follow-on support
<b>Attachment C</b>	HUD Transitional Housing Monthly Report to Ministers
<b>Attachment D</b>	MSD EH-SNG Dashboard Report to Ministers

# ATTACHMENT A

## Implementation Unit Commissioning Brief

### Housing: Emergency and Transitional Housing

**Commissioning Agent:** Deputy Prime Minister

**Commission to:** Implementation Unit, DPMC

**Commission:** To report to the Deputy Prime Minister on 26 November 2021 with an assessment of current working arrangements between agencies responsible for delivering emergency and transitional housing and their plans for reporting on progress to Cabinet, and advice on what is needed to ensure intended benefits are delivered.

#### Background

Pressure in New Zealand's housing market has increased the need for emergency and transitional housing, further exacerbated by COVID 19.

As part of the Homelessness Action Plan, the Government funded expansions to transitional housing in Budget 2019 of 1,000 additional places delivered in February 2021 and a further 2,000 places in Budget 2020 to be delivered by June 2022. As at June 2021, the supply of transitional housing places was 4,432. Housing and Urban Development (HUD) provides regular reporting on Public and Transitional housing delivery to Ministers.

In May 2021, the Government announced changes to emergency housing provision in Rotorua whereby Housing and Urban Development (HUD) would directly contract motels for emergency housing for approximately 200 families and whanau with children (who were receiving Emergency Housing Special Needs Grants from MSD). HUD would also contract wraparound social support services and onsite support for families and whanau in contracted places. Weekly reporting is provided to Housing Ministers and the Minister of Social Development.

*Emergency Housing (EH) Review and Rotorua Model work underway*

Cabinet has noted s9(2)(f)(iv)

[Redacted content]



s9(2)(f)(iv)

## Purpose

The purpose of the Implementation Unit's assessment is to ensure agencies responsible for emergency and transitional housing are taking a coordinated approach and to validate whether current programme management arrangements, delivery plans, and reporting routines are fit-for-purpose for delivering planned increases in transitional housing and improvements in the emergency housing system.

## Scope

The Implementation Unit will:

- assess current programme management arrangements, with a view to identifying how delivery could be strengthened within and across relevant agencies.
- assess cross-agency working relationships, including whether appropriate routines and structures are in place, and evaluate whether any changes could strengthen how agencies work together.
- evaluate whether the milestones agencies have put in place are appropriate for measuring and reporting progress to Ministers.
- identify any significant barriers to delivery that have arisen to date as well as remaining delivery risks and identify whether adjustments or further work is required to address actual and potential barriers.
- assess the current scope of reports due to Cabinet in 2021, in particular whether these reports will provide appropriate assessments on the status of delivery of the emergency housing and transitional housing programmes, and if not, providing recommendations for how the reports could be improved.

## Parties

This assessment will be undertaken by the Implementation Unit which will work with relevant senior leaders and officials within HUD and MSD, as well as other agencies and stakeholders where relevant. Treasury will support the Implementation Unit as required.

The Implementation Unit will be open and transparent and work constructively with agencies with the expectation that this is reciprocated.

## Timeframe

The Implementation Unit will report to the Deputy Prime Minister on 26 November 2021 in 2021 and provide short progress reports to the Deputy Prime Minister at the end of each month, or as part of the Unit's regular reporting cycles.

Hon Grant Robertson  
Deputy Prime Minister

# ATTACHMENT B

## Implementation Unit Commissioning Brief

### Housing: Implementation of Cabinet decisions on Emergency Housing

**Commissioning Agent:** Deputy Prime Minister

**Commission to:** Implementation Unit, DPMC

**Commission:** To support agencies responsible for s9(2)(f)(iv) [redacted] and to regularly report to the Deputy Prime Minister on their progress.

To undertake a stocktake of progress in s9(2)(f)(iv) [redacted] and report to DPM by 12 May 2023

#### Background

In 2016 the Government implemented a range of emergency housing initiatives including an emergency housing grant and a transitional housing programme. Since 2016, pressure in New Zealand's housing market has increased the demand for emergency housing and COVID-19 has further exacerbated pressures on the emergency housing system. Cabinet has funded further initiatives to increase supply of places in transitional housing in 2020 and 2021.

Ministers directed the Ministry of Housing and Urban Development (HUD) and Ministry of Social Development (MSD) to undertake a review of the emergency housing system (the Review) in June 2021. s9(2)(f)(iv) [redacted]

#### Purpose

The purpose of engaging the Implementation Unit is to provide agencies responsible for the emergency housing system with ongoing support and advice as they s9(2)(f)(iv) [redacted] as well as to provide the Deputy Prime Minister with assurance that agencies are on track to implement s9(2)(f)(iv) [redacted] and deliver the intended benefits.

#### Scope

The Implementation Unit will:

1. Give advice and provide support to delivery agencies to implement the s9(2)(f)(iv) [redacted] related to emergency housing, including providing advice on governance, accountabilities and programme management arrangements, planning, and reporting structures.

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2. Report to the Deputy Prime Minister on agencies' progress as part of the Implementation Unit's regular reporting cycle, commencing after agencies begin implementing Cabinet decisions.
3. Develop a Commissioning Brief outlining the purpose and scope of a stocktake on the progress of delivery agencies implementation of the s9(2)(f)(iv) for approval by the Deputy Prime Minister by the end of 2022.
4. Undertake a stocktake of progress on implementation of s9(2)(f)(iv) any barriers to its successful implementation, and ensure that the right arrangements are in place for the model to deliver its intended benefits.

While the focus of this Commission is to support agencies to s9(2)(f)(iv) at agencies' discretion it may be suitable for the Implementation Unit to provide feedback on aspects of the Review and/or agencies' advice to Cabinet that are specifically related to implementation (for example, governance arrangements for overseeing delivery or options for the involvement of the Implementation Unit).

#### Parties

The Implementation Unit will work with senior leaders and working teams within HUD, MSD, Kāinga Ora, as well as other agencies or stakeholders where relevant. Treasury will support the Implementation Unit as required. To support its work, the Implementation Unit may conduct fieldwork alongside agencies to validate delivery progress and may also engage other sectoral stakeholders as needed.

The Implementation Unit will be open and transparent and work constructively with agencies with the expectation that this is reciprocated.

#### Timeframe

The Implementation Unit will provide progress reports to the Deputy Prime Minister as part of the Unit's regular reporting cycles, with reporting expected to begin after s9(2)(f)(iv)

The Unit will complete an additional commissioning brief for its stocktake of the s9(2)(f)(iv). The stocktake will report back to the Deputy Prime Minister by May 2023.

Hon Grant Robertson  
Deputy Prime Minister

Date:

# ATTACHMENT C

Ministry of Housing and Urban Development Transitional Housing Monthly Report to Ministers

## Progress towards 3,000 transitional housing places

In 2019, the Aotearoa/New Zealand Homelessness Action Plan delivered funding for an additional 1,000 transitional housing places. Budget 2020 then delivered funding for additional 2,000 transitional housing places with a focus on new builds, Kainga Ora-led delivery, and assistance from transitional housing providers in areas where required.

### 1. Progress as at 15/11/2021



**2,024** (1,959)

places have been made available since 1 October 2019, of which 1,179 are new builds.

All figures marked in brackets ( ) represent the figures as at the last published report

#### Typology and delivery stream of places that have been made available

Delivery Stream	1 bed	2 bed	3 bed	4+ bed	Other*	Total
HUD existing	342	87	120	42	89	680
HUD new builds	188	83	92	25	42	430
Kāinga Ora existing	31	20	81	27	6	165
Kāinga Ora new build	204	309	117	119	-	749
<b>Total</b>	<b>765</b>	<b>499</b>	<b>410</b>	<b>213</b>	<b>137</b>	<b>2,024</b>

\*Includes non-standard typologies, such as Studios or typologies that are yet to be defined.

### 2. Progress towards 3,000 place target



s9(2)(f)(iv)

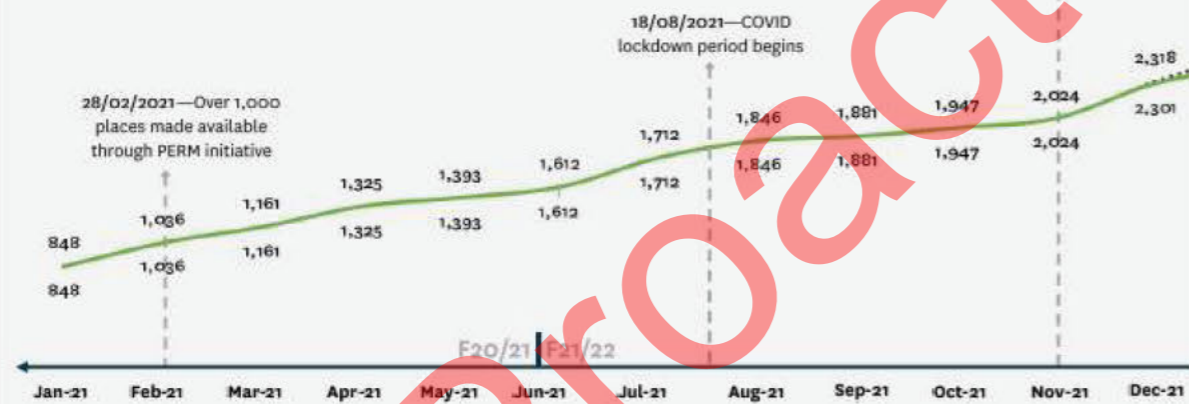
As at 15/11/2021, it is expected that between s9(2)(f)(iv) places could be made available by the end of June 2022.

#### Key facts about our overall pipeline activity:

- 75 percent of our forward pipeline, out to end of June 2022, is new build, up from 43 percent of the original 1,000 places under HAP
- Over 100 places are being secured in the pipeline each month
- We're currently investigating more than 162 additional places to reinforce our pipeline and deliver by June 2022

s9(2)(f)(iv)

■ Less certain— Predicted delivery if all places of 50% confidence or more become available  
 ■ More certain— Predicted delivery if all places of 90% confidence or more become available



Update as at 15/11/2021  
(previous update was as at 30/09/2021)

# ATTACHMENT D

Ministry of Social Development Monthly EH-SNG Dashboard Report to Ministers

**Emergency Housing SNGs | Sep 2021** | Emergency housing is short-term accommodation (usually in motels) for individuals who have an urgent need because they are unable to remain in their usual place of residence. It is funded through Special Needs Grants that clients apply for when they cannot access accommodation and we've explored all the other options available to them. Grants can cover between 1 and 21 nights accommodation at a time.



Amount granted Sep 2021  
**\$32.2M**  
 \$2.8M more than last month

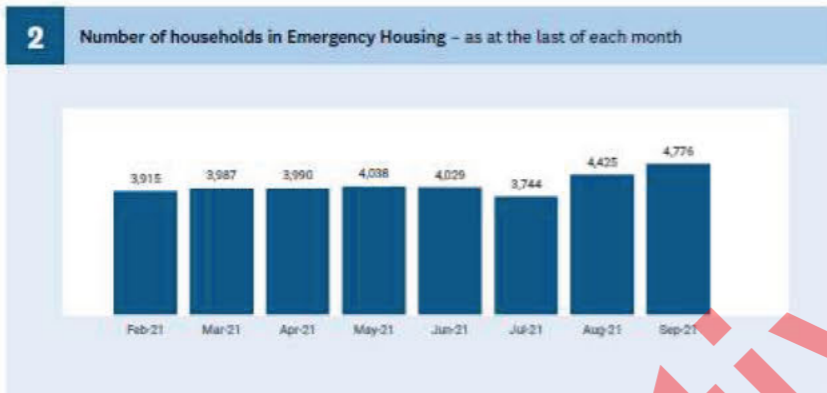
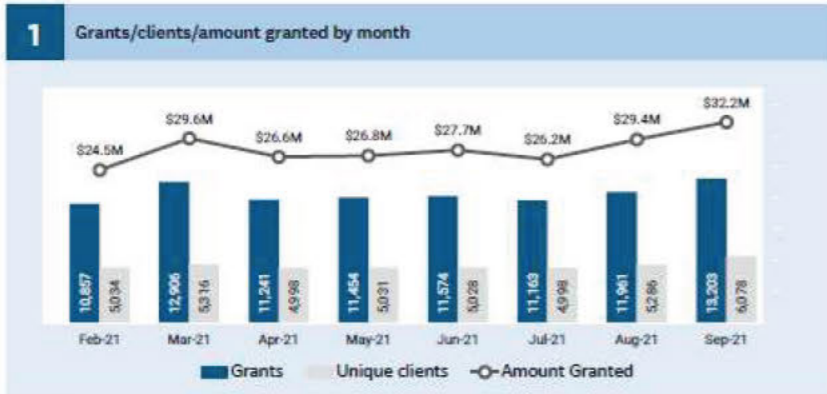
Monthly emergency housing special needs grants  
**13,203**  
 1,242 more than last month

Current households in emergency housing as at 30 Sep  
**4,776**  
 354 more than last month

Adults in emergency housing as at 30 Sep  
**5,412**  
 354 more than last month

Children in emergency housing as at 30 Sep  
**4,509**  
 405 more than last month

## Emergency Housing – Over the month and historic numbers



**Commentary**

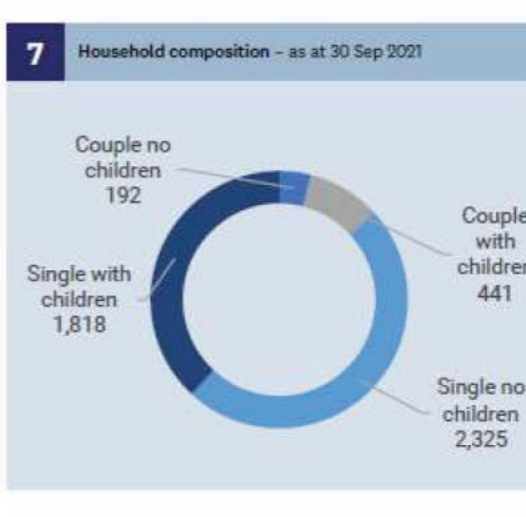
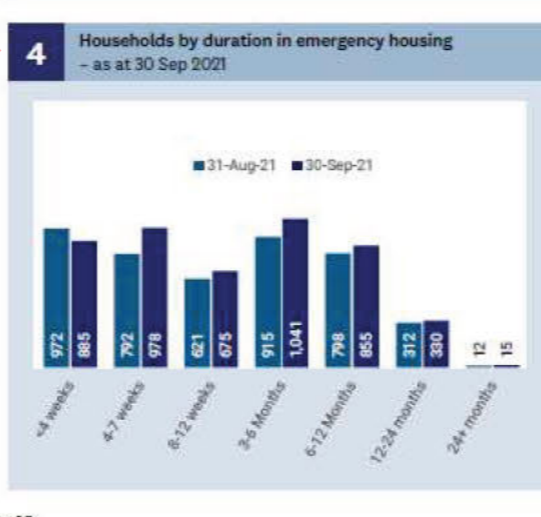
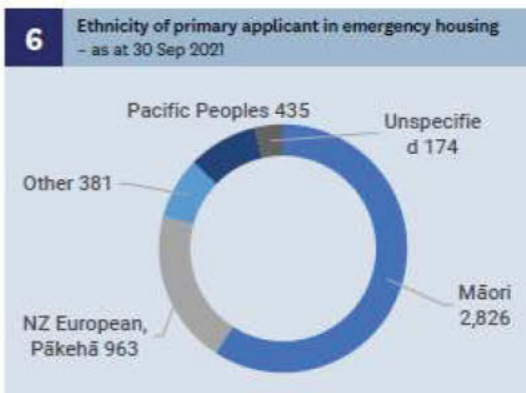
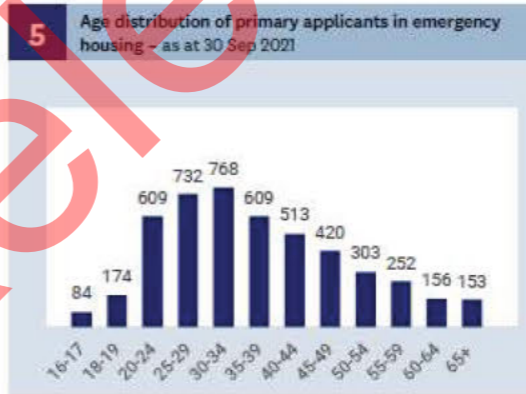
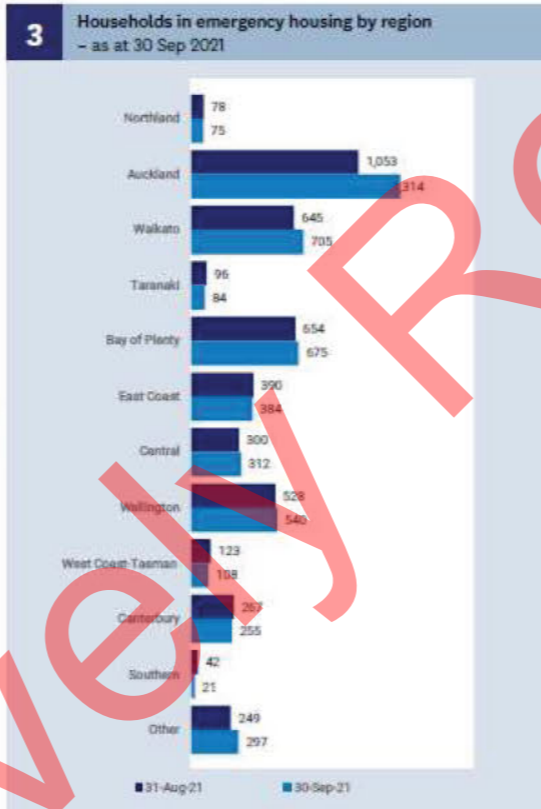
September saw the highest expenditure on Emergency Housing SNGs this year, with \$32.2m granted to just over 6,000 clients. This was driven by the ongoing effects of Alert Level changes, which led to nearly 800 more unique clients receiving an EH SNG in September compared to last month.

As at 30 September, there were 4,776 households in Emergency Housing, an increase of 351 on 31 August. This number is higher than at the end of May 2020, following last year's lockdown. However, the total number of households who received an EH SNG throughout the month was 200 fewer than in May 2020. This reflects lower rates of churn and that clients are now generally staying for a longer duration.

The average duration for clients in Emergency Housing decreased again this month to 16.4 weeks, down from 16.8 weeks in August. This is due to the increase in new households entering Emergency Housing over the last two months, which reduced the overall average.

The number of Emergency Housing households with medium and longer-term durations continues to increase, as Alert Level restrictions make it difficult for households to move to other forms of accommodation and fewer people are housed in Public Housing.

## Emergency Housing – At the end of the month



**Note:** Households living in Contracted Emergency Housing in Rotorua are not included in this reporting. The new model is being piloted in Rotorua. Reporting of the number of households in Contracted EH is currently unavailable.

Random rounding has been applied to these figures. Figures in tables may not add up to the total due to random rounding.