



10 June 2024

Tēnā koe

Official Information Act request

Thank you for your email of 3 May 2024, requesting information about Kaiwhakaoranga Specialist Case Manager Services.

I have considered your request under the Official Information Act 1982 (the Act). Please find my decision set out below.

I acknowledge your refined request, of 13 May 2024, and note the Ministry's further email to you of 16 May, advising that your refined request still remained broad in scope. We have not heard further from you on whether there were any further refinements you could make to the scope of your request.

In order to provide you with the information you have requested, the Ministry would need to divert personnel from their core duties and allocate extra time to complete this task. The diversion of these resources would impair the Ministry's ability to continue standard operations and would be an inefficient use of the Ministry's resources. As such, your request is refused under section 18(f) of the Act, requires substantial collation. The greater public interest is in the effective and efficient administration of the public service.

I have considered whether the Ministry would be able to respond to your requests given extra time, or the ability to charge for the information requested. I have concluded that, in either case, the Ministry's ability to undertake its work would still be prejudiced.

However, we do have some information to hand which you may find helpful. Please find enclosed:

- REP/274/1/053 - *Future of the Kaiwhakaoranga Specialist Case Management Service and Christchurch Mosques Attack Welfare Programme* – 16 February 2024

You will note that the information regarding some individuals is withheld under section 9(2)(a) of the Act in order to protect the privacy of natural persons. The need to protect the privacy of these individuals outweighs any public interest in this information.

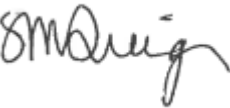
Further information is withheld under section 9(2)(g)(i) of the Act to protect the effective conduct of public affairs through the free and frank expression of opinions. I believe the greater public interest is in the ability of individuals to express opinions in the course of their duty.

I will be publishing this decision letter, with your personal details deleted, on the Ministry's website in due course.

If you wish to discuss this response with us, please feel free to contact OIA_Requests@msd.govt.nz.

If you are not satisfied with my decision on your request, you have the right to seek an investigation and review by the Ombudsman. Information about how to make a complaint is available at www.ombudsman.parliament.nz or 0800 802 602.

Ngā mihi nui

pp. 

Magnus O'Neill
General Manager
Ministerial and Executive Services

Report



**MINISTRY OF SOCIAL
DEVELOPMENT**
TE MANATŪ WHAKAHIATO ORA

Date: 16 February 2024

Security Level: In Confidence

To: Hon Louise Upston, Minister for Social Development and Employment

Future of the Kaiwhakaoranga Specialist Case Management Service and Christchurch Mosques Attack Welfare Programme

Purpose of the report

- 1 This report seeks your agreement on the future of the Kaiwhakaoranga Specialist Case Management Service and the Christchurch Mosques Attack Welfare Programme once funding ends on 30 June 2024. It also outlines how the affected community can continue to be supported by the core services of government agencies and other community providers beyond this date.

Executive summary

- 2 The Kaiwhakaoranga Specialist Case Management Service (the Service) and the Christchurch Mosques Attack Welfare Programme (the Welfare Programme) were established in 2019 to support survivors, witnesses and whānau affected by the terrorist attack of 15 March 2019.
- 3 The Service was set up as an opt-in case management service to ensure the affected community was able to access the supports that they needed across various government and non-government agencies. There are currently 1044 people, including 630 adults and 414 children, connected to the Service.
- 4 The Welfare Programme is administered by the Service and provides financial support to people who otherwise could not receive support from the Ministry of Social Development (MSD) due to their residency status. Currently, ^{s9}(2) people are being supported through the Welfare Programme.
- 5 Funding for the Service and the Welfare Programme ends on 30 June 2024 and a decision is needed on whether the Service and the Welfare Programme continue beyond this date.

- 6 Members of the affected community connected to the Service are at different stages in their recovery journey. However, as nearly five years have passed since the mosque attacks, the affected community has continued to take significant steps towards independence. The overall needs of the affected community have reduced since the Service and Welfare Programme were established, however there are those within the affected community who will require ongoing support.
- 7 If you agree that the Service and Welfare Programme are to end as scheduled on 30 June 2024, we consider that a range of support can continue to be provided through the core services of government agencies and other community providers, including for those with higher needs.
- 8 If the Service and Welfare Programme were to end, there would be some gaps in support for the affected community. These include access to holistic case management and ongoing financial support for people receiving the Welfare Programme, who are ineligible for other support.
- 9 Alternatively, should you wish to consider extending the Service and/or Welfare Programme, further funding would be required.
- 10 We will provide you with a communications plan setting out the proposed approach to informing the affected community of how they will continue to be supported moving forward.

Recommended actions

It is recommended that you:

- 1 **note** that the Kaiwhakaoranga Specialist Case Management Service (the Service) and the Christchurch Mosques Attack Welfare Programme (the Welfare Programme) were established in 2019 to support survivors, witnesses and whānau affected by the terrorist attack of 15 March 2019 (the affected community)
- 2 **note** that funding for both the Service and the Welfare Programme is due to end on 30 June 2024
- 3 **note** that the overall needs of the affected community have reduced since the Service and Welfare Programme were established, however there are still some people with higher needs who will need ongoing support from appropriate agencies
- 4 **note** that ongoing support for the affected community can continue to be provided through the core services of government agencies and other community providers, including for those with higher needs
- 5 **agree** that the Service will end as scheduled on 30 June 2024

AGREE / DISAGREE / DISCUSS

6 **note** that most clients who have been supported through the Service will not receive the same holistic case management support when the Service ends

7 **agree** to let the Welfare Programme expire on 30 June 2024

AGREE / DISAGREE / DISCUSS

8 **note** that most of the ⁵⁹(2) current recipients of the Welfare Programme will be ineligible for any ongoing financial support when the Welfare Programme expires

9 **note** if you agree to rec 5 and 7, we will report back to you by 28 February 2024 with a communications plan to outline how the community will continue to be supported

10 **agree** to forward this report to:

- Hon Judith Collins, Lead Coordination Minister for the Government's Response to the Royal Commission's Report into the Terrorist Attack on the Christchurch Mosques
- Hon Paul Goldsmith, Minister of Justice
- Hon Matt Doocoy, Minister for ACC and Mental Health
- Hon Melissa Lee, Minister for Ethnic Communities

AGREE / DISAGREE

Sacha O'Dea
Deputy Chief Executive
Strategy and Insights

Date

Hon Louise Upston
Minister for Social Development and
Employment

Date

Background

- 11 Following the terrorist attack on Christchurch masjidain on 15 March 2019, the Kaiwhakaoranga¹ Specialist Case Management Service (the Service) was established for affected whānau, survivors and witnesses (the affected community). The Service ensured that the affected community was able to access holistic support across various government and non-government agencies to provide efficiency, consistency and culturally appropriate care.
- 12 On 3 June 2019, the Christchurch Mosques Attack Welfare Programme (the Welfare Programme) was also established to support those within the affected community in need of financial assistance but who were ineligible due to their residency status as non-New Zealand residents² [CBC-19-MIN-0221 refers]. The Welfare Programme is administered by the Service within the Ministry of Social Development (MSD).
- 13 Time-limited funding to extend the Service and the Welfare Programme was provided through Budget 2023³. This funding ends on 30 June 2024. As such, there is a need to consider whether support for the affected community continues to be provided through the Service and the Welfare Programme or how the affected community could be best supported by the core services of government agencies and other community providers going forward.
- 14 There are 13 government agencies supporting the Royal Commission of Inquiry (RCOI) recommendations. A substantial amount of RCOI-related funding ends in June 2024. Over the coming months, other relevant Ministers will also consider outstanding recommendations and how these will be approached.

The Service facilitates coordinated access to ongoing recovery support for the affected community

- 15 The Service was set up as an opt-in case management service to ensure the affected community was able to access the supports needed across various government and non-government organisations (NGOs). Additionally, the Kaiwhakaoranga Operational Group⁴ was established to support the Service.

¹ The name of 'Kaiwhakaoranga' was gifted to the Service from Ngāi Tahu and broadly translates to 'Uplift to Wellbeing'.

² Among other criteria.

³ Along with an underspend transfer.

⁴ The Kaiwhakaoranga Operational Group was established in 2019 and is chaired by MSD. The Group continues to meet bi-monthly and is the first escalation layer when unresolved needs have been identified. Current Group members include MSD, NZ Police, ACC, Immigration NZ, Kāinga Ora, Ministry of Justice | Coronial, Ministry of Education, Victim Support, Inland Revenue, Canterbury District Health Board (now Waitaha Canterbury), Christchurch City Council, Ministry for Ethnic Communities, NGOs (e.g. Christchurch Resettlement Services, Purapura Whetu).

- 16 The Service supports access to over 40 government agencies and NGOs including health and wellbeing, immigration, legal, social and community cohesion, financial, education, training, housing advocacy, whānau services and employment. It is currently funded for 12 full-time equivalent (FTE) Kaiwhakaoranga Integrated Service Case Managers (KISCMS), a Work Broker and a Manager.
- 17 In March 2021, enhancements were made to the Service following the RCOI⁵ and feedback received through community engagement hui. These enhancements included:
- Two case managers, one each from ACC and Immigration NZ, and a dedicated MSD Work Broker were seconded to better align access to these services.
 - The Kaiwhakaoranga Operational Group was refocused to support the Service.
 - The Service was extended to the wider affected community⁶.
- 18 To date, the Service has played an important role in supporting the affected community in key areas such as education and training; school attendance of dependent children; health, wellbeing and social; and housing (see **Appendix One** for further data related to employment, study and financial situations of those in the Service).
- 19 MSD has recently conducted a review of the Service. The review identified three primary features in the way the Service works which have direct positive outcomes for the affected community⁷. These features include:
- A holistic and client-led approach has meant that KISCMS have been able to address the needs of a whole family, and empowered families to live independently.

⁵ The RCOI report into the terrorist attack on Christchurch masjidain was released on 8 December 2020 and included 44 recommendations covering both national security and wider social and community issues. Recommendation 25 was for MSD to work with government agencies to facilitate coordinated access to ongoing recovery support, supporting the role of the Service and leading to further enhancement of its functions (see para 15).

⁶ The wider affected community included not just those directly affected (e.g. survivor/witness/injured/bereaved) but the community more generally (e.g. Muslim community).

⁷ MSD conducted five interviews and four focus groups as part of an internal review, speaking with a total of 21 individuals. Participants included: KISCMS working in the Service; current and previous managers involved with the Service; managers at other government organisations involved with the Service (Inland Revenue, ACC, Immigration, Kāinga Ora); and staff at non-government organisations that work closely with the Service (Purapura Whetu, Christchurch Resettlement Services). Internal documents were also reviewed, including training material, reports and presentations.

- KISCMs have had a dedicated case load, providing a single point of contact for their clients to successfully access government and non-government services.
- A flexible approach to meeting clients which best suits them has meant that clients were often more comfortable meeting with KISCMs.

There has been consistent demand for the Service since it was established

- 20 As of December 2023, the Service is supporting 1044 people, including 630 adults and 414 children (see **Appendix Two**)⁸. The number of people opting-in for support from the Service has consistently grown with an increase of 197 adults since January 2022. A more detailed overview of trends regarding demand is attached as **Appendix Three**.
- 21 The recent Coronial Inquiry⁹ saw an increase in people opting-in for the Service due to visitors travelling to New Zealand to attend the hearing. The main reason some of these individuals joined the Service was to receive help with immigration pathways and financial support through the Welfare Programme. We anticipate that those who visited for the Coronial Inquiry will not have an ongoing need for support through the Service¹⁰.
- 22 Many existing clients sought additional support from the Service in the lead up to and during the Coronial Inquiry. The Service also experienced increased demand from government agencies seeking support at both a strategic and operational level and formed an integral part of the response during the Coronial Inquiry.

⁸ The nature of the Service has meant that case management has been provided to each affected individual, as a whole family or across very complex and culturally diverse extended families. Therefore, the number of clients in the Service are generally counted individually.

⁹ The First Phase Inquest hearing into the 15 March attack was held between 24 October 2023 to 15 December 2023. It is part of the Substantive Inquiry and examined 10 issues all relating to the day of the attack. A decision has not been made around the potential timing and focus of further inquests. It is not known if the affected community will be offered the same support from the Ministry of Justice to attend any future hearings.

¹⁰ Whilst many of the visitors have now left New Zealand, the Service understands that approximately a third have applied for a further visa, some with the intent of applying for residency. The Service anticipates that some of those who have chosen to stay in New Zealand may seek support through the Service.

The Welfare Programme provides financial support to the affected community

23 The Welfare Programme is administered by the Service and provides financial support to people who otherwise could not receive support from MSD due to their residency status. This Welfare Programme was initially introduced for a period of 12 months but has since been extended four times – each for a further 12 months. It is currently due to expire on 30 June 2024.

There is still a group of people receiving support through the Welfare Programme

24 As of 14 February 2024, s9(2) adults¹¹ were being supported through the Welfare Programme. This is an increase on previous years but is significantly less than the peak of s9(2) families receiving support during the recent Coronial Inquiry. There are further applications from many of the community who have chosen to remain in New Zealand after the Coronial Inquiry awaiting assessment. This may marginally increase the number of recipients.

25 In some instances, the ability of these people to visit New Zealand and support their affected family member was conditional on being able to receive support through the Welfare Programme. Without this, some people may have elected not to come to New Zealand or reduced the duration of their stay while here.

26 Of the recipients who came to New Zealand for the Coronial Inquiry, most visas expired on s9(2)(a) . s9(2)(g)(i) . Immigration New Zealand have advised that an interim visa is likely to be issued to anyone in New Zealand applying for a new visa, allowing them to remain for up to six months while they are awaiting the outcome of their visa applications.

27 s9(2)(a) recipients currently hold either an interim visa or other temporary visa with expiry dates beyond the end of June 2024¹², and will have no support available when the Welfare Programme ends. s9(2)(a)

recipients¹³. We understand some of these clients may have a path to residency or are seeking longer-term extensions.

s9(2)(a)

¹² As at 14 February 2024. These numbers may further change when the applications of interim visa holders are granted or declined.

¹³ When one person in a couple gets Christchurch Mosques Attack Assistance and their partner gets a main benefit, the partner getting a main benefit will be paid at the

28 The Welfare Programme was designed to provide financial support to a cohort that would otherwise not be able to access other MSD support payments.

s9(2)(a)

¹⁴, but others would be ineligible for financial support without the Welfare Programme.

The overall needs of the affected community have reduced since the Service and Welfare Programme were established

29 Members of the affected community connected to the Service are at different stages in their recovery journey. However, as nearly five years have passed since the mosque attacks, the affected community has continued to take significant steps towards independence.

30 As at 29 January 2024, there are 437 families in the Service¹⁵. The Service has assessed the needs of each family against the criteria below and identified three categories¹⁶:

- **Low.** There are s9(2)(a) categorised as low-needs. Families in this category are independent, know how to self-source support, may be in employment or education/training or on a main benefit, are participating in the community and are able to manage any new or existing issues independently.
- **Medium.** There are s9(2)(a) categorised as medium-needs. Families in this category are generally independent, may require some support to complete tasks¹⁷ or if a new one-off issue presents, and has some multi-agency involvement but not ongoing (e.g. police, health, education).
- **High.** There are s9(2)(a) categorised as high-needs. Families in this category have complex circumstances, may require intensive support in completing tasks or acting independently (not because of language barriers), require multi-agency involvement (e.g.

appropriate single rate. This applies to their main benefit and any supplementary assistance they get. The partner getting Christchurch Mosques Attack Assistance will be paid an amount that tops the couple up to the rate they would get if they were both on a main benefit together.

¹⁴ Subject to the relevant eligibility criteria.

¹⁵ Data provided beyond December 2023 has been manually collated as part of a specific review intended to categorise families according to need. Therefore, these numbers differ slightly to those presented throughout the rest of the report.

¹⁶ Data collected for categorisation has been manually collated by KISCMs, usually based on information disclosed by clients and some reporting captured in MSD systems.

¹⁷ Includes life tasks such as applying for a mortgage or tenancy agreement, changing power companies, financial management and capability, talking to schools, getting a GP or connecting to mental health support, navigating immigration system, or going for a job interview.

police, health, education institutes all actively involved) and may have episodes of family harm or mental unwellness.

- 31 Outside of the recent First Phase of the Coronial Inquiry, many of the immediate needs of those with low needs have been resolved or addressed given the time passed since the attacks. There are many examples of families for whom engagement is largely driven by the proactive engagement of KISCMs. Many of the challenges and needs that are now identified are generally similar to those faced by migrant and former refugee populations throughout New Zealand, such as: financial, housing, employment, education and training, immigration and accessing mental health supports.

However, some members of the affected community have specific needs requiring ongoing support

- 32 While the majority of families connected to the Service seem to be well placed to independently manage any new or existing needs, those with medium or high needs are likely to continue to require a level of support with their ongoing recovery. There are several key areas where ongoing needs continue to exist, which include immigration, income support, housing, employment, mental health and ACC.
- 33 The Service estimates that approximately 80 percent of the families with medium or high needs are currently connected to supports administered by core government services or community providers. For those with ongoing needs, we consider that there will be some who can be supported through MSD's business as usual (BAU) service provision, and others through the core services of other agencies or community partners. However, the client experience will differ significantly to that currently offered through the Service.

Support that can be provided through MSD's BAU service provision

Income support

- 34 There are currently s9(2)(a) families already receiving either a main benefit or New Zealand Superannuation from MSD alongside support from the Service.
- 35 s9(2)(a) are likely to be eligible for MSD's regular Integrated Service Case Manager support, including s9(2)(a). Some who receive a main benefit could be considered under the multi-priority cohort and assigned an employment case manager depending on the capacity of MSD sites and the individual client's situation. However, generally clients with low- and medium-needs would not be assigned an MSD case manager.

s9(2)(a)

- 36 s9(2)(a)
- 37 There are s9(2)(a) who receive ACC Weekly Compensation Accidental Death payments. The payments for s9(2)(a) of the s9(2)(a) will end in March 2024. s9(2)(a). For those who will lose entitlement to ACC after 30 June 2024, there will be no coordinated support for the affected community to transition to the welfare system if required.

Employment

- 38 Those who require employment support will likely be able to access a range of MSD's core employment services. This may include some people who are not on a benefit but meet the eligibility criteria for specific employment support. While people accessing MSD's employment supports while receiving a main benefit may be able to access targeted case management, there is no case management support for those not receiving a main benefit.

Support that can be provided through the core services of government agencies and other community partners

Housing

- 39 There are currently s9(2)(a) in the Service who are on the Public Housing waitlist and s9(2)(a) currently in public housing on the transfer register²⁰.
- 40 The majority of the s9(2)(a) in public housing on the transfer register are currently housed with Kāinga Ora. Kāinga Ora can provide ongoing support through their Wellbeing Advisors in conjunction with their dedicated Housing Support Manager.
- 41 There are s9(2)(a) in transitional housing who have a Navigator through the transitional housing provider assigned. There are also s9(2)(a) in emergency housing who will have an ISCM assigned through MSD upon transition.
- 42 In situations where there is a higher degree of complexity, or where further support needs are identified, Kāinga Ora's Wellbeing Advisor service can be engaged alongside the Housing Support Manager.

Immigration

- 43 A significant number of families still require support to navigate immigration pathways including completing temporary and residence visa applications,

¹⁹ Eligibility for any financial assistance would be subject to relevant eligibility criteria. s9(2)(a)

which is not provided through Immigration New Zealand. Immigration advice and support continues to be available from New Zealand Community Law and Citizens Advice Bureau. However, it is unlikely that the level of support would be the same as that provided through the Service.

- 44 There is currently a fund administered by Immigration New Zealand to enable access to a pool of Licenced Immigration Advisors for those in the affected community who do not have a pathway to residency but have a desire to remain in New Zealand. Many of these requests result in a submission to the Minister of Immigration. The Service has provided significant support to the community in accessing support through the fund.
- 45 For some families, immigration needs are not directly related to the 2019 terrorist attack and reflect needs similar to migrant and former refugee populations throughout New Zealand.
- 46 Should further phases of the Coronial Inquiry be held in person, the affected community are likely to seek support with immigration matters which have previously been met by the Service. Other responsible agencies will need to consider this factor in their planning and resourcing.

Mental health

- 47 Ongoing mental health support continues to be available through a wide range of NGOs, including Purapura Whetu Muslim Wellbeing team, Victim Support, Christchurch Resettlement Services or their General Practitioner. Anecdotally, the Service has heard that it is difficult to find faith-based, trauma-informed mental health support that is in the person's preferred language. However, the Service has not been able to identify any cases where individuals have not been able to access relevant mental health support. The affected community are likely to be seeking ongoing mental health support for some time²¹.

ACC

- 48 s9(2) clients are receiving ACC compensation payments. Of these, s9(2) are not related to the 2019 terrorist attack. Not all victims of the attack were eligible for ACC Weekly Compensation Payments but may continue to receive other ACC injury supports such as medical treatment.
- 49 s9(2) of these ACC compensation payment recipients are s9(2)(a) receiving ACC Weekly Compensation Accidental Death Payments for themselves and any dependent children. Entitlement to these payments will cease in March 2024 (five years following the attack) for the s9(2)(a) who had no dependents

²¹ Mental health and trauma support for victims will be important as the consequences of a traumatic event may not become visible for several years. This aligns with research recently presented at the Psychological impacts of trauma – Learnings from the 15 March terrorist attacks and other traumatic incidents symposium in Christchurch on 21 March 2023.

at the time of the attack. The payments will continue for those who have dependent children under the age of 18. s9(2)(a)

. For those who lose entitlement to ACC after 30 June 2024, there will be no co-ordinated transition to MSD for those who need it.

- 50 Of the people who were gunshot wounded, s9(2) will continue to receive ACC payments due to the injuries sustained. The most seriously injured will continue to receive one-to-one case management support²³ in relation to their injury and rehabilitation for as long as they remain incapacitated due to their injuries.
- 51 However, those who are receiving financial or rehabilitation support through ACC have limited support in their job search, and some clients may be referred back to MSD or other relevant agencies for this assistance.

Coronial Inquiry

- 52 The Ministry of Justice (MOJ) has supported the affected community to participate in the First Phase of the Coronial Inquiry. This support has focused on members of the affected community who have 'interested party' status²⁴. 'Interested party' is a status that confers legal rights under the Coroners Act 2006, as well as eligibility for legal aid. Additional support has also been provided for the wider victim group to attend court hearings associated with the Coronial Inquiry, such as the First Phase Inquest heard between October and December 2023.
- 53 Victim Support administers the Victim Assistance Scheme (VAS) on behalf of MOJ. VAS grants provide financial assistance to help victims of serious crime engage with the criminal justice and coronial systems. VAS grants can provide some funding towards counselling for victims, as well as a limited contribution to travel, accommodation and attendance costs for court hearings. Some recipients during the recent First Phase found that this was insufficient to cover an event as expansive as the Coronial Inquiry. MOJ support will cease when all phases of the Coronial Inquiry (or any other court proceedings associated with the attack) have concluded. Some counselling may continue to be available through Victim Support if those eligible have not exhausted their maximum allocation.
- 54 The Service has played a significant role in providing administrative support to the affected community throughout this process by assisting with temporary visa applications and liaising across other agencies to ensure

²² Subject to any relevant eligibility criteria.

²³ ACC's case management approach focuses on the person who has sustained the injury, rather than the whole family. Therefore, this model will differ significantly to that of the Service.

²⁴ While direct family members of the deceased are interested parties as of right, other victims must apply to the Coroner to be designated an 'interested party'.

support was coordinated and timely. For future phases, responsible agencies will need to consider, as part of their planning and resourcing, the supports previously provided by the Service.

There are also several NGOs which provide access to wellbeing and psychosocial support

- 55 In addition to the support provided for specific needs above, Purapura Whetu (PPW)²⁵, an NGO, provides community wellbeing support, offering assistance for accessing MSD or other support services. Additionally, the Christchurch Resettlement Services provide supports to the Muslim community. Both PPW and the Christchurch Resettlement Services receive funding through Te Whatu Ora to 30 June 2025.
- 56 There have also been several other NGOs who have supported the psychosocial needs of belonging and connectedness of the affected community. For example, the two mosques and specific Canterbury-based organisations (including the 15th March Whānau Trust, Canterbury Muslim Community Trust, Sakinah Trust Muslim Association of Canterbury and Linwood Islamic Centre), as well as some social service providers (such as the Canterbury Refugee Resettlement and Resource Centre).

There would be some gaps in support for the affected community if the Service and Welfare Programme were to end

- 57 If the Service and Welfare Programme were to end, many of the affected community would continue to have individual needs addressed by the core services of government agencies and other community providers. However, there are likely to be gaps in support, compared to that provided through the Service and the Welfare Programme, including the following:

57.1 **Holistic case management support.** The affected community would not have a central point of connection supporting access to other agencies and services. Additionally, access to information about matters relating to the 2019 terrorist attack will end. The Service has often been a conduit to the affected community for receiving and passing on information on behalf of other agencies. As a result, the affected community may feel disconnected from government. For s9(2)(g)(i)

57.2 **Ongoing financial support** for people receiving the Welfare Programme, who are ineligible for other support. Most of the current recipients have visa expiry dates after 30 June 2024 and will not be

²⁵ PPW is currently funded for six FTE, five non-clinical Community Support Workers and one clinical role through to 30 June 2025. PPW is funded to provide culturally appropriate holistic multilingual support for families in the Muslim community.

able to access financial support available when the Welfare Programme ends. Some individuals may be required to leave New Zealand sooner than expected. However, those who received the Welfare Programme ahead of the Coronial Inquiry were made aware of the expiry date, with any choices to make arrangements beyond this date done at their own risk. VAS will continue to be available for any future stages of the Coronial Inquiry (see para 53) but would likely be insufficient depending on particular needs.

58 We consider that while these gaps will exist, a reduction in the level of support at this stage of the recovery process is likely to be appropriate in supporting the affected community to take ongoing steps towards independence.

We recommend that the Service and the Welfare Programme end as scheduled on 30 June 2024

59 Given the time since the 2019 terrorist attack, the increasing level of independence of the affected community and the ongoing support available, we recommend that the Service and the Welfare Programme end as scheduled on 30 June 2024.

60 We consider that ongoing support for the affected community can continue to be provided through the core services of government agencies and other community providers, including for many of those with high-needs (see paras 34-54 above).

Further funding would be required to extend the Service or Welfare Programme beyond June 2024

61 Alternatively, you may wish to instead consider extending the Service and/or Welfare Programme.

62 An extension to the Service could provide additional time to transition to the core services of government agencies and other community providers and could help support future phases of the Coronial Inquiry.

63 Similarly, an extension to the Welfare Programme – or the introduction of “grandparenting” provisions to allow current recipients to continue receiving support – would alleviate the risk of the cohort facing financial hardship. It would provide additional time for those currently receiving financial support to make alternate arrangements for when support is no longer available.

64 However, an extension to either or both of these would require additional funding which is not currently available. The cost allocated to extending the Service in the 2023/24 financial year was \$1.441 million. Similarly, the cost allocated to extending the Programme was \$0.143 million²⁶. If you would like

²⁶ Based on providing support to 10 individuals.

to consider an extension to the Service and/or Programme, we can report back to you with options for further funding (e.g. underspend transfer), which could include a reduction in the number of staff or for a shorter time period. We do not believe there is an avenue for funding through Budget 2024, as bids are currently invitation-only.

There will be some risks in transitioning the Service

- 65 While many of those receiving services can be transitioned into the core services of government agencies and other community providers, there are several key risks to concluding the Service and the Welfare Programme.
- 66 There is a risk in the timing of the proposed transition with the upcoming fifth anniversary of the 2019 terrorist attack on 15 March 2024. It is likely that there will be both national and international media interest due to the anniversary. This anniversary also falls during Ramadan²⁷, a period of healing and spiritual development for many Muslim community members. Initial discussions with the Ministry for Ethnic Communities have indicated a need to seek further advice related to the timing of any announcements regarding the Service and the Welfare Programme.
- 67 There is also a risk that a short time-period between any public communications and the end of the Service and the Welfare Programme could cause uncertainty for some of the cohort currently receiving assistance. While the current expiry date of the Welfare Programme has been public knowledge, the previous pattern of 12-month extensions may have created an assumption that financial support would continue beyond this date. We anticipate that there may be a perception from the affected community that the government is withdrawing its support and failing to support them or live up to the RCOI recommendations. A communications plan and timeline will be important to ensure the cohort is well-informed of the next steps and implications.
- 68 MOJ have advised that the timing and format of future stages of the Coronial Inquiry are still not known. While VAS through MOJ/Victim Support would still be available, some recipients during the recent Coronial Inquiry found that this was insufficient to cover an event as expansive as the Coronial Inquiry. Further consideration would need to be given to how the affected community is supported for future stages of the Coronial Inquiry.
- 69 There is also a risk that support through the Service and Welfare Programme ends at the same time as funding for other cross-agency RCOI measures,

²⁷ Ramadan is observed by Muslims worldwide as a month of daily fasting, from sunrise to sunset, to commemorate the first revelation of the Qur'an to the Prophet Muhammad. Ramadan is a season of commitment, compassion, sharing and peace. Ramadan is expected to begin on 11 March 2024 and end on 9 April 2024.

such as Kāpuia²⁸. Ongoing collaboration with Hon Judith Collins, Lead Coordination Minister for the RCOI and other RCOI agencies will be required to ensure that there is a holistic approach to supporting the affected community through this transition.

- 70 MSD also considers that there may be a risk in how officials access information and advice about the affected community. There is a perception that the Service holds the most comprehensive information and data about those impacted by the attacks and is often contacted by government agencies. The connection to the community and this information will be significantly reduced once the Service ends.

Cross-government collaboration will continue to be important to ensure that the affected community remain supported

- 71 The Service meets regularly with representatives from key government partners who are members of the Kaiwhakaoranga Operational Group. Agencies will develop a transition plan to ensure the affected community are connected to the key support they need from the core services of government agencies and other community providers. Particular focus continues to be given to families with high-needs and areas where more holistic support will be required.
- 72 We consider there will still be a need for cross-government collaboration at an agency level to ensure consistency and effectiveness as part of supporting the ongoing needs of the affected community.

A communications plan will be important to support the transition

- 73 A communications plan will be required to ensure that the affected community is aware of what the transition to the core services of government agencies and other community providers would involve and how they will continue to be supported. This is likely to include broader communications to those who are part of the Service, along with more targeted communications to those with higher needs.
- 74 Any public communications should be aligned and coordinated with the Lead Coordination Minister, Hon Judith Collins. We suggest that initial communications should be at a Ministerial level, followed by more detailed communications led by relevant agencies. Communication should take place as soon as practicable to ensure that the affected community have as much time to understand next steps and personal implications.

²⁸ Kāpuia is the Ministerial Advisory Group on the Government's Response to the Royal Commission of Inquiry into the terrorist attack on Christchurch mosques, setup in response to Recommendation 44 of the RCOI.

75 We will report back to you by 28 February 2024 with a draft communications plan.

Next steps

76 Subject to your agreement, we will work with cross-agency government partners to ensure that the affected community is prepared, where possible, for the conclusion of the Service and the Welfare Programme.

77 We will also prepare a draft communications plan and timeline for the required next steps and will report back to you by 28 February 2024.

Appendices

78 Appendix One: Dashboard for the Service – December 2023

79 Appendix Two: Demographics of those within the Service

80 Appendix Three: Demand by the affected community for the Service and Welfare Programme

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Appendix One: Dashboard for the Service – December 2023

Table One: Current Employment and Study Situation of Adults in the Service

% of adults	JAN 2022	JUN 2023	DEC 2023
Employed full-time	s9(2)(a)		
Employed part-time			
Self-employed			
Not Employed			
Unknown Work Status			
Studying full-time			
Studying part-time			

Table Two: Current Financial Situation of Adults in the Service

% of adults	JAN 2022	JUN 2023	DEC 2023
Employed & self-employed	s9(2)(a)		
Receiving MSD benefit			
Receiving StudyLink			
Receiving ACC			
<p>NOTE: The percentages in this table will not total 100%, as people may sit in multiple categories e.g. Part time work and StudyLink. It also does not include people who don't receive income, such as a person whose partner receives ACC or the partner is in employment. ACC does not include those receiving Dependents support.</p>			

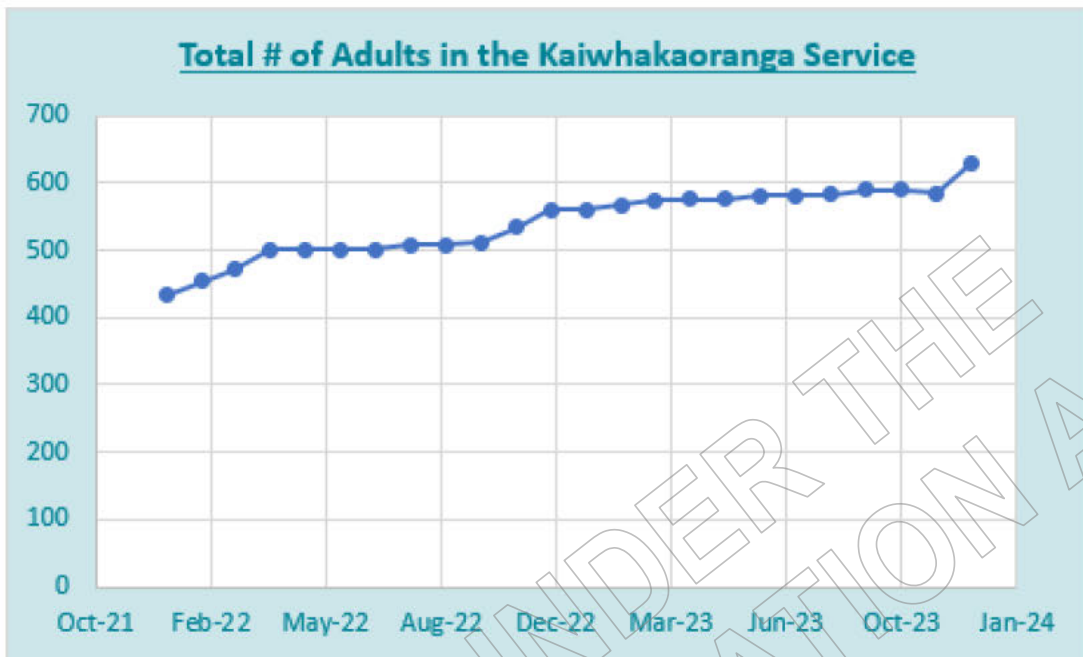
Key	Explanation
Green	Tracking ahead of January 2022
Amber	Tracking behind January 2022
Red	Area of concern
White	No significant change from January 2022 noted

Appendix Two: Demographics of those within the Service

# in Service	JAN 2022	JUN 2023	DEC 2023
Families households	299	393	429
Total people	760	963	1044
Adults	433	582	630
Dependent children	327	381	414

Relationship to March 15	JAN 2022	JUN 2023	DEC 2023
Bereaved	s9(2)(a)		
Bereaved %			
Community member			
Community member %			
Injured incl. gunshot wounded			
Injured %			
Whānau			
Whānau %			
Widowed			
Widowed %			
Witness Survivor			
Witness Survivor %			

Appendix Three: Demand by the affected community for the Service and Welfare Programme



Christchurch Mosque Attack Assistance
Number of Grants



RELEASED UNDER THE OFFICIAL INFORMATION ACT