



# Report

**Date:** 13 April 2022

**Security Level:** IN CONFIDENCE

**To:** Hon Carmel Sepuloni, Minister for Social Development and Employment

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## Rotorua Emergency Housing Analysis

### Purpose of the report

- 1 This report introduces the analysis "Rotorua Emergency Housing Demand" and highlights the key insights from that analysis.

### Recommended actions

It is recommended that you:

- 1 **note** the contents of this report and the attached analysis "Rotorua Emergency Housing Demand" which describes context and drivers for Emergency Housing demand in the Rotorua District
- 2 **agree** to forward this report to the Minister of Housing

**Agree/Disagree**

PP

Viv Rickard  
Deputy Chief Executive  
Service Delivery

13/04/2022

Date

Hon Carmel Sepuloni  
Minister for Social Development and  
Employment

16/4/22

Date

## Background

- 2 Rotorua is a focus area for the Government because of its high level of housing need. Agencies have been working actively in Rotorua for some time. In late 2019 a place-based partnership was agreed between Rotorua Lakes Council (RLC), Te Arawa Iwi and government agencies.
- 3 The Rotorua Housing Taskforce was then established in late March 2021, made up of Rotorua Lakes Council, Te Arawa Iwi and officials from Te Tūāpapa Kura Kāinga– Ministry of Housing and Urban Development (HUD), MSD, Kāinga Ora and Te Puni Kōkiri. Police Officials and the Lakes District Health Board have also participated in some of the discussions.
- 4 On 13 May 2021, Ministers announced a range of immediate responses to the homelessness and emergency housing situation in Rotorua. This included:
  - HUD contracting specific motels to provide emergency accommodation and contracting additional wrap around support services to meet the needs of 200 families and whānau with children. Contracted Emergency Housing was established on 1 July 2021 in Rotorua to provide better support and outcomes for people living in Emergency Housing motels, particularly families and whānau with children. Currently 13 motels in Rotorua have been contracted by HUD and are housing around 250 households.
  - Implementation of Te Pokapū – a Rotorua Housing Hub to strengthen assessment and placement processes for clients and co-locate relevant services. Te Pokapū provides a single access point connecting people with the right contracted accommodation and providing advice on suitable commercial accommodation for those eligible for an EHSNG and support services in Rotorua. Agencies, Iwi and local providers are co-located with defined roles and responsibilities.
- 5 The Council remain interested in MSD data around who is staying in emergency housing in Rotorua. For example, there has been a persistent narrative over the last few years that the growing number of clients living in Emergency Housing in Rotorua has been driven by people from other parts of New Zealand moving to Rotorua.

## Key insights

- 6 The Rotorua District has experienced continued population growth since 2014, increasing house prices and rental prices, which combined with low levels of residential building consents, low incomes and high rates of benefit dependency have led to a high level of housing need in Rotorua.
- 7 While the Rotorua population is estimated to be 1.5% of the total New Zealand population, applications on the Public Housing Register from the Rotorua District account for 3.3% of all applications.
- 8 While the Public Housing Register in Rotorua has increased by almost 950 applications since October 2016, the number of active Public Housing tenancies has only increased by 161 (26%) tenancies, with 142 of these being provided by Community Housing Providers.
- 9 Around 250 families and whānau with children were prioritised to move from SNG funded Emergency Housing in to Contracted Emergency Housing. However there has been another increase in EH SNG use in Rotorua, with around 400 households being supported by Emergency Housing SNGs each month since September 2021.
- 10 There were 1,121 clients who entered Emergency Housing in Rotorua in 2021. We looked at their addresses one month before entering Emergency Housing and combined that data with manual investigation into client circumstances to determine that:

- 778 clients (69%) were already living in the Rotorua District TLA one month before entering Emergency Housing or had previously lived in the Rotorua District
  - A further 208 clients (19%) were living in one of the Neighbouring TLAs one month before entering Emergency Housing, where often supply of Emergency Housing is limited
  - The final 135 clients (12%) came from other TLA's across New Zealand or had an unknown address one month before their stay in Emergency Housing began.
- 11 This analysis shows that the vast majority of emergency housing special needs grant recipients in Rotorua are for clients from the Rotorua District or the surrounding areas. Of those who are not, around half were in Rotorua for family and whānau support. A lack of Emergency Housing Supply in neighbouring TLAs has also contributed to clients requiring Emergency Housing in Rotorua.
- 12 Of the 135 clients with an address from outside the Rotorua District TLA or a Neighbouring TLA one month before they entered Emergency Housing in Rotorua, case note investigation found that:
- 64 clients had family and whānau in Rotorua that they moved to be close to, many living temporarily with them before requiring Emergency Housing
  - 13 clients had returned home to nearby regions where their local Emergency Housing supply was unable to accommodate them and then moved to Rotorua
  - 10 moved to Rotorua for work opportunities, 8 clients were passing through and impacted by lockdowns, 9 had left prison or rehab and 2 clients had grants made in error
  - 9 clients had friends in Rotorua that they moved to be close to, again, with many temporarily living with these friends before requiring Emergency Housing
  - For 20 clients we were unable to establish a link to Rotorua during our investigations. However, this is not to say there is no link to Rotorua for these clients, it may just not have been recorded in client files.

## Next steps

- 13 MSD and other agencies remain closely engaged with Council and the Rotorua Housing Task Force in our efforts to implement a strengthened emergency housing approach. While Council is a key partner in the pilot's success it also has its regulatory position to consider.
- 14 RLC is currently considering options to ensure that motel use within its boundaries comply with the terms of the Resource Management Act, District Plan and other applicable regulation. It is possible that MSD or another agency may be named as a party to any proceeding.
- 15 MSD officials are available to discuss the content of this report should you require.

## Appendix

Rotorua Emergency Housing Demand – an analysis

REP/22/4/326

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# Rotorua Emergency Housing Demand – an analysis

## *Purpose*

The purpose of this analysis is to attempt to understand the drivers contributing to the demand for Emergency Housing in Rotorua. We also look at where clients staying in Emergency Housing in the Rotorua District have come from, and if they have not recently been living in Rotorua, what their connections are to the area.

## *Background*

Rotorua is a focus area for the Government because of its high level of housing need. Government has been working actively in Rotorua for some time. In late 2019 a place-based partnership was agreed between Rotorua Lakes Council, Te Arawa Iwi and government agencies. The Rotorua Housing Taskforce was then established in late March 2021, made up of Rotorua Lakes Council, Te Arawa Iwi and officials from Te Tūāpapa Kura Kāinga–Ministry of Housing and Urban Development (HUD), MSD, Kāinga Ora and Te Puni Kōkiri. Police Officials and the Lakes District Health Board have also participated in some of the discussions.

On 13 May 2021, Ministers announced a range of immediate responses to the homelessness and emergency housing situation in Rotorua. This included:

- HUD contracting specific motels to provide emergency accommodation and contracting additional wrap around support services to meet the needs of 200 families and whānau with children. Contracted Emergency Housing was established on 1 July 2021 in Rotorua to provide better support and outcomes for people living in Emergency Housing motels, particularly families and whānau with children. Currently 13 motels in Rotorua have been contracted by HUD and are housing around 250 households.
- Implementation of Te Pokapū – a Rotorua Housing Hub to strengthen assessment and placement processes for clients and co-locate relevant services. Te Pokapū provides a single access point connecting people with the right contracted accommodation and providing advice on suitable commercial accommodation for those eligible for an EHSNG and support services in Rotorua. Agencies, Iwi and local providers are co-located with defined roles and responsibilities.

MSD and HUD are continuing to engage with Rotorua Lakes Council. Some of the specific concerns from the Council include:



- compliance of motels (contracted and non-contracted) with the Resource Management Act 1991 and Building Act 2004. The Council are planning to take regulatory action over 2022
- suitability and safety issues with many of the backpackers and motels being used for emergency accommodation. For example, many have outdated fire systems and are not suitable for longer term stays
- mixed use of motels for tourists and EHSNG clients is seen to impact on both security and certainty for EHSNG clients
- concentration of motels along key streets.

The Council remain interested in MSD data around who is staying in emergency housing in Rotorua. For example, there has been a persistent narrative over the last few years that the growing number of clients living in Emergency Housing in Rotorua has been driven by people from other parts of New Zealand moving to Rotorua.

## **Key Findings**

### **Drivers and Context**

While the Rotorua population is estimated to be 1.5% of the total New Zealand population, the Rotorua District Territorial Local Authority (TLA) has higher levels of benefit dependency and Emergency Housing use and accounts for 3.3% of applications on the Public Housing Register, indicating higher levels of housing need in Rotorua.

The introduction of Contracted Emergency Housing in Rotorua temporarily decreased demand for Emergency Housing SNGs, but overall demand has remained high, with 9% of all Emergency Housing clients being situated in Rotorua.

Reasons for high demand for Emergency Housing in Rotorua are:

- Rotorua median rents growing at a faster rate than national rents
- House prices in Rotorua growing at a faster rate than national rates
- Higher levels of benefit dependency and of unemployment than the overall population
- Earnings at less than the national median
- Low levels of residential building consents
- Faster growth in applications on the Public Housing Register than national averages

Public Housing in Rotorua has increased by 161 tenancies in the last 5 years, primarily driven by Community Housing Providers, while the Public Housing Register has had an additional 950 applications in the same period.



## Where people are coming from

This analysis shows that the vast majority of emergency housing special needs grant recipients in Rotorua are for clients from the Rotorua District TLA or the surrounding areas. Of those who are not, around half were in Rotorua for family and whānau support.

There were 1,121 clients who entered Emergency Housing in Rotorua in 2021. We looked at their addresses one month before entering Emergency Housing and combined that data with manual investigation into client circumstances to determine that:

- 778 clients (69%) were already living in the Rotorua District TLA one month before entering Emergency Housing or had previously lived in the Rotorua District
- A further 208 clients (19%) were living in one of the Neighbouring TLAs one month before entering Emergency Housing, where often supply of Emergency Housing is limited
- The final 135 clients (12%) came from other TLA's across New Zealand or had an unknown address one month before their stay in Emergency Housing began.

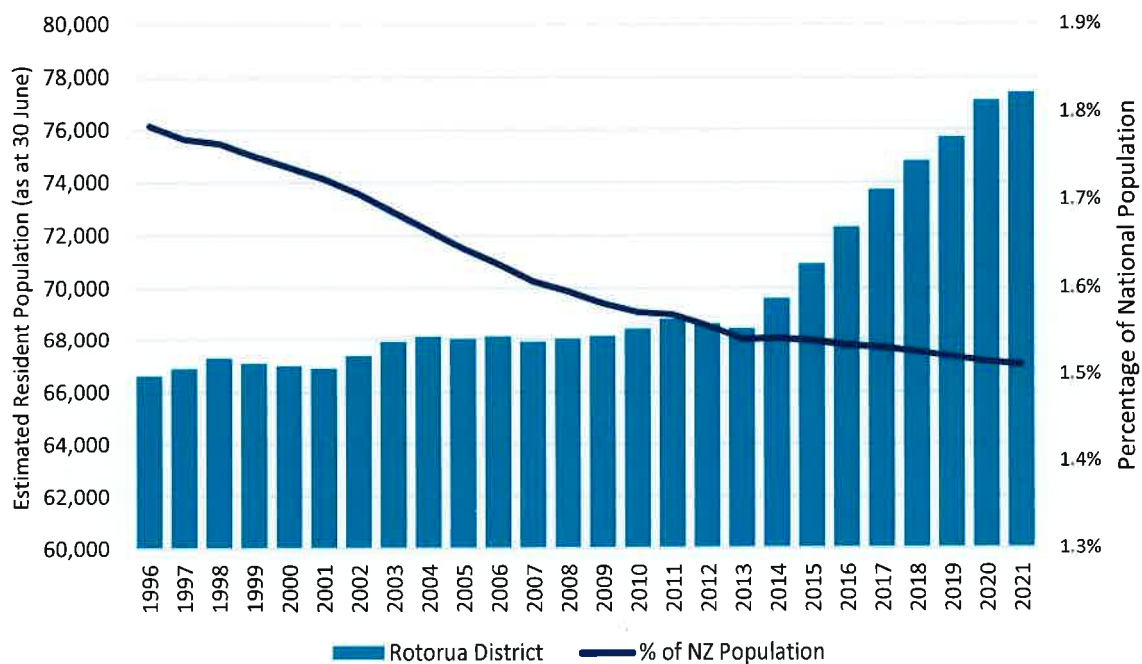
Of the 135 clients with an address from outside the Rotorua District TLA or a Neighbouring TLA one month before they entered Emergency Housing in Rotorua, case note investigation found that:

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## Rotorua Population and income demographics

The Rotorua estimated resident population has increased 7% between June 2016 and June 2021, after a long period of stability between 2003 and 2013. Rotorua growth has been slower than the total New Zealand population, as the percentage of the estimated New Zealand population in Rotorua has been decreasing. As at June 2021, it is estimated by Statistics New Zealand that the Rotorua population is 1.51% of the New Zealand total estimated resident population, down from 1.78% in June 1996.

**Figure 1: Estimated Resident Population for Rotorua District and the percentage of the total New Zealand population this is by year (30 June)<sup>1</sup>**



### Income and Employment

The average unemployment rate in the Rotorua District was 6.1% in December 2021. This was higher than the New Zealand Average of 3.8% and the total Bay of Plenty Region with a rate of 4.5%<sup>2</sup>.

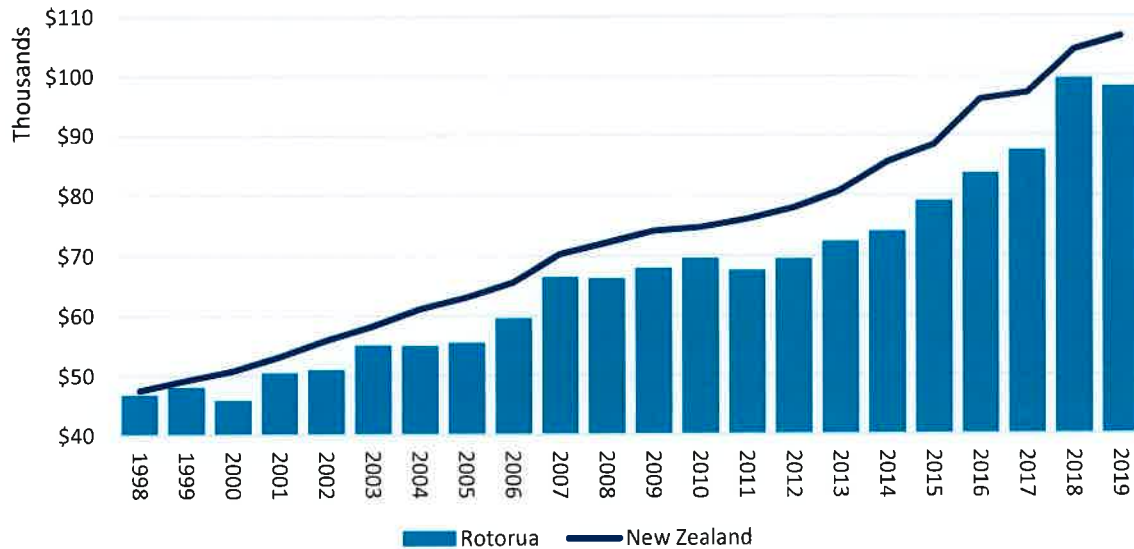
MBIE estimates the mean annual household income in Rotorua for 2019 to be \$98,000 down 1.4% from \$99,400 in 2018. This is lower than the National mean household income of \$106,600 which had increased 2.1% in the same period, up from \$104,400 in 2018.

<sup>1</sup> Estimated Resident Population sourced from [Home | Stats NZ](#) March 2022

<sup>2</sup> [Quarterly Economic Monitor | Rotorua District | Unemployment rate \(infometrics.co.nz\)](#) March 2022

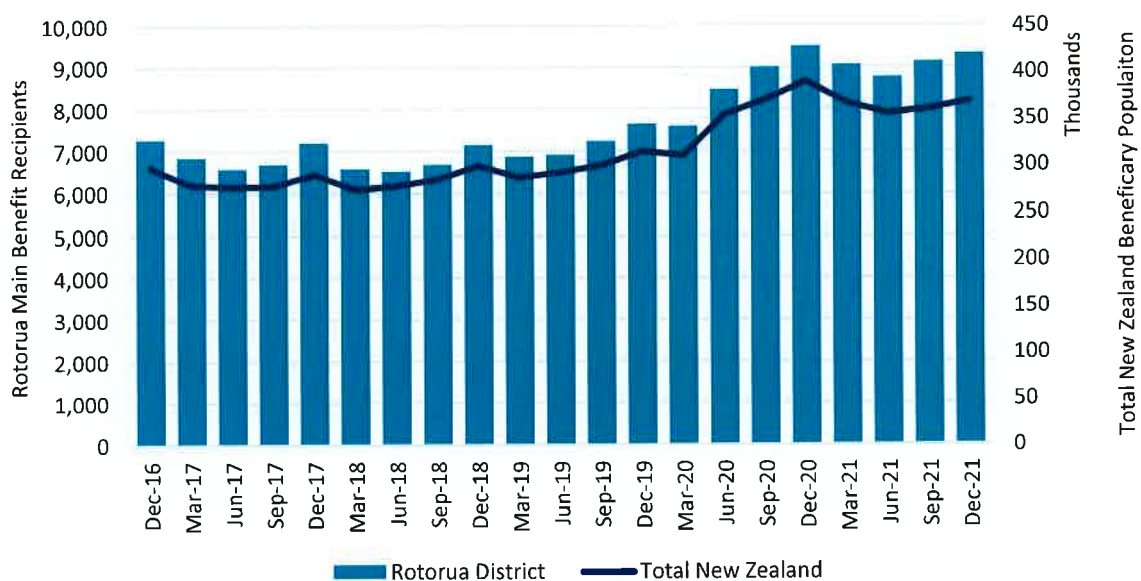


**Figure 2: Rotorua District and Total New Zealand mean annual household income<sup>3</sup>**



As at the end of December 2021, there were 9,303 benefit recipients in Rotorua. This accounts for 2.5% of the National Benefit population, meaning that Rotorua has higher levels of beneficiary assistance than proportionally is expected with 1.5% of the New Zealand population. This number included 5,313 recipients receiving Jobseeker Support, 2,208 receiving Sole Parent Support and 1,590 receiving Supported Living Payments.

**Figure 3: Rotorua District and Total New Zealand Main Benefit population<sup>4</sup>**



<sup>3</sup> Mean Annual Household Income sourced from [Regional economic activity report \(mbie.govt.nz\)](https://www.mbie.govt.nz) March 2022

<sup>4</sup> MSD benefit factsheets [Benefit Fact Sheets - Ministry of Social Development \(msd.govt.nz\)](https://www.msd.govt.nz)





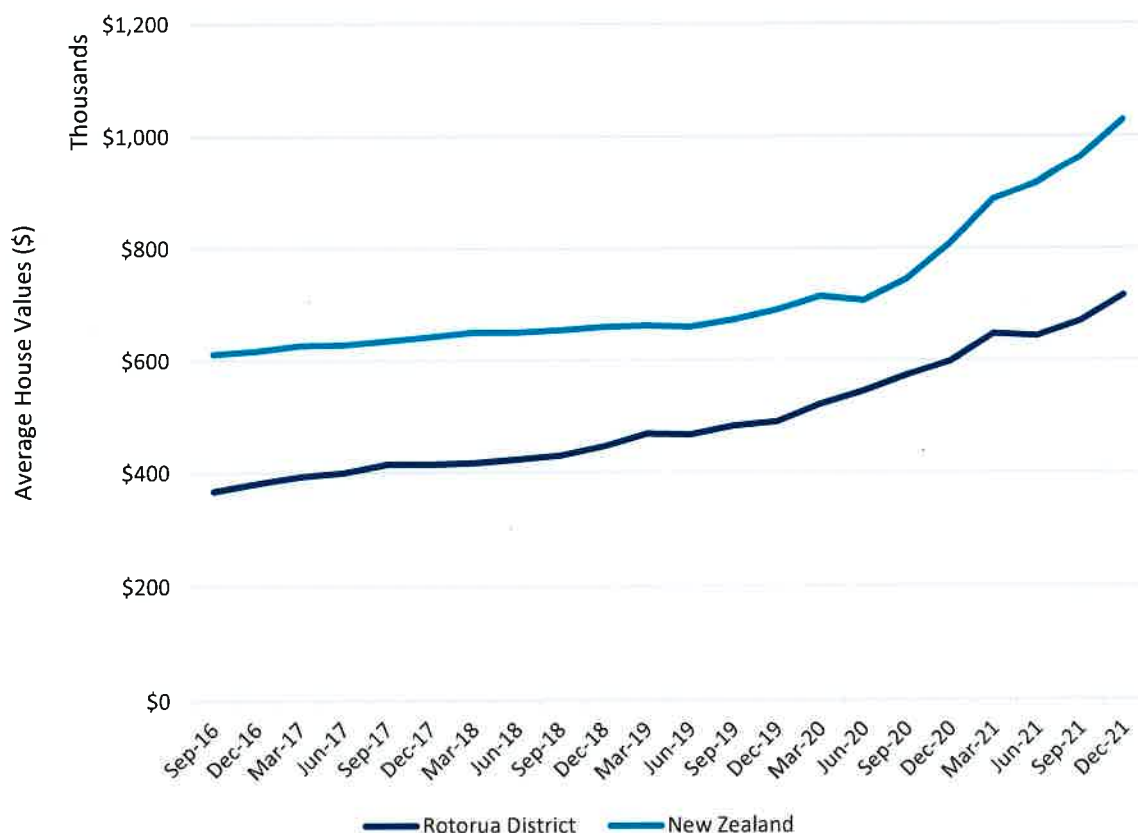
## Rotorua Housing and Rental Market

The 2018 New Zealand Census estimated there were 28,562 private dwellings in Rotorua, with an additional 99 under construction. It estimated that 25,236 (88%) of these dwellings were occupied<sup>5</sup>.

### House Values

While Rotorua house values have increased, as at the end of 2021 they are on average \$300,000 less than the National House price. Rotorua house prices have increased at a higher rate with Rotorua house prices sitting around 60% of National values at the end of 2016. This has increased with Rotorua houses now being valued at around 70% of the National house price.

**Figure 4: Average House Value by month, Nationally and for Rotorua District<sup>6</sup>**



<sup>5</sup> Statistics NZ [Place Summaries | Rotorua District | Stats NZ](#)

<sup>6</sup> Average House Value sourced from [www.infometrics.co.nz](http://www.infometrics.co.nz) March 2022

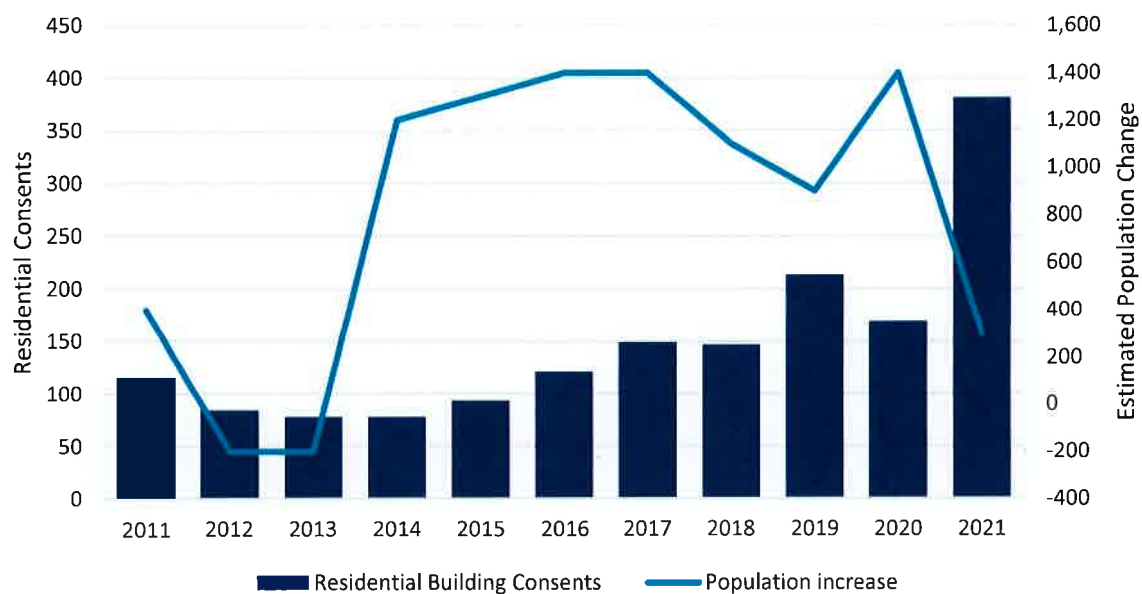


## Building Consents

It is estimated that Rotorua’s population grew by 5,100 people in the last 5 years, while only 1,179 residential consents were issued in Rotorua District, with a large proportion of these consents being issued in the last 12 months.

There was a period of sustained population growth between 2014 and 2020 where Residential consents were low and did not increase at the expected rate to support the increases in population.

**Figure 5: Number of Residential Consents for Rotorua District and the Estimated Population Change<sup>7</sup>**



In 2021, there were a total of 48,899 residential consents granted across New Zealand, with only 381 (0.8%) being in the Rotorua District. While Rotorua consents increased in 2021, between 2016 and 2020 they only accounted for between 0.40 and 0.57% of total New Zealand residential consents.

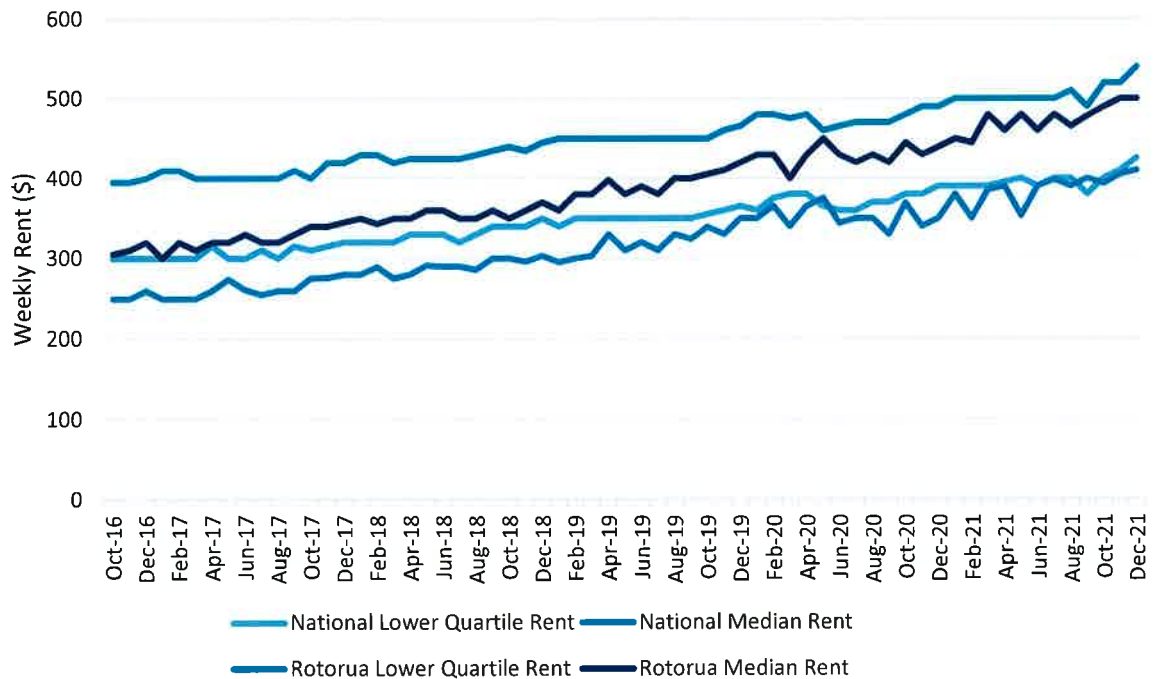
## Rental Market

Median and lower quartile rents in the Rotorua District have grown at a faster rate than National rents have for the last few years. This is shown in Figure 6, where the distance between the dark blue line and the dark teal line has narrowed as Rotorua rents have moved closer to the National rents. In 2016 Rotorua median rents were around \$100 less than the National median; this difference had reduced to between \$20 and \$40 for most of 2021.

<sup>7</sup> Residential Consents sources from Statistics NZ [Building consents issued: December 2021 | Stats NZ](#) March 2022



**Figure 6: Median and Lower Quartile Rent by month, Nationally and for Rotorua District<sup>8</sup>**



### Accommodation Supplement

Currently 2.4% of all Accommodation Supplement (AS) recipients are living in Rotorua. This equates to around 8,700 recipients in Rotorua, who on average are receiving almost \$78 a week towards their accommodation costs.

The increase in the weekly rates in 2018 was due to the changes to Accommodation Supplement as part of the Families Package. While the Rotorua District AS Area did not change (remaining at area 3), the maximum amount of Accommodation Supplement available to people in Rotorua did increase.

Between October 2016 and December 2021, the average weekly costs claimed by Rotorua clients for accommodation increased \$81 from \$221 to \$302. The increase in the maximum Accommodation Supplement rate means that the Accommodation supplement is still covering around 26% of clients' accommodation costs each week in Rotorua.

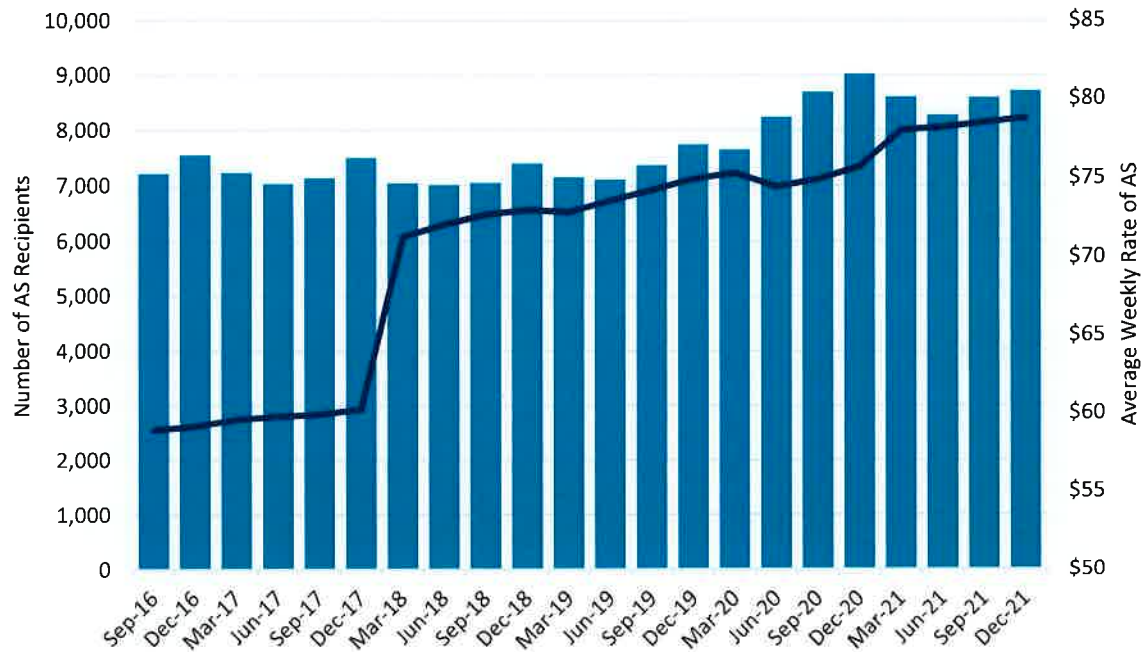
The quarterly trends in Accommodation Supplement recipients for the Rotorua District are very similar to the National trends, with both peaking at the end of December 2020. Rates of Accommodation Supplement always increase in December due to the increase in students receiving this assistance over the summer break, however the December

<sup>8</sup> Rental Data sourced from MBIE <https://www.tenancy.govt.nz/about-tenancy-services/data-and-statistics/rental-bond-data/> March 2022



2020 peak was much higher than expected due to the impacts of COVID-19 and the economy.

**Figure 7: Number of Accommodation Supplement Recipients and average weekly rate for Rotorua District**



## Public Housing Register, Tenancies and Numbers being Housed

### The Public Housing Register

The number of applications on the Public Housing Register in Rotorua has increased significantly. Between October 2016 and February 2022, the number of applications increased from 85 to 1,064 applications, a 1152% increase. Nationally in the same period the Public Housing Register increased from just over 6,000 applications to 31,654, an increase of 421%.

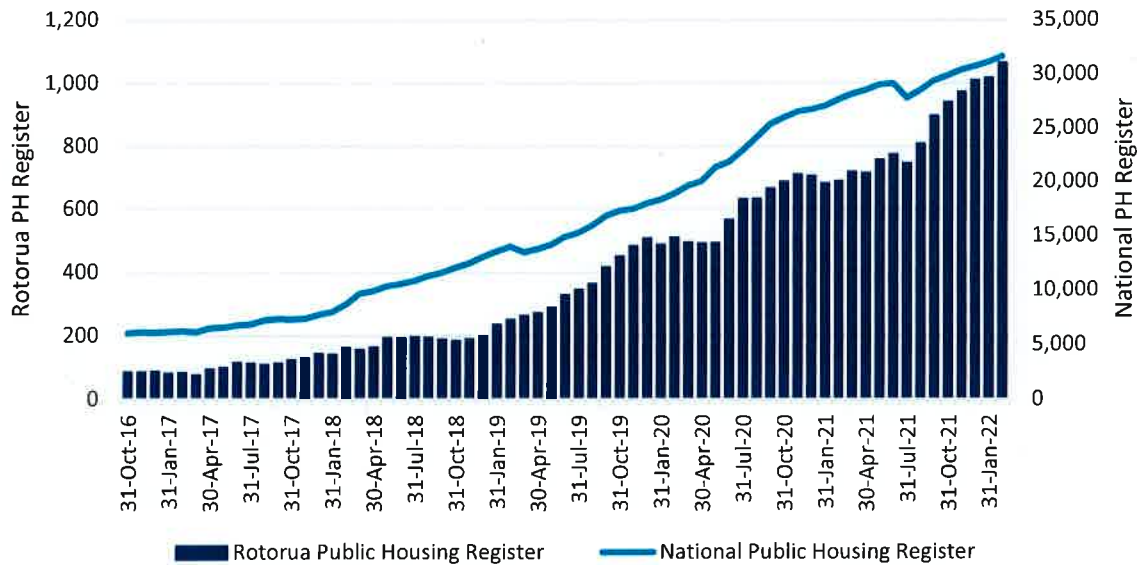
In Rotorua, 96% of applications on the Public Housing Register are on the Housing Register, with only 4% on the Transfer Register. Nationally 17% of the Public Housing Register are on the Transfer Register.

While Rotorua accounts for an estimated 1.5% of the New Zealand population, Rotorua based applications made up 3.3% of the Public Housing Register at the end of 2021.

In general, the level of need in Rotorua is higher than the national level with 69.4% of applications in Rotorua, as at 28 February 2022, having a priority rating of A20-A15, compared to the national level with 52.3% of applications being priority A20-A15. There are very few applications in Rotorua with a B priority, only accounting for 1.6% of applications, compared to the national level of 8.2% of applications.



**Figure 8: Number of Applications on the Public Housing Register Nationally and for Rotorua by month**

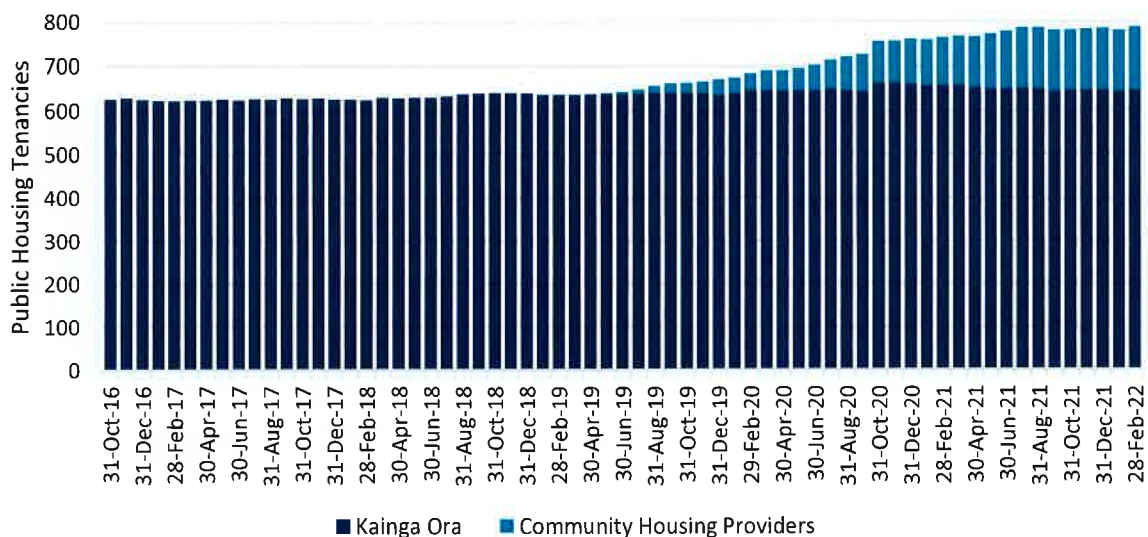


### Public Housing Tenancies

Currently 1.1% of Public Housing Tenancies are in the Rotorua District TLA, while, as stated above, 3.3% of the Public Housing Register applications are for applicants living in Rotorua. This increases to 3.9% when only considering those on the Housing Register and not those applicants on the Transfer Register.

While the Public Housing Register in Rotorua has increased by almost 950 applications since October 2016, the number of active Public Housing tenancies has only increased by 161 (26%) tenancies, with 142 of these being provided by Community Housing Providers.

**Figure 9: Number of Public Housing Tenancies in Rotorua by month and provider**





The number of applicants housed in Public Housing from the Register in Rotorua is proportionally lower than the number of applications in Rotorua on the Register. In 2021, 87 (1.4%) of new Public Housing Tenancies were in the Rotorua District, while at the end of 2021, 3.3% of the Public Housing Register applications were for applicants living in Rotorua, up from 2.5% of applicants in January 2021.

The increase in the number of applications housed in Rotorua in 2020 was due to applications being housed by Community Housing Providers. From the start of 2020 to the end of 2020 Community Housing providers increased the number of tenancies in Rotorua from 36 to 98.

**Table 1: Number of Applications housed in Public Housing each year in Rotorua and Nationally**

Year	Rotorua Number Housed	National Number Housed	Percentage in Rotorua
2016	61	6,597	0.9%
2017	59	7,075	0.8%
2018	58	6,588	0.9%
2019	80	7,267	1.1%
2020	152	7,067	2.2%
2021	87	6,116	1.4%

## ***Demand for Emergency Housing in Rotorua***

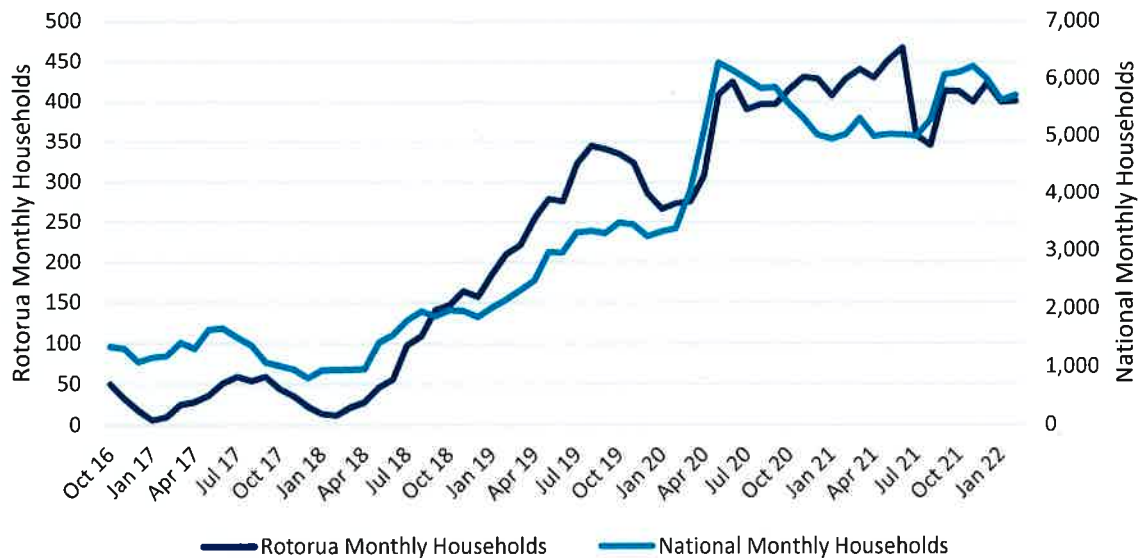
The number of households accessing Emergency Housing in Rotorua has increased significantly since 2016 in line with National trends.

Rotorua appears to have had higher proportions of households in Emergency Housing in 2019 (with around 10% of all Emergency Housing households being in Rotorua) and again at the start of 2021 where Rotorua households accounted for around 9% of all households. Noting, it is estimated that only around 1.5% of the National population is in Rotorua.

The number of households requiring Emergency Housing in Rotorua increased significantly in early-mid 2020 due to the National COVID-19 level four lockdown. This increase was in line with National trends as clients were unable to stay with family and friends or in other shared accommodation due to the bubble concept which was implemented to reduce the spread of COVID-19.

The monthly number of households in Rotorua accessing Emergency Housing Special Needs Grants (SNGs) dropped in mid-2021 with the introduction of Contracted Emergency Housing. Around 250 families and whānau with children were prioritised to move from SNG funded Emergency Housing in to Contracted Emergency Housing. However there has been another increase in EH SNG use in Rotorua, with around 400 households being supported by Emergency Housing SNGs each month since September 2021.

**Figure 10: National and Rotorua Households in Emergency Housing, funded by EH SNGs across each month<sup>9</sup>**



## Transitional and Contracted Emergency Housing in Rotorua

### Contracted Emergency Housing

Contracted Emergency Housing was established on 1 July 2021 in Rotorua to provide better support and outcomes for people living in emergency housing motels, particularly families and whānau with children.

The key changes agreed to by Cabinet as part of the Rotorua pilot were:

- 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.
- Providing better supports through HUD, who contract for additional wraparound support services to meet the needs of the families in those contracted motels, and MSD improving supports available for those remaining in the current EH-SNG funded places.
- The implementation of Te Pokapū – a Rotorua Housing Hub to strengthen assessment and placement processes for emergency housing clients and co-locate relevant services, including MSD.

<sup>9</sup> Due to suppliers of Emergency Housing not being geocoded in MSD systems, this data is based on EH SNGs where the clients address at the time of the grant is in the Rotorua Territorial Local Authority (TLA). Rotorua may not be the location of their Emergency Housing. Similarly, clients in Rotorua Emergency Housing with addresses outside of the Rotorua TLA will not be included in this analysis. This methodology is consistent with previously released data for OIAs and PQS, but does differ from the analysis in the second half of this paper.



Currently 13 motels in Rotorua have been contracted by HUD and are housing around 250 households. Contracted wraparound support services are provided to these households. Operational reporting obtained from HUD indicates an additional 250 households have been through this Contracted model since July 2021.

Additional support has also been made available to those remaining in non-contracted motels which are funded via EH SNGs.

### Transitional Housing

The most recent data available on HUD’s website states there are 111 Transitional Housing places in the Rotorua District as at 30 September 2021. Data from HUD’s monthly factsheets indicates there were less than 15 Transitional Housing places in Rotorua in October 2016.

The number of Transitional Housing places nationally has increased 319% from 1,123 in June 2017 to 4,710 places in September 2021. The number of Transitional Housing places in Rotorua has increased 594% from 16 places to 111 places.

The number of Transitional Housing places in Rotorua dropped in mid-2020 to 68 places, due to the closure of the Night Shelter in Rotorua that was being managed by Visions of a Helping Hand. The majority of clients displaced from the Night Shelter were placed into COVID Motels (contracted by HUD), which continue to operate in Rotorua with Visions of a Helping Hand providing wraparound support to clients.

As at the end of September 2021, 2.4% of the Transitional Housing places were in Rotorua, while 6.8% of Emergency Housing households were in Rotorua that month, with an additional 250 households also being accommodated in Contracted Emergency Housing.

**Figure 11: National and Rotorua Transitional Housing places by quarter<sup>10</sup>**



<sup>10</sup> Data Sourced from the Ministry of Housing and Urban Development [The Government Housing Dashboard | Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development \(hud.govt.nz\)](https://www.hud.govt.nz/the-government-housing-dashboard/) March 2022





## ***Where are Rotorua Emergency Housing clients coming from?***

### **Approach**

For the following analysis, we looked at all of the clients who entered Emergency Housing in 2021 (i.e. a new spell began in Emergency Housing<sup>11</sup>). This population was then reduced to only include clients who had spent time in 2021 in Rotorua Emergency Housing<sup>12</sup>. There were 1,121 clients who began 1,213 spells in Emergency Housing in 2021 and spent part of that spell in Rotorua during 2021.

The following analysis uses this 1,121 as our base population<sup>13</sup>. The first spell a client began in 2021 is the spell retained for this analysis.

A Client's recorded address<sup>14</sup> one month before the beginning of their Emergency Housing stay was used to determine where clients were coming from before entering Emergency Housing in Rotorua in 2021. Clients were then classified into four groups based on this previous address information, at the Territorial Local Authority (TLA) level. The following 4 categories were used:

- Clients with an address in Rotorua a month before entering Emergency Housing (Blue on Figure 12 below)
- Clients with an address in Neighbouring TLA's a month before entering Emergency Housing (Teal on Figure 12 below). This includes the following TLAs: Western Bay of Plenty, Kawerau District, Whakatāne District, Tauranga City, Ōpōtiki District, Waipa District, Taupō District and South Waikato District (Blue on Figure 12 below)
- Clients with an address in another part of New Zealand a month before entering Emergency Housing
- Clients with an unknown address one month before entering Emergency Housing.

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<sup>11</sup> This analysis is based on spells in Emergency Housing. A spell is defined as an almost continuous period in Emergency Housing which is ended after an absence period of 4 weeks or more. If the client returns to Emergency Housing with more than 4 weeks between their last check out date and next check in date, this is considered to be the beginning of a new spell in Emergency Housing.

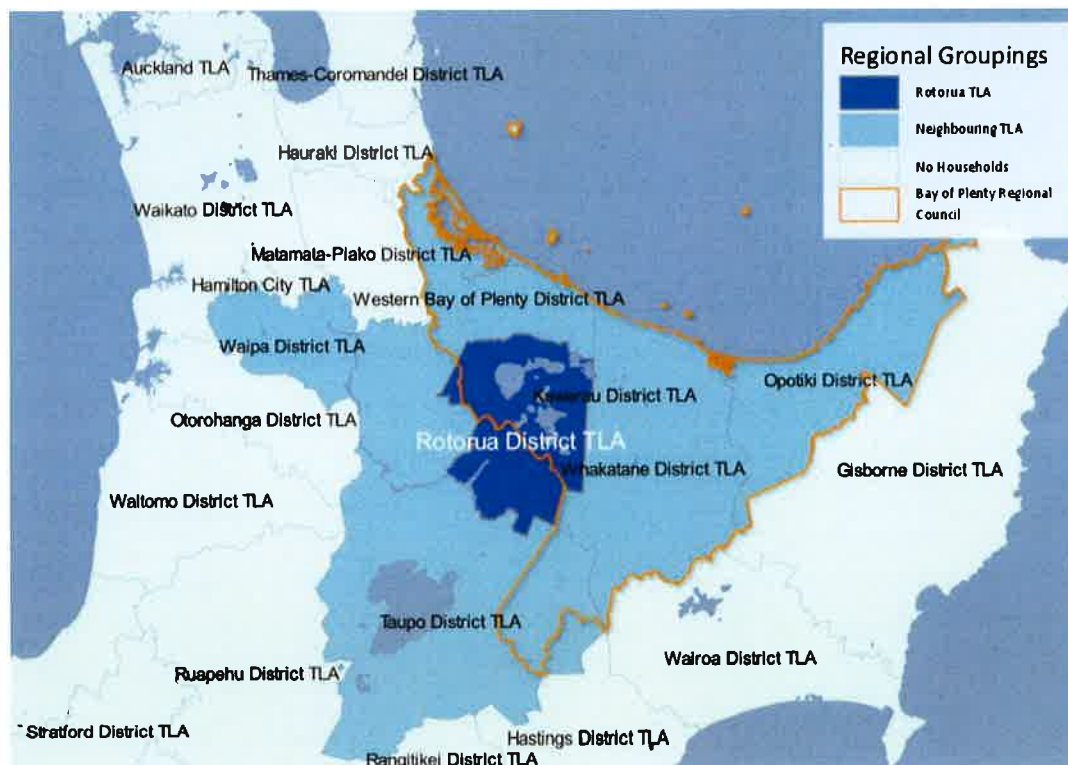
There were 84 clients included in this analysis who had more than one spell begin in Emergency Housing in Rotorua in 2021 (16 clients had 3 spells begin and 76 clients had 2 spells begin in 2021). To simplify the analysis these spells are referred to individually as if the clients were not re-entering Emergency Housing and were in fact new clients and are labelled as such in this analysis.

<sup>12</sup> This analysis uses experimental geocoding tools and processes to estimate regions for Emergency Housing Suppliers. Due to the nature of this new and unofficial analysis method, previously published data and analysis will differ as different logic is used to determine the region of suppliers.

<sup>13</sup> This analysis does not include clients who were already in Emergency Housing prior to 1 January 2021. This analysis does not take into account previous spells a client may have had in Emergency Housing.

<sup>14</sup> The computational analysis carried out of addresses one month prior to a client entering Emergency Housing only looked at recorded residential addresses. The subsequent manual analysis looked at all recorded addresses on a client's file which provides a fuller picture of a client's location. A number of clients may not have previous address information recorded in MSD systems as they may not have been MSD clients prior to entering Emergency Housing.

**Figure 12: Map of TLAs, Regional Council and classifications used for analysis**



### **Where did clients live before they entered Emergency Housing?**

Our initial approach to the question of where clients were living before entering Emergency Housing was to use the approach outlined above. We were looking only at the clients address data exactly one month prior to entering Emergency Housing.

This preliminary analysis determined that, of the 1,121 clients that entered Emergency Housing in 2021 and stayed in Emergency Housing in Rotorua:

- 668 (60%) were already living in the Rotorua District one month before entering Emergency Housing
- A further 208 (19%) clients were living in one of the Neighbouring TLAs
- Another 171 (15%) came from other regions across New Zealand, including Auckland and Tauranga City
- The remaining 74 clients (7%) had an unknown address one month before their stay in Emergency Housing began

In total, 79% of clients were confirmed through previous address data as living in Rotorua or a neighbouring TLA in the month before entering Emergency Housing using MSD address data.

This analysis is extended upon in the following section where case notes and individual client circumstances are used to supplement this analysis.



**Figure 13: Initial analysis of Address of clients one month prior to entering Emergency Housing in Rotorua in 2021**

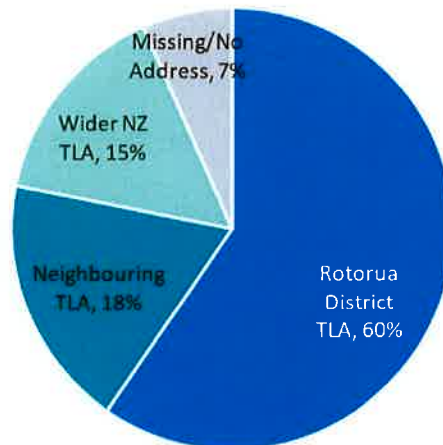


Figure 14 below shows that the Whakatane District contributed the highest number of clients, with 58 clients (5%) in Emergency Housing in Rotorua coming from the Whakatane District based on client addresses one month prior.

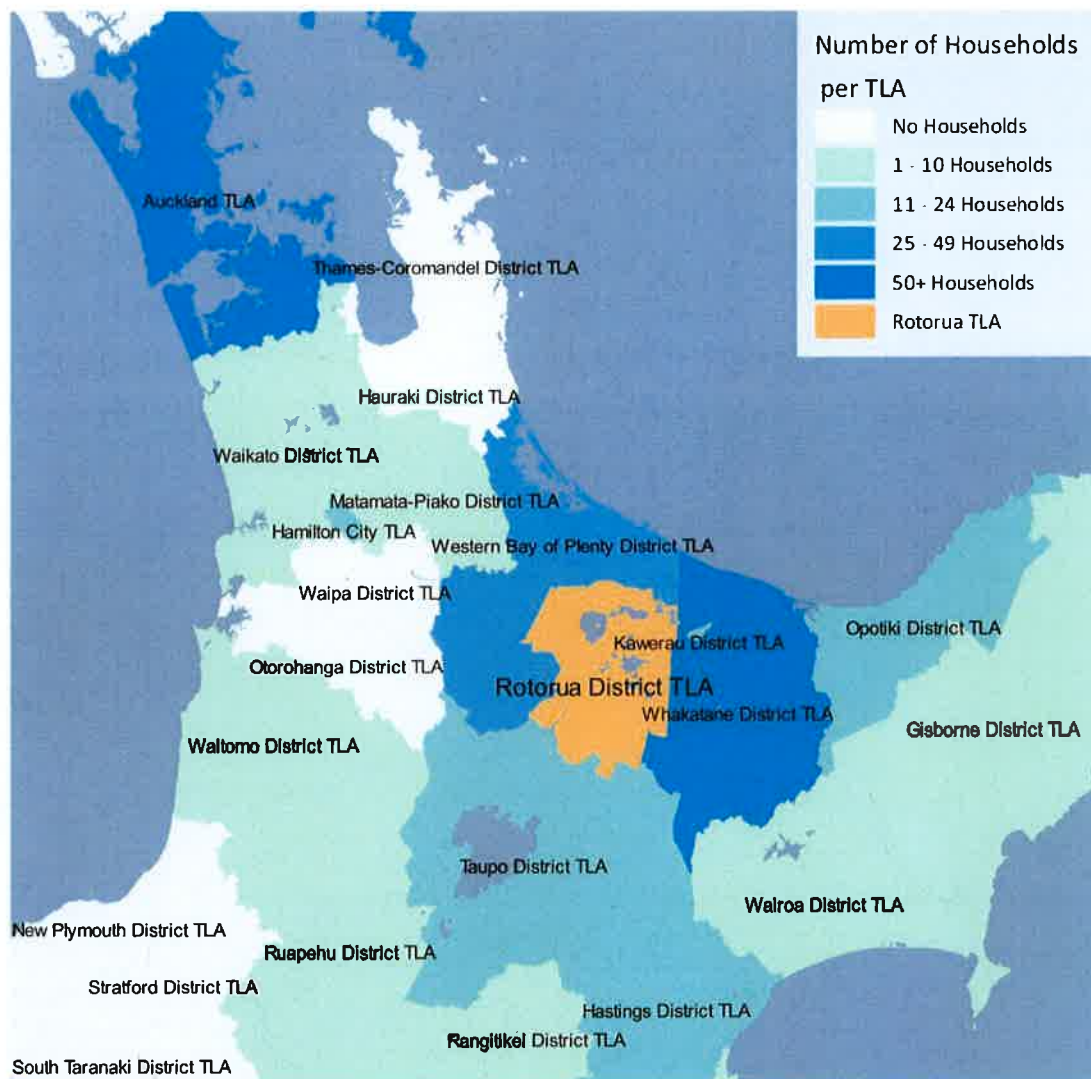
Another 59 clients (5%) had addresses in the Auckland City TLA one month before entering Emergency Housing and staying in Rotorua at some point.

Tauranga City (36) and South Waikato District (29) TLAs each represented 3% of clients based on their previous addresses, with small numbers having addresses in other TLAs across of New Zealand.

There are 9 clients (1%) with addresses in the South Island one month before entering Emergency housing in 2021 which included a stay in Rotorua Emergency Housing at some stage in 2021. These clients had addresses in Christchurch City (4), Nelson City (1), Tasman District (1), Dunedin City (1) and Clutha District (2).



**Figure 14: Location of clients with a non-Rotorua District address one month prior to entering Emergency Housing 2021 by Territorial Local Authority (TLA)**



### **An in-depth look at clients with addresses in other regions**

For the analysis above, we were looking at the data to find an address exactly one month before the client entered Emergency Housing. Due to gaps in recorded addresses in MSD's Client Management System (CMS) this sometimes did not pick up that the client was already living, or previously had been living, in Rotorua.

We closely examined the client files, address history and case notes of the 245 (21.8%) clients who had an address outside of Rotorua or the neighbouring TLAs one month before they entered Emergency Housing.

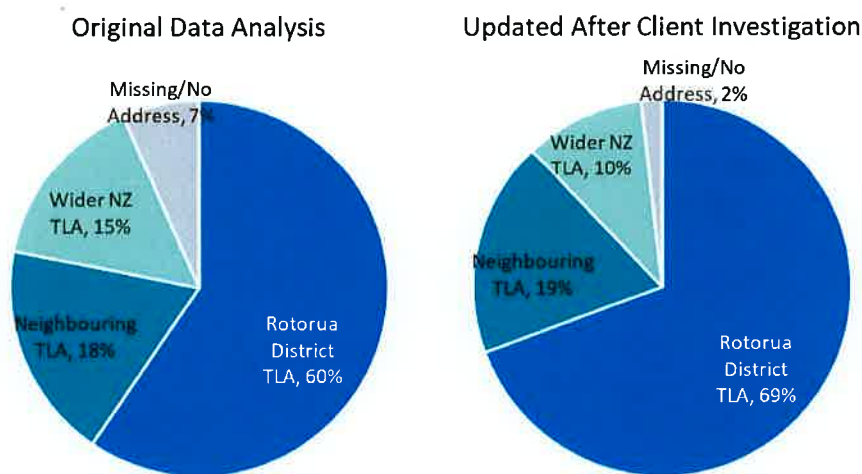
The available address history for these 245 clients showed that 56 (33%) of the clients from the wider TLAs of New Zealand and 54 (73%) of the clients with an unknown address were from or had previously lived in Rotorua. This means that a total of 110

(45%) of the 245 clients who had appeared to come from outside the Rotorua region, had previously lived in the Region. Many had address records that showed these clients were from Rotorua or had lived in Rotorua for a number of years before requiring Emergency Housing.

Investigation showed that missing addresses were common while clients were sleeping in cars or staying temporarily with family or friends prior to requiring Emergency Housing.

Updating the pie graph above in figure 13 to account for this new information, we can now see that 70% of the clients who entered Emergency Housing in Rotorua in 2021 were from Rotorua or had previously been living in Rotorua.

**Figure 15: Location of applicants one month prior to entering Emergency Housing in Rotorua for 2021 – updated to include those from the Rotorua region who were originally classified as coming from outside the wider Bay of Plenty**

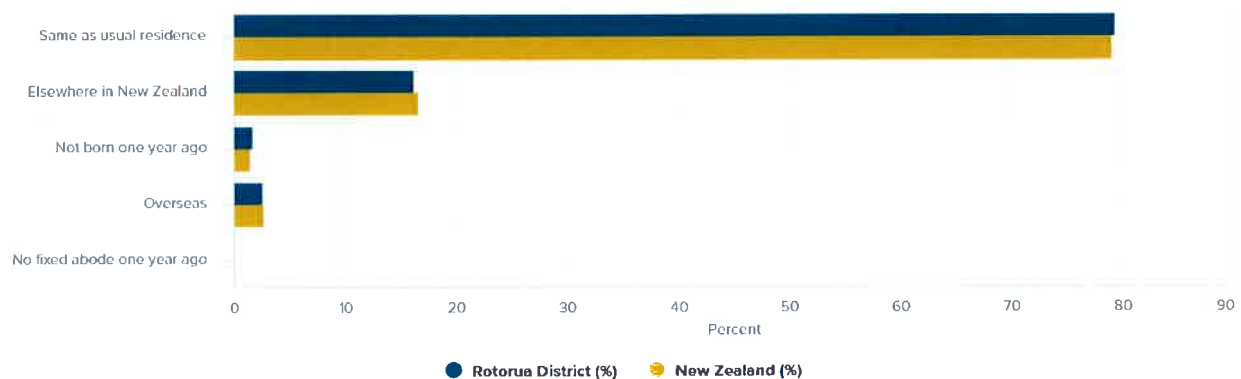


This analysis aligns with information produced by Statistics New Zealand as part of the 2018 New Zealand Census. This found that in 2018, 16.3% of those living in the Rotorua District had been living outside the Rotorua District a year earlier<sup>15</sup>.

<sup>15</sup> Usual Residence one year ago Sourced from Statistics New Zealand [Place Summaries | Rotorua District | Stats NZ](#) March 2022



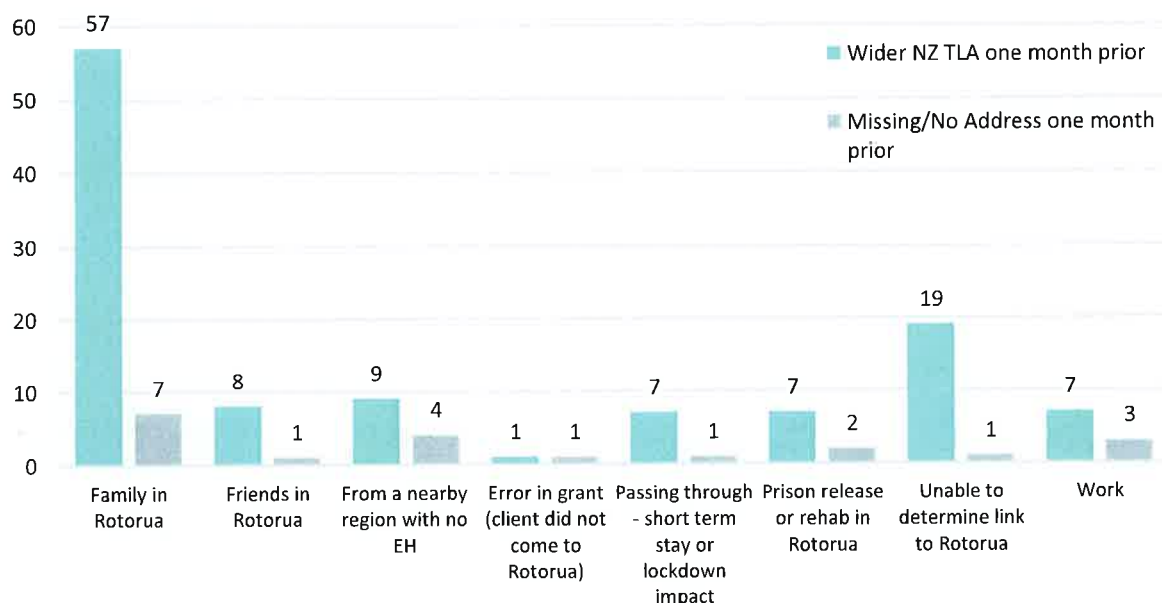
**Figure 16: Usual residence one year ago for people in Rotorua District and New Zealand, 2018 Census<sup>16</sup>**



### Why are clients coming to Rotorua?

For those who did not previously have an address in Rotorua, or after searching address history did not appear to have a history that indicated they were from Rotorua, we sought to establish the reason for their Emergency Housing need in Rotorua. This was done by looking at individual client case notes and the comments attached to their Emergency Housing SNG applications. The results of this analysis are displayed in figure 16 below.

**Figure 16: Clients with an address in wider NZ TLAs or unknown/missing one month prior to entering Emergency Housing (who were determined not to have been from Rotorua) by reason for requiring Emergency Housing in Rotorua**



<sup>16</sup> Statistics New Zealand have advised that this data needs to be treated with caution as there are high rates of missing data for the Māori population and usual residence one year ago variable is rated as poor quality



Of these 135 clients in Emergency Housing in Rotorua who did not have a previous address link to the district, 64 (47%) had family in Rotorua and an additional 9 (7%) had friends in Rotorua. Many of these clients had previously been living with their family or friends in alternative accommodation in Rotorua before requiring Emergency Housing for themselves. Others had come to assist with the care of family members, for example children or relatives.

13 (10%) of these clients who were in Rotorua Emergency Housing had returned to their hometowns in nearby regions and been unable to obtain Emergency Housing locally in these regions due to the limited supply available. This included clients seeking Emergency Housing in their hometowns of Kawerau, Taumarunui, Tokoroa and the Whakatāne District.

The rehabilitation services provided by Lifewise in Rotorua brought a small number of clients to Rotorua who required Emergency Housing pre- or post-rehabilitation. Likewise, there seemed to be a small number of clients recently released from prison who made their way to Rotorua to make a fresh start.

There were 8 clients (6%) who required Emergency Housing in Rotorua for short periods of time as they were passing through Rotorua on their way to another destination. In the case of 6 of these clients, the August 2021 lockdown impacted their need for and duration of Emergency Housing in Rotorua.

10 clients (7%) had relocated to Rotorua for work (including seasonal work) or for work opportunities without accommodation secured resulting in the need for Emergency Housing.

For the remaining 20 clients we were unable to establish a link from their case notes to Rotorua. This could be from a lack of information in the notes, or limited previous interactions with MSD. It is important to note that this does not mean that these clients did not have a link to Rotorua.

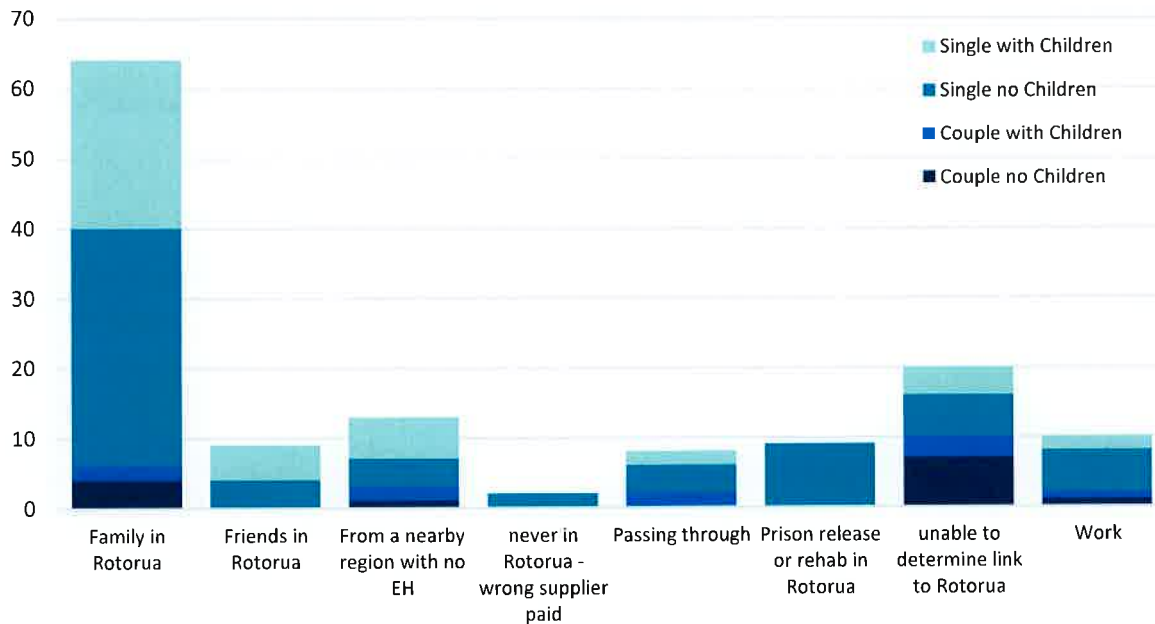
### **Characteristics of these clients**

Of the 135 clients who entered Emergency Housing in Rotorua without a previous address link to Rotorua, 47 (35%) were aged under 25, 60 (44%) were aged between 26 and 39, 25 (18%) were aged 40-64 and 3 (2%) were over 65.

When looking at the household type for these clients, 43 (32%) were single adult households with children staying in the Emergency Housing with them. 69 (51%) were single with no children. Only 23 (17%) were couples.



**Figure 17: Clients with an address in wider NZ TLAs or unknown/missing one month prior to entering Emergency Housing (who were determined not to have been from Rotorua) by reason for requiring Emergency Housing in Rotorua and household type**



Almost all these clients (86%) were on a benefit at the time of entering Emergency Housing, with 77 (57%) receiving Job Seeker Support, and 25 (18%) receiving Sole Parent Support. There were small numbers of clients receiving NZ Super, Supported Living Payment, Youth Payment or Young Parent Payments. An additional 5% of clients were receiving ongoing financial support from MSD in the form of supplementary assistance (Accommodation Supplement, Temporary Additional Support or Disability Allowance).

### Regional distribution of registered Emergency Housing Suppliers.

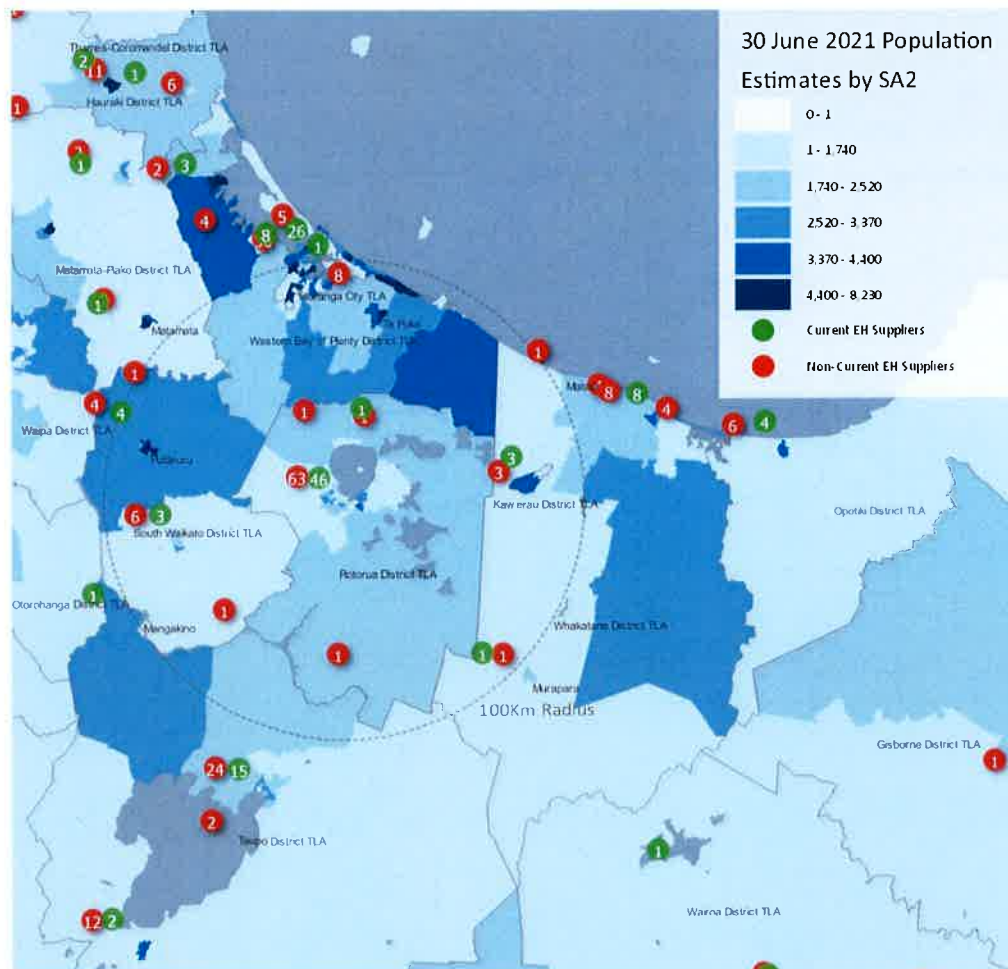
By incorporating Emergency Housing supplier information, we can gain insight into the availability and utilisation of Accommodation suppliers in the region. The lack of Emergency Housing suppliers in nearby TLAs is a contributing factor to the numbers of clients from nearby TLAs seeking accommodation in Rotorua.

Figure 18 below displays the number of current Emergency Housing suppliers (green circles) that have been used for Emergency Housing in the quarter ending December 2021. Non-Current suppliers (red circles) have been used previously for Emergency Housing but have not been in use in the quarter ending December 2021.

The number of suppliers within nearby TLAs has decreased, with only small numbers of Emergency Housing suppliers in use in nearby regions. Rotorua has the highest concentration of current Emergency Housing suppliers, with an additional 13 Contracted Emergency Housing providers, followed by Tauranga City and Taupō.



**Figure 18: Number of current and non-current Emergency Housing suppliers by location**



Population estimates sourced from StatHz: <https://www.stats.govt.nz/information-releases/subnational-population-estimates-at-30-june-2021-provisional>

### Clients who began their Emergency Housing stay outside of Rotorua

30 (2.7%) of the 1,121 clients in our population started their Emergency Housing stay in a region other than Rotorua, before relocating to Emergency Housing in Rotorua at some stage.

- 7 (23%) of these clients had an address in the Rotorua District one month before entering Emergency Housing in another TLA
- 10 (33%) of these clients had an address in one of the neighbouring TLAs one month before entering Emergency Housing outside of Rotorua
- 7 of these clients began their Emergency Housing stay in Auckland, 6 in Tauranga, 4 in Hamilton City and 4 in the Taupō District. The remaining clients began their spells in Hastings District (2), Ōpōtiki District (2), with one client beginning a spell in each of Nelson City, Kawerau District, Whakatāne District, Matamata-Piako District and Napier City

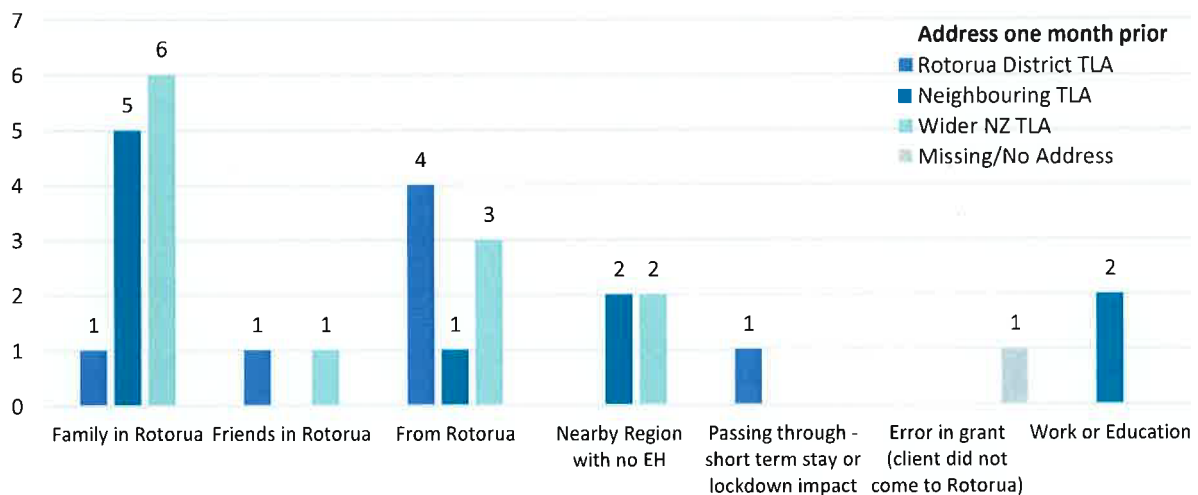


- 10 (33%) had relocated to Emergency Housing in Rotorua within the first month of their Emergency Housing stay

An investigation into these 30 clients' records to determine why they had moved from Emergency Housing in another region to Emergency Housing in Rotorua found that:

- 12 (40%) had family in Rotorua
- 8 (27%) were from Rotorua and had lived there previously
- 4 (17%) were in nearby regions where local Emergency Housing suppliers were unable to accommodate the client long term and had only offered short-term accommodation initially (Kawerau and Whakatane).
- 2 (7%) had moved to Rotorua for job opportunities or youth education
- 2 (7%) moved to Rotorua to be supported by friends
- 1 (2%) was passing through Rotorua and affected by the August lockdown
- 1 (2%) was for a client who was never in Rotorua as the grant was made in error.

**Figure 19: Clients who began their Emergency Housing spell outside of Rotorua before requiring Emergency Housing in Rotorua by Reason for moving to Rotorua and their address one month prior to entering Emergency Housing**



Report prepared by <sup>s9(2)(a)</sup> [redacted] and <sup>s9(2)(a)</sup> [redacted]

Housing Insights, System Performance

Ministry of Social Development

April 2022

Rautaki me Matawhānui

