



Internal Affairs briefing

COMPLETED

Hon Tracey Martin
Minister of Internal Affairs

Title: Information briefing: The impact of identification requirements on people without common photographic documents

Date: 9 May 2018

Key issues	
<ul style="list-style-type: none"> It is difficult for people without common photo IDs (such as passports and driver licences) to prove their identity, which can impede their access to services (such as banking). This issue particularly impacts disabled people. This issue may be subject to more attention due to officials from the Department of Internal Affairs attending a meeting in late-May with Disabled Person's Organisations. Additionally, there is an upcoming review on the Government's implementation of the UN Convention on the Rights of Persons with Disabilities. The Department of Internal Affairs, the Office for Disability Issues and other stakeholders are working together to identify possible approaches to reducing identification as a barrier to accessing services. 	
Action sought	Timeframe
<p>Note that it is more difficult for some groups without common photo ID to prove their identity and access certain services.</p> <p>Note that the Department of Internal Affairs is working with the Office for Disability Issues and other stakeholders to identify potential approaches.</p> <p>Agree that we will provide you with further advice on this issue in August/September 2018.</p> <p>Send a copy of the briefing to the Minister for Disability Issues.</p>	By 22 May 2018

Contact for telephone discussions (if required)

Name	Position	Direct phone line	After hours phone	Suggested 1 st contact
Ruth Fischer-Smith	Policy Manager	9(2)(a)	9(2)(a)	✓
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Cohesion reference	6WKV4KXQ5ZKN-1692494222-28			
Ministerial database reference	IA201800311			

Purpose

1. We are meeting with Disabled Person's Organisations in late-May to discuss disabled people without common photographic identity documents (photo IDs) having difficulty proving their identity to access services. This briefing provides you with information on work to identify approaches to reducing these barriers. This is for your information and so that you are across the issues in the event you are approached directly by disability organisations or affected individuals.

Background

People need photo ID to prove their identity and access certain services

2. A range of service providers request photo identification from individuals (usually a passport or driver licence). This is to manage organisational identity-related risks or to meet government-mandated obligations.
3. A key government-mandated obligation for businesses is the requirement to confirm the identity of customers to improve New Zealand's ability to tackle money laundering and terrorism financing. This obligation currently applies to the financial sector and will soon apply to others (such as lawyers, accountants, and real estate agents). Government guidance is that organisations can verify someone's identity by either:
 - one form of primary photo ID¹ (i.e. passports, other travel documents, a New Zealand firearms licence, or an overseas national identity card); or
 - a primary non-photographic identification document (e.g. a birth certificate) in combination with a secondary form of photo ID² (including a New Zealand driver licence or HANZ 18+ card); or
 - a New Zealand driver licence in addition to a check on the information on the licence, or the provision of another document (e.g. a bank statement).
4. As Minister of Internal Affairs you are responsible for the identity services the Department delivers, including RealMe and passports. Additionally, the Department has a lead role in the identity area as the provider of good practice guidance for government agencies to verify an individual's identity.

Identification requirements may adversely impact disabled people

5. Disability organisations consider that disabled people have fewer options to obtain photo IDs, which results in difficulty accessing services. For example, disabled people are more likely to have an impairment that means they are ineligible to get a driver licence. They are more likely to be on a lower income³ and less able to buy a passport or a firearms licence.
6. Disability organisations advise that not having common photo ID has resulted in some of their members having difficulty accessing a range of services including banking, purchasing goods on hire purchase, completing police vetting checks and picking up courier packages and prescriptions. This difficulty may contradict the New Zealand

¹ Under the Amended Identity Verification Code of Practice, which provides the suggested best practice to verify the identity of customers, primary identification documents are those adequate under the Evidence of Identity Standard for meeting the objective 'the identity exists'.

² Under the Amended Identity Verification Code of Practice, secondary documents are those adequate under the Evidence of Identity Standard for the meeting the objective the 'the identity is used in the community'.

³ The Statistics NZ Disability Survey 2013.

Disability Strategy 2016 – 2026 accessibility outcome to “access all places, services and information with ease and dignity”. This issue may arise when the Government is reviewed on its implementation of the UN Convention on the Rights of Persons with Disabilities in 2018/19.

7. Other population groups may also be impacted by this issue, for example seniors who have stopped driving and therefore do not hold a driver licence. **Appendix A** provides further information about the groups that may have difficulty providing photo ID.
8. The scale of the issue is hard to establish as evidence is largely anecdotal. Approximately 25 per cent of the population do not have a New Zealand passport and 24 per cent do not have a driver licence (including people under 16). There is no data on the percentage of the population that have neither identity document. This is because the information is held by the Department and the New Zealand Transport Agency in different databases. There are privacy implications to matching this information as it has been collected for different purposes.

Hospitality New Zealand's 18+ card can be used as a photo ID

9. This option is currently used by some disabled people to minimise the barriers to services requiring identification. However, anecdotal information suggests that some older people do not wish to use the 18+ card, as its primary purpose is to verify that young people can purchase alcohol or enter licensed premises. Disability organisations have also advised that:
 - some organisations do not readily accept 18+ cards as identification because they are not issued by government; and
 - organisations can require an additional form of identification because the 18+ card is not classified as primary identification under various identification guidance.
10. Hospitality New Zealand is currently updating the 18+ card so that it might appeal to a wider range of people. This involves making the 18+ features of the card less prominent so it may be more acceptable to disabled persons as a photo ID. However, they will still require an additional form of identification to access services.

The Department, the Office for Disability Issues and other stakeholders are working together to identify approaches to remove barriers

11. The Department, in collaboration with the Office for Disability Issues, will continue to work with stakeholders to confirm the size and scope of the problem and identify possible approaches to reduce identification as a barrier to services. For example, modifying existing photo IDs. As part of exploring approaches the following issues need to be considered:
 - the range of stakeholders to engage with and the role of a co-design approach;
 - the Department's work on digital identity; and
 - the role of a market approach.

There are a range of stakeholders with an interest in this issue

12. Key stakeholders we are working with include:
 - **Office for Disability Issues (ODI)** – we work closely on this matter with ODI, which is located within the Ministry of Social Development (MSD) and reports to the Minister for Disability Issues;

- **Other government agencies** – we expect to engage with other agencies as part of any work on potential approaches to this issue. For example, MSD and Ministry of Health both provide support services for people with disabilities;
- **Disabled Person's Organisation (DPO) Coalition** – includes representatives from seven recognised DPOs and receives funding from ODI to meet and provide input into the governance of the Disability Action Plan⁵. The Department and ODI have already engaged with three of the DPOs including Blind Citizens, People First and the Disabled Persons Assembly. The Coalition is hosting a meeting in late May 2018, which we will attend to discuss this issue. The Coalition has been clear that it is frustrated with what it perceives as slow progress in this area, and we expect this viewpoint to surface at the meeting;
- **disability organisations that are not part of the DPO Coalition** – includes CCS Disability Action, which we have already engaged, and a range of other organisations such as the Blind Foundation, IHC New Zealand and the Brain Injury Association;
- **non-government organisations** that represent other affected groups such as seniors (e.g. Age Concern); and
- **umbrella groups** of businesses that require photo ID (e.g. the Financial Services Federation of New Zealand).

A co-design approach may provide a better outcome

13. A co-design approach would actively involve the range of stakeholders, including individuals affected by the issue in the design of a solution. Engaging with stakeholders in this way may help ensure that any solution is better designed and meets the needs of affected groups. This will allow for greater insight into people's experiences and improved confidence in outcomes. However, this level of collaboration may raise stakeholder expectations of the quality of a solution.

New Zealand's approach to digital identity may impact this work

14. In the long term, solutions may arise from separate work the Department is undertaking on digital identity. We have previously advised you that the Department is leading work in the digital identity area that comes under the portfolio of the Minister for Government Digital Services. This work includes consideration of new and emerging technologies, such as distributed ledger technology (BlockChain), which may be used in the EU to establish a digital identity for people without source identity records (e.g. refugees). We will consider how this work aligns where appropriate.

The role of a market approach

15. Hospitality New Zealand is one private sector organisation interested in playing a greater role in enabling people to prove who they are, and is working on rebranding the 18+ card so that it might appeal to a wider range of people. This development may impact the current landscape by making the 18+ card more acceptable as a photo ID to disabled people and other affected groups. There may also be other providers interested in providing photo IDs. It may be that the systems and processes required to

⁵ The Disability Action Plan presents priorities set by the Ministerial Committee on Disability Issues for action that advance implementation of the UN Convention on the Rights of Persons with Disabilities.

ensure the integrity of a photo ID will have associated costs that mean it is unprofitable for a private organisation.

Next steps

16. The Department will continue to work with ODI and other stakeholders to explore potential approaches to this issue. For example, we will attend a DPO Coalition meeting in May 2018, where reducing barriers to photo identification will be raised.
17. We can provide you with a more detailed policy briefing about potential approaches to reduce identification as a barrier to accessing services for your consideration. We expect this to be ready in August/September 2018, in order to factor in outcomes from current stakeholder engagement and associated developments.

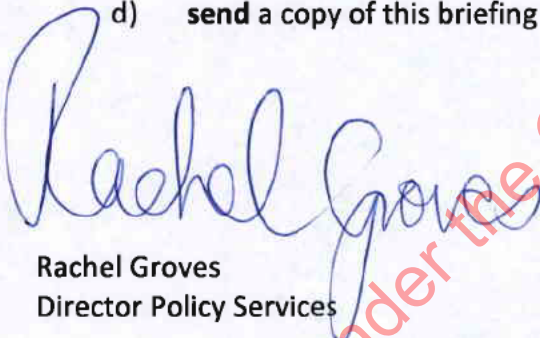
Recommendations

18. We recommend that you:

- a) **note** that it is more difficult for some groups without common photo ID to prove their identity and access certain services;
- b) **note** that the we are working with the Office for Disability and other stakeholders to identify potential approaches;
- c) **agree** that we will provide you with further advice on this issue in August/September 2018; and
- d) **send** a copy of this briefing to the Minister for Disability Issues.

Yes/No

Yes/No


Rachel Groves
Director Policy Services



Hon Tracey Martin
Minister of Internal Affairs

18/5/18

Appendix A: Groups who may have difficulty providing photographic identification

Population	Experiences of photographic identification
Disabled people	
Blind/vision impaired people (180,000+ people)	<ul style="list-style-type: none"> • Majority cannot get a driver licence (depends on when a person's vision impairment arose) • Some have a firearms licence • Some raised concern about RealMe as they did not find the website user friendly. For example, it is difficult for vision impaired/blind people to verify that they "are not a robot" (CAPTCHA) • Difficulties making hire purchases in stores when buying products due to their photographic identification not being accepted
People with learning disabilities (approx. 18,000 – 50,000 people)	<ul style="list-style-type: none"> • Find it difficult to get a HANZ 18+ card • If they are seeking to open a bank account – they may need a HANZ 18+ card. To get a HANZ 18+ card they need a New Zealand birth certificate and evidence of their name and address. Issues with this include: <ul style="list-style-type: none"> ○ they may not have an account statement if the purpose is to open a bank account ○ if they live in residential services they would not have any telephone, gas or electricity bills in their name ○ if they are not employed or in an educational setting • This means there is a need for another form of verification – potentially by a government agency such as Work and Income • May not be able to pass the theory test for a driver licence • May have a low income • Most of this population group have a Community Services Card
People with low incomes	<ul style="list-style-type: none"> • Costly to get a birth certificate when they do not have disposable income. They often need a birth certificate to be able to apply for any form of identification (although there is financial assistance available to clients in some instances to pay for birth certificates as part of preparing to get a job) • Passport cost is prohibitive • May have a Community Services Card
Older people	<ul style="list-style-type: none"> • Loss of driver licence • 59% of New Zealanders aged 65 and over have a disability that may impair their ability to obtain an photographic identification • Need identification to apply for New Zealand Super • A SuperGold Card is issued automatically when they receive NZ Super. This has the capability to include a photograph but this is not often taken up and not widely accepted by businesses • The purposes for which SuperGold cards can be used are prescribed in the Social Security (SuperGold Card) Regulations 2007 • Some banks/organisations will accept the SuperGold Card with or without a photograph as a supporting form of identification (not a primary one)
People in the Corrections system	<ul style="list-style-type: none"> • May have driving or travel restrictions on their sentence • May have lost their driver licence • May not be able to afford a passport • Identity documents may have expired during a prisoner's term of

	<p>imprisonment. Many prisoners are released with inadequate forms of identification</p> <ul style="list-style-type: none">• Prisoners are generally restricted from applying for identification while in prison, because of the requirement to physically attend the office of the issuer (e.g. NZ Post shop)• Setting up a bank account and registering with Work and Income are particularly important for an ex-prisoner to integrate back into the community• In order to obtain photographic identification, the applicant requires photographic identification
Youth aged under 18	<ul style="list-style-type: none">• Young people cannot apply for the HANZ 18+ card• Young people may have a student ID, driver licence, firearms licence from age 16 or passport (although the costs are prohibitive for some)
Homeless people	<ul style="list-style-type: none">• May not have any identity document
Refugees	<ul style="list-style-type: none">• New Zealand refugee travel document is available
People who live in a place with good public transport and do not feel the need to drive	<ul style="list-style-type: none">• May not have a driver licence
People with low literacy skills	<ul style="list-style-type: none">• It is difficult apply for photographic documents and other identity documents

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Internal Affairs briefing

Hon Tracey Martin
Minister of Internal Affairs

Title: Information briefing: People without common photographic identity documents

Date: 31 October 2018

Key issues

In May 2018, we provided you with advice on how people without common photographic identity documents (photo IDs) have difficulty accessing services that require proof of identity. This focused on the impact on disabled people and you requested further advice on others less likely to hold a common photo ID (seniors, people on release from prison, and youth transitioning from care or Youth Justice). This briefing covers these other groups.

Action sought

Discuss with officials whether you wish to pursue further work on this issue.

Timeframe

At your convenience

Contact for telephone discussions (if required)

Name	Position	Direct phone line	After hours phone	Suggested 1 st contact
Ruth Fischer-Smith	Policy Manager	9(2)(a)		✓
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Cohesion reference	6WKV4KXQ5ZKN-1692494222-61
Ministerial database reference	IA201800966

Purpose

1. This briefing updates you on barriers to services for people without common photographic identity documents (photo IDs). It covers a range of population groups. This is to inform you on the size and scope of barriers and to inform any discussions you may wish to have with your Ministerial colleagues.

Executive summary

2. In May 2018, we provided you with a briefing on the impact of identification requirements on people without common photo IDs [IA201800311 refers]. This primarily focused on the impact of this issue on disabled people. You requested further advice that covers other groups, including seniors, people on release from prison, and youth transitioning from care or Youth Justice.
3. Identification as a barrier to services is likely to be a growing issue. One reason for this is the extension of the government-mandated obligation on some businesses to confirm the identity of customers to tackle money laundering and terrorism financing.
4. There are two aspects to the issue:
 - Firstly, there are direct barriers to individuals easily proving their identity to access services. We have identified four barriers: financial, eligibility, inconvenience and skills gap.
 - Secondly, there is a dignity aspect to this issue. Anecdotal information suggests that many people do not wish to use an 18+ card as an alternative form of photo ID as its primary purpose is to verify that young people can purchase alcohol.
5. In the long-term, the Department of Internal Affairs' (the Department) work on the provision of digital identity services and on how people prove their identity in person may provide solutions to this issue. However, any potential solutions are unlikely to be available in the short or medium-term.
6. Recent developments at Hospitality New Zealand may help address the dignity aspect. Hospitality New Zealand has re-branded the 18+ card as a 'Kiwi Access' card with the aim to appeal to a wider range of people including disabled persons and seniors. We understand the new card will be released in December 2018 and may alleviate the dignity aspect to this issue. The card will not be accepted without supporting documentation for access to secure services and will not therefore address most of the direct barriers.
7. This issue is system-wide and any further work to remove barriers would impact on multiple portfolios and require discussion with your Ministerial colleagues. Significant work would likely require either that, this project be prioritised ahead of other aspects of the Department's work programme, or additional funding.

Background

This issue impacts a range of population groups

8. New Zealand does not have a single photo ID carried by all residents to prove identity. This is due to deliberate decisions against such a photo ID in the past. Instead, New Zealanders can prove their identity using a range of photo IDs that are not specifically intended to serve as general proof of identity (a passport for

international travel, driver licence for driving, and an 18+ card for proving a person is of drinking age).

9. There are various identification guidelines and requirements for access to different services. While these vary in practice, RealMe Verified Identity, passports and driver licences are commonly accepted without supporting documentation. People who do not need to travel internationally, or do not drive, may not have these last two documents and have greater difficulty proving their identity.
10. One of the most commonly used photo IDs is a driver licence.¹ Under various identification guidance, a driver licence is listed as a supporting form of identification. For example, identification guidance to tackle money laundering and terrorism financing requires a driver licence to be supplemented with another document. However, our engagement with service providers indicates that this document is commonly accepted without further identity documents being required.
11. The briefing we provided you in May 2018 referred to many of the services people without common photo ID have difficulty accessing, including banking, purchasing goods on hire purchase, completing police vetting checks and picking up courier packages and prescriptions.
12. You requested further advice on groups without a common photo ID and that have difficulty accessing services. These include:

people leaving prison	<ul style="list-style-type: none">• need a photo ID to reintegrate into communities (open a bank account, apply for jobs, access benefits and housing, and set up utility services such as electricity); and• an inability to access these services may result in some people reverting to anti-social networks for support, and ultimately reoffending.
youth transitioning from care or Youth Justice	<ul style="list-style-type: none">• may need a photo ID to get an IRD number, open a bank account, access benefits and housing, and apply for work, education or training; and• may face barriers to becoming independent young adults, which can be compounded by not having common photo ID.
seniors who have stopped driving	<ul style="list-style-type: none">• may need a photo ID to complete banking or to pick up prescriptions and courier packages; however• as part of recent engagement on the SuperGold Card, the Office for Seniors found that most seniors consulted held a driver licence or passport (2). This indicates the issue may only impact a small proportion of senior citizens.
disabled people	<ul style="list-style-type: none">• may need a photo ID to complete banking, purchase goods on hire purchase, complete police vetting checks, pick up courier packages and prescriptions; and• an inability to access services may contradict the New Zealand Disability strategy 2016-2026 accessibility outcome to "access all places, services and information with ease and dignity."

13. This issue has connections with your portfolios of Seniors and Children. Other Ministers with an interest include the Minister for Disability Issues, Minister for Social Development and Minister of Corrections.

¹ As at 30 June 2018, there are 3,614,138 current licences issued.

(2) There are approximately 747,900 people aged 65 years and over in New Zealand while there are 600,631 driver licenses and 477,612 passports issued to people in this age group.

There may be further population groups affected by this issue

14. Refugees are another population group that may be impacted by this issue. The Certificate of Identity issued to refugees is valid for two years and during the period of resettlement they may not hold a common photo ID. People on lower incomes may also be impacted as access to photo IDs may be cost prohibitive.³
15. The New Zealand Transport Association has advised that it is becoming more common for younger people to not obtain a driver licence. This may be for various reasons such as they live in places with good public transport and do not feel the need to drive. The size of this population group is currently unknown.

Identification as a barrier to services is likely to be a growing issue

16. One reason for this is the extension of the Anti-Money Laundering and Countering Financing of Terrorism regime (AML/CFT regime), which increases the frequency of identification requirements for services. This obligation was recently extended beyond the financial sector to lawyers, conveyancers, trust and company services and accountants and next year will be extended again.
17. As advised in our previous briefing [IA201800311 refers] the scale of this issue is hard to establish as the evidence is largely anecdotal. For example, we are aware that approximately 24 per cent of the population do not hold a driver licence but we do not know how many of these people also do not hold a passport.

There are two aspects to people not easily proving their identity to access services

18. We have identified two aspects to this issue:
 1. **Direct barriers to services:** there are instances where individuals are unable to easily prove their identity. We have identified four barriers:

eligibility	Not being eligible for common photo IDs (e.g. disabled people may have an impairment that means they are not eligible to drive);
financial	Not having the means to purchase a common photo ID (e.g. people released from prison are unlikely to have an income to purchase a \$180 passport);
inconvenience	Having to carry supplementary documentation to easily prove their identity (e.g. individuals using an 18+ card may need to provide a supporting document); and
skills gap	Not having the skills and knowledge (including digital literacy) to access existing identification options (e.g. youth transitioning from care may not have the literacy skills to complete application forms or sit a driver licence test).

2. **Dignity:** Hospitality New Zealand's 18+ card provides an alternative photo ID for some services, but individuals are sometimes unwilling to use this card. Anecdotal information suggests that some seniors, disabled people, or Muslim

³ A passport costs \$180 and a driver licence costs a minimum of \$93.90 (includes application and test fees).

people who abstain from alcohol, do not wish to use an 18+ card, as its primary purpose is to verify that young people can purchase alcohol or enter licensed premises.

19. These two aspects are outlined together at **Appendix A**, which shows that the identified groups are impacted in different ways. This implies that there may not be a one-size-fits-all solution to this issue.

The Department's digital identity work may provide a long-term solution to this issue

20. This work comes under the portfolio of the Minister for Government Digital Services and is due to be considered by the Cabinet Economic Development Committee on 31 October 2018 (Cabinet Paper, *Developing Options for a New Approach to Digital Identity*). This paper proposes a new approach to the provision of digital identity services and you are co-signatory to this work. A final report on options for this work will not be completed until late 2020.
21. The Department's Te Ara Manaaki Transformation Programme,⁴ is also completing exploratory work on how people prove their identity in person. This work may provide more options to resolve this issue. Neither the digital identity nor Te Ara Manaaki work streams will provide a solution in the short or medium-term.

Recent and upcoming developments may help address the issue

Hospitality New Zealand's 18+ card is being rebranded

22. Hospitality New Zealand has re-branded the 18+ card as a 'Kiwi Access' card with the aim to appeal to a wider range of people including disabled persons and seniors. This card may provide a partial solution by alleviating the dignity aspect of this issue. Hospitality New Zealand plans to release the new card in December 2018.
23. However, the services the 18+ 'Kiwi Access' card can be used for will not change; it will still be a secondary or supporting document. This means that individuals will still be required to provide an additional form of identification to access secure services (e.g. any interactions with AML/CFT liable sectors).

New services may alleviate this issue for youth transitioning from care and Youth Justice

24. Oranga Tamariki - Ministry for Children is due to introduce new transition support services from mid-2019. This support will include advice and non-financial assistance that may help youth with obtaining photo ID, including negotiating the 18+ card application process or even supporting a young person to get a driver licence. Financial assistance may also be available, which could alleviate the financial barriers to obtaining photo ID.

Driver licensing programmes for young offenders may assist some prisoners

25. Many young offenders enter the criminal justice system due to offences relating to not having a driver licence. To address this issue, Corrections has partnered with the Howard League⁵ to deliver a driver licensing programme to young offenders in prison. Corrections have also run a similar driver licensing programme in parts of

⁴ Te Ara Manaaki is a solutions-focused programme that aims to transform the Department's identity and life events services by putting our customers at the very centre of the provision of these services.

⁵ The New Zealand Howard League is charity providing driving and literacy programmes for prisoners.

Auckland since 2016 for people in prison and on community sentences. Successful applicants obtain a driver licence, although numbers are small.⁶

Work on enhancing the SuperGold Card is not likely to provide a solution for seniors

26. The SuperGold card provided by the Ministry of Social Development is a concession card rather than an identity document. The Office for Seniors is doing work to enhance the SuperGold Card. As most seniors hold a driver licence or passport, the Office for Seniors have advised that they are unlikely to enhance the SuperGold Card to be used for identification purposes. It could thus be more cost effective for those seniors who do not hold a common photo ID to be considered within a broader solution that works for the other groups identified in this briefing.

Ongoing or additional measures to address this issue

Digital solutions may be the most viable approach

27. The Department is progressing work on the provision of digital identity services in New Zealand and digital solutions would align with the move towards digital identity verification. However, accelerating existing work (see paras 20 and 21) so that solutions are available in the short or medium-term may also have funding implications.

Other potential approaches would require significant cross-government collaboration

28. Other potential approaches could include subsidising passports for impacted groups or issuing a new government photo ID (e.g. a non-driver licence). There are significant challenges associated with these including high costs, significant policy change and work to ensure they would be fit for purpose. Any further consideration of these would require discussions with your Ministerial colleagues.

Subsidising passports for impacted groups

29. Subsidising passports would impact on the Social Development portfolio. It would require a considerable subsidy (around \$130 per person) to reduce the price of a passport to the level of other photo IDs, such as a driver licence. As evidence on the scale of this issue is largely anecdotal, we cannot establish the number of people who would require such a subsidy and there would be further costs involved with its administration.
30. We consulted the Ministry for Social Development on this advice. We recommend forwarding a copy of this paper to the Minister for Disability Issues who is also the Minister for Social Development.

Issuing a new government photo ID (e.g. a non-drivers card)

31. There would be high costs associated with issuing a new government photo ID, including costs related to its development, production and changes to legislation and guidance that refer to identification documents. Such an approach would be a departure from the current purpose-specific approach to identification in New Zealand. There may be potential perception issues associated with a government photo ID with some people viewing it as a de facto national identity card.

⁶ In the 2017/18 financial year 16,661 people left the Corrections system. From July to September 2018 there were 51 graduates of the Howard League programme who obtained a driver licence.

32. A new government photo ID may appeal to a range of the affected groups and the agencies and organisations that support them. For example, the Department of Corrections indicated they would support a single government issued photo ID as it would help them to confirm the identity of prisoners and better prepare prisoners for reintegration into communities.
33. A new government ID could potentially impact the Transport portfolio as in other jurisdictions this issue has been resolved with a card for non-drivers issued by a government transport agency. The Ministry of Transport and the New Zealand Transport Agency have raised concerns around the resourcing, policy development and legislative amendments required for this approach. We do not advise forwarding a copy of this paper to the Minister of Transport, unless you wish to consider this option.

Further significant work by the Department on this issue has resource implications

34. As advised in a briefing to you on 24 August 2018, the Department's policy function is facing resourcing and funding pressures impacting its ability to deliver on Ministerial priorities [IA2018692 refers]. Further consideration of this issue would likely require either that, this project be prioritised ahead of other aspects of the Department's work programme, or additional funding.
35. We are available to discuss this issue with you at your convenience. There is no time urgency for doing so.

Recommendations

36. We recommend that you:
 - a) **note** that the barriers faced by people without common photographic identity documents is a system-wide issue that impacts several Ministerial portfolios;
 - b) **note** that current evidence is often anecdotal or incomplete making the size and scope of the problem difficult to confirm;
 - c) **discuss** with officials whether you wish to pursue further work on this issue; and Yes/No
 - d) **agree** to send copies of this briefing to the Minister for Disability Issues and the Minister of Corrections. Yes/No

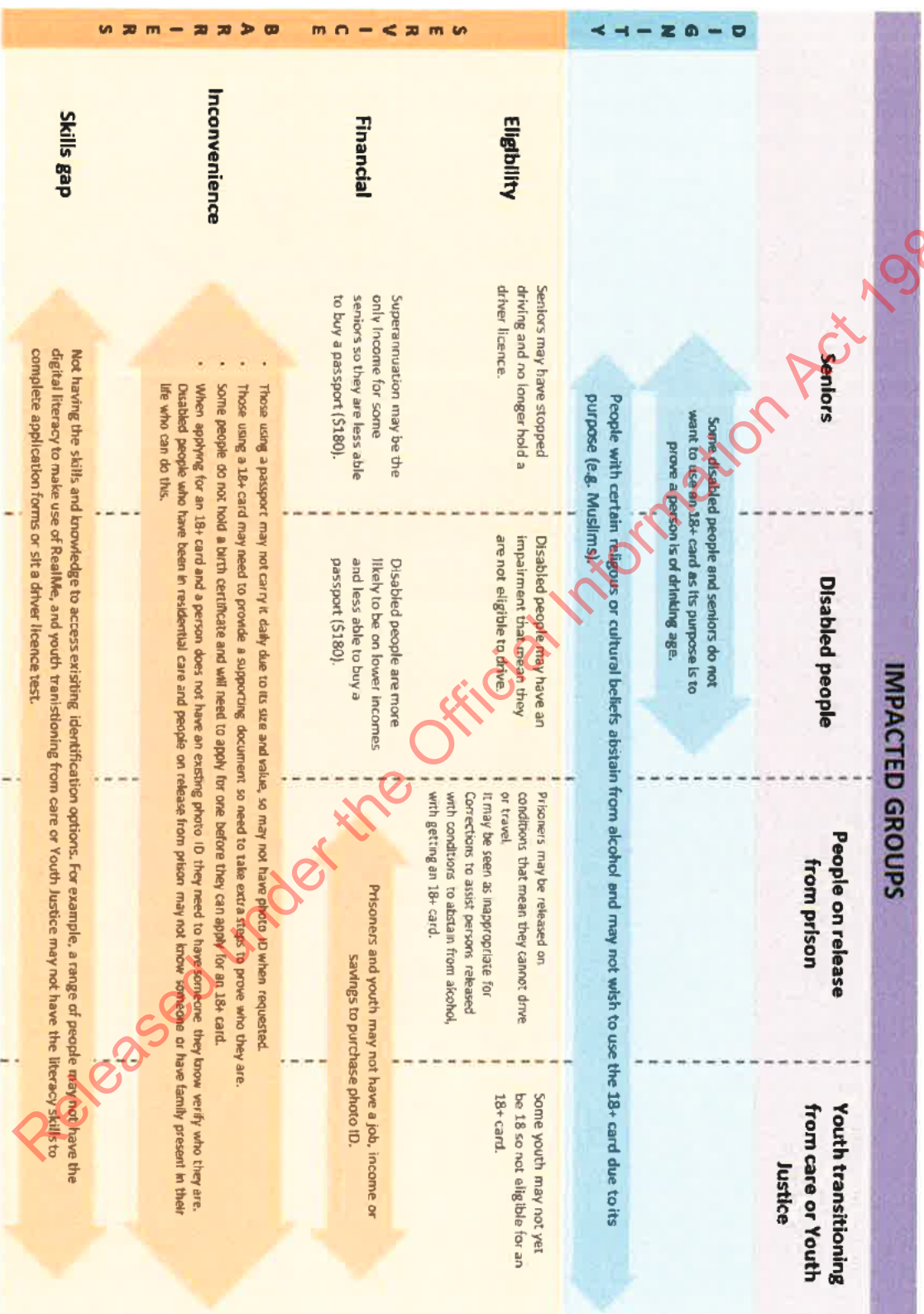

Rachel Groves
Director Policy Services



Hon Tracey Martin
Minister of Internal Affairs

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Appendix A: Indicative representation of how people cannot easily prove their identity to access services



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In Person Proof of Information – Research Report

September 2020

Document 3

Kia hāpaitia te wana, e ora ai te iwi

*From a passion for helping, then the people
will thrive*

For more information regarding this report or project, please
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Glossary

DIA

Department of Internal Affairs

Support Organisation

Those organisations that support or advocate for one or more of the customer groups

Service Provider

Those organisations (government and private) that ask people to prove information about themselves as part of delivering services or selling goods

ID Issuer

Those organisations that issue documents that are currently accepted as proof of identity

SDO

Service Delivery and Operations, a branch of DIA. SDO is responsible for Identity and Passport Services, Births, Deaths and Marriages, Citizenship, Charities Services, Authentications, Translations, Digital Transformation and Community Operations.

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Executive summary

This document describes the process and outcomes of the research work undertaken between March and October 2019.

DIA is currently undergoing a transformation within its Service Delivery and Operations (SDO) branch. This transformation is focused on changing systems, processes and the organisation so that services can be delivered in a more customer-centered, joined up and effective way - providing digital self-service options to customers and other agencies.

The Te Pou Manawa team within SDO was asked to look into how people might use their information, if it was in their own hands. From that, the In Person Proof of Information project was created. The team developed a purpose statement for the project:

To meaningfully improve how people prove information about themselves in New Zealand

The team knew that in order for the project to achieve its goals, we needed to think carefully about which customers we focused on.

We hypothesised that by understanding the experience of people who struggle the most we would highlight problems that if solved could meaningfully improve how people prove information about themselves in New Zealand.

The team narrowed a long list of possible customer groups down to seven.

- Deaf
- Former refugees
- Former prisoners
- Homeless people
- Learning disabled
- Vision impaired
- Victims of family and sexual violence

We chose these seven groups for a variety of reasons. We felt that these groups would demonstrate enough differences and similarities for us to have confidence that we were getting a somewhat balanced view of the experiences people were having.

We worked with support organisations to help us plan and execute our research activities. Particularly key at this time was the Department of Corrections, Deaf Aotearoa, People First and Office of Disability Issues.

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With their support and that of other organisations, we were able to talk directly with 34 people around the country to understand their experiences of proving information about themselves.

That resulted in seven high level themes and several problem statements. The themes are :

- People struggle so much with getting services and ID that they give up
- Current forms of ID have significant limitations
- People end up frustrated and vulnerable when trying to get the services they need
- Our services exclude the people who need the most help
- Without help, many people would fail to get services and ID
- People in unstable or crisis situations find it harder to cope and keep track of ID
- People avoid applying for services and ID because of fear and anger

Ultimately we discovered that while problems do exist in how people can use id, most of our participants faced issues even getting an ID that met their needs. For many reasons, the documents they were able to access were often not sufficient to get a service.

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Introduction

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Research approach and methodology

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Research approach

Our overarching approach to the research was to focus on people who currently struggle to prove information about themselves. While our brief was centred around the identity information held by DIA, it sat within the context of the Government's commitment to improve the wellbeing of New Zealanders and provide a more modern, agile and adaptive public service which meets the needs of everyone.

We know from earlier work that for many people, proving something about themselves doesn't occur very often, and that when they do have to, it may be inconvenient but because they usually have a passport or driver licence, they can still get services.

We chose to take a universal design approach. By understanding and designing for those people who are usually left out, we would focus our research entirely on them. By taking this approach, we can create solutions that work for everyone, not just the "80%"

The aim of the research was to understand:

- the customer experience of proving something about themselves or someone else

- how customers access the information and documents they need to use to prove something about themselves
- the different situations in which customers need to prove something about themselves or someone else, and how they do that (what documents/information they use)
- what information and documents the organisations ask for, what the purpose is and what they do with that document/information

Our research methods with customers included a mix of one-on-one and small group interviews. We used a number of different techniques such as card sorts to gather the information we needed.

We also had dozens of meetings and discussions with service providers and support organisations to understand the ID situation from their perspectives.

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Engaging with disadvantaged customers

Our early choice to focus on the people who struggle the most led us to 7 different groups of people:

- Deaf
- Former refugees
- Former prisoners
- Homeless people
- Learning disabled
- Vision impaired
- Victims of family and sexual violence

The team agreed on three principles that would guide our research approach.

1. Don't cause harm, such as reopening wounds or making people upset
2. Design the research so that people enjoy themselves, have positive thoughts about the project and become advocates for it
3. The team gets the information needed to progress the work

In order for us to meet principles 1 and 2, we needed the support of organisations and people who know and work with our chosen groups regularly.

For each of these groups we identified organisations that might be willing and able to help us with the project.

The organisations we started working with included:

- Office for Disability Issues
- Deaf Aotearoa
- New Zealand Red Cross
- The Salvation Army
- Department of Corrections
- Under the Stars
- People First
- Blind Citizens NZ
- Kapiti Women's Refuge

There are many other organisations that we worked with, all of which were influential in helping us to either recruit people for our interviews and workshops, or by providing input and guidance into how to design and run interviews and workshops.

The challenge with working with other organisations is that they are often under funded and under resourced or their priorities are different, so they may not be able to help with advice or recruitment support.

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There were two methods that were most effective for us gaining the help of the support organisations. First was making contact with them through phone rather than emails. We found that being able to explain our project in person helped people understand the value of it better.

The second method was using existing relationships. Making contact through someone that the organisation already knew and trusted was very useful for us.

Tips for engaging with disadvantaged customers

We carefully considered how to design our workshops and interviews them so that we could meet our three principles. Some of the things we learned to pay attention to included:

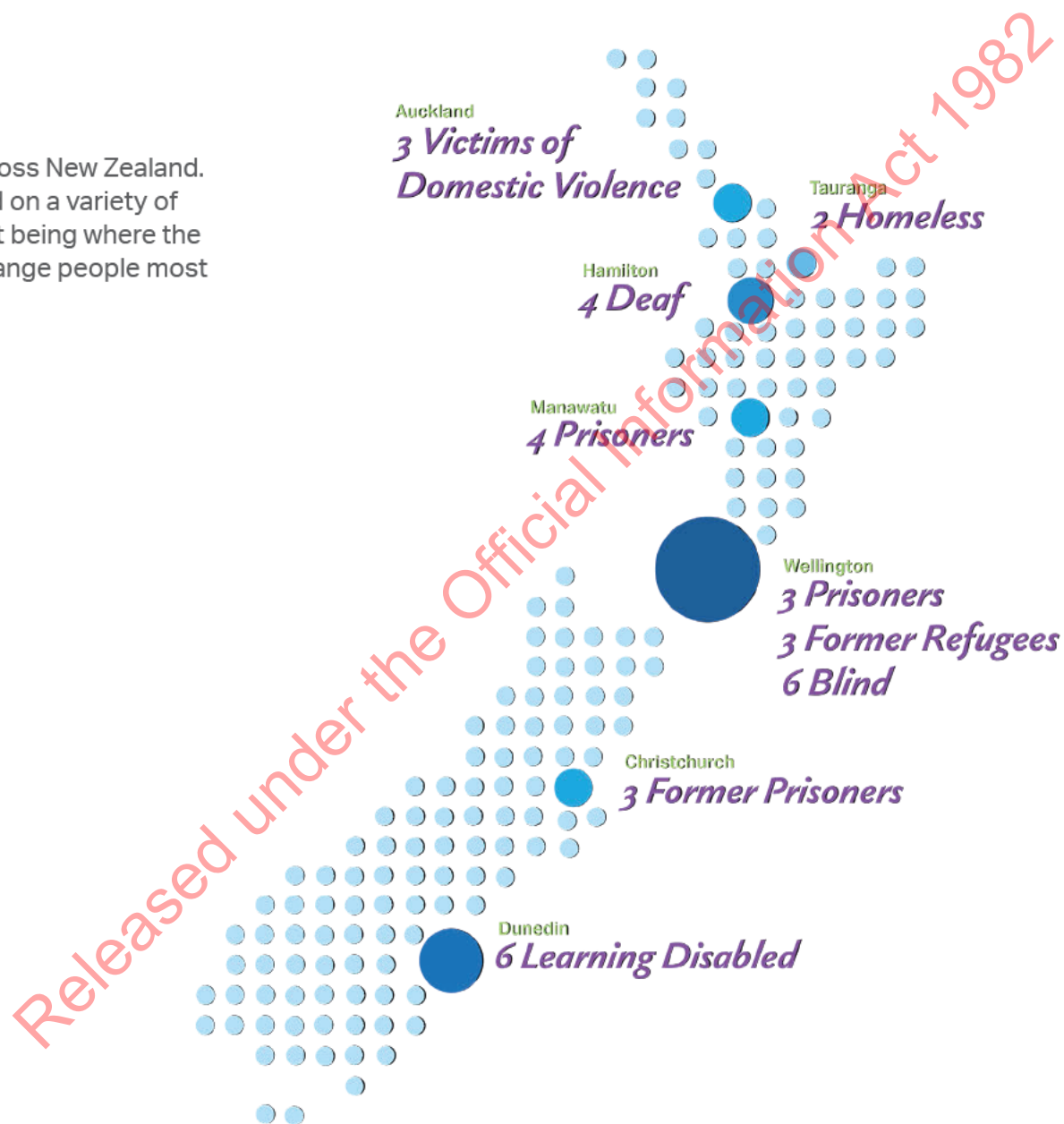
- making sure the meeting space is physically accessible,
- how to arrange and work with a NZSL interpreter,

- what sort of catering you have if you have blind participants,
- keeping safe when working with prisoners,
- making victims of domestic violence and the homeless feel safe
- ensuring you give learning disabled people enough time to answer questions or formulate their thoughts.
- sending materials out early so that people have the opportunity to read and understand them before the workshop or interview. This can include the consent form and information about the project and what they will be asked to do.

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Who we talked to

We spoke to 34 people from across New Zealand. We chose these locations based on a variety of factors, with the most significant being where the support organisations could arrange people most easily.



Organisations we talked to and worked with

There are many organisations involved in the ecosystem that our chosen customer groups exist in. We spoke to a large number of these organisations, but our main focus was on working with the support organisations because we hadn't worked with people in these groups before. We wanted to ensure that our research approach and activities would be effective and that the people we talked to would feel comfortable enough to open up to us.

The organisations we talked with are shown on the next pages

We divided the organisations into three groups:

Support Organisations

Those organisations that support or advocate for one or more of the customer groups

Service Providers

Those organisations (government and private) that ask people to prove information about themselves as part of delivering services or selling goods

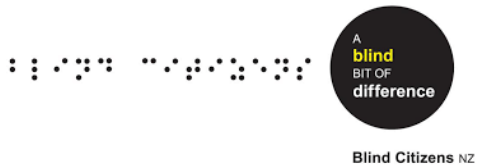
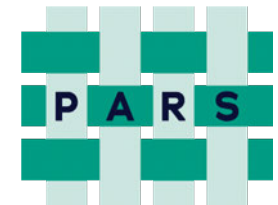
ID Issuers

Those organisations that issue documents that are currently accepted as proof of identity

An organisation may fit into more than one of these groups, depending on the interaction or services they provide. For example, Hospitality New Zealand are both a service provider and an ID issuer.

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Support Organisations



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Service Providers



FINANCIAL SERVICES FEDERATION



cashconverters



vtnz

ID Issuers



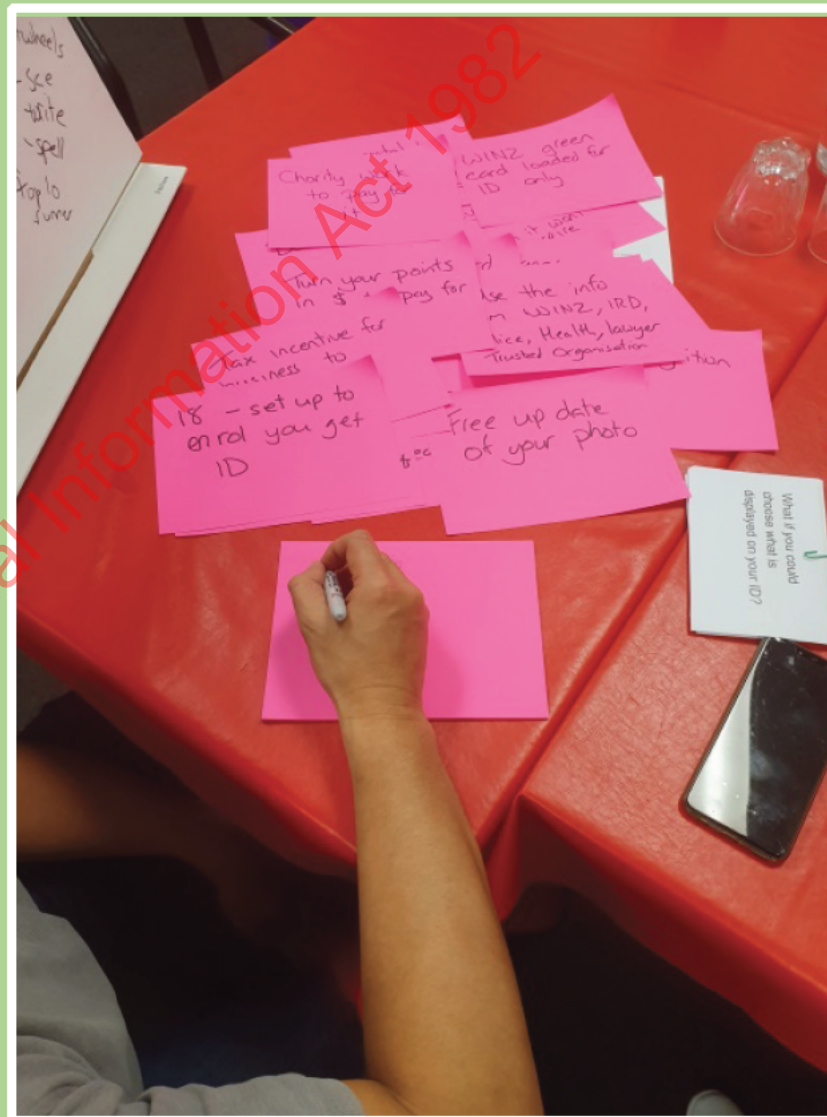
MINISTRY OF SOCIAL
DEVELOPMENT
TE MANATŪ WHAKAHIATO ORA



Te Tari Taiwhenua
Internal Affairs



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Research findings

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Current ID environment

As long as services need proof that someone is who they say they are, people will need 'ID'. But in New Zealand today ID is not a right and most options for many people are not good options at all.

The current environment for proving information about yourself is complex and confusing for people and organisations.

The requirement for organisations to verify the identity of their customers or staff has grown over time but options for people have remained stagnant, broadening the cracks in the system.

The impact of this has been passed onto people. While for many this is a minor inconvenience, others are locked out of services simply because they cant get the documents they need.

Organisations and people recognise this problem but little progress is made because the providers

of ID and the drivers for compliance are spread out across the system and focused on diverse objectives.

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ID in Aotearoa

Insightful stats



3,221,000

People with a passport
(September 2020)



3,384,295

Licences
(June 2015)



9,857

Prisoners

\$91k

Annually to be in prison



4,951,500

New Zealand Population
(Feb 2019)



246,164

Active gun licences
(April 2018)
and
245,401

people hold those licences



967,000

NZ disabled population



9,000

Deaf

875,000

Physical Impairment

162,000

Visually Impaired

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Themes

After completing the research we analysed the information and after several iterations, developed a set of themes.

- People struggle so much with getting services and ID that they give up
- Current forms of ID have significant limitations
- People end up frustrated and vulnerable when trying to get the services they need
- Our services exclude the people who need the most help
- Without help, many people would fail to get services and ID
- People in unstable or crisis situations find it harder to cope and keep track of ID
- People avoid applying for services and ID because of fear and anger

The following pages describe each of these themes in detail.

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People struggle so much with getting services and ID that they give up

- The system is complex and can trap people in situations they can't get out of
- Information and forms are hard, especially for people with low levels of literacy or English to understand
- Getting ID takes too long and is too expensive for lots of people

People talked about the significant challenges they face when trying to get services or ID, including; the complexity of processes, difficulty understanding information, and the time and cost required. While most people do overcome these barriers, eventually - many do not. Unable to complete the process or even start it altogether, people are left feeling frustrated, vulnerable, and disheartened.

The processes to get services are over-complicated and often require a high level of literacy to comprehend. Some people can find information, but they are unable to understand or read it for effect. Others have physical barriers

that lead to their reduced ability to read or write in English (e.g. they are Deaf) or have language barriers or learning difficulties such as dyslexia.

People told us that the time frames for getting documents are too long, and the costs are too high, particularly when you consider the entire process. It isn't uncommon for people to have to start from scratch, which means applying and paying for a birth certificate before having photos taken, arranging identity referees, and only then can they apply for photo id. Then they can apply for the service that they need.

The requirements of some services can trap people in a catch-22 situation – where they are unable to get one thing without another. For example, a Deaf person needed hearing aids to get a job but had to have a job to be eligible for hearing aids. Other people spoke of needing photo id to get a new driver's licence.

“ All the unnecessary questions do my head in! ”

– Former Prisoner

“ It got unrealistic, so I just walked out ”

- Victim of family violence

“ I had the worst time of my life when I tried to open a bank account when I had nothing ”

- Victim of family violence

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Current forms of ID have significant limitations

- The best ID is convenient, high confidence, easy to get, and affordable.
- Eligibility is dependent on the documents primary use
- It's frustrating that ID isn't consistently accepted

People told us that current forms of ID have limitations that make it difficult for them to access services. People want a single ID that is easy to get, convenient to use, and affordable. While service providers simply want ID they can trust and that gives them the information they need.

Often people are unsure what documents they need and do not understand why they need to provide certain documents. Some identity documents are accepted for one thing and not another, while some aren't recognised at all. This leaves people frustrated and confused.

People generally prefer using their driver licence because it's convenient to carry, relatively cheap to replace and widely accepted. They are less likely to carry a passport with them because the size is inconvenient, or it's considered too valuable to risk losing. People tended to use birth certificates only when they had no other option. They can be viewed as precious or sentimental so they are usually kept in a safe place, which may be inconvenient to access when the time comes where it's needed.

Most identity documents have eligibility requirements related to the document's primary use that can prevent people from getting it. For example, to be eligible for a Kiwi Access Card you have to be over 18 years of age, preventing younger people from getting one. Eligibility for a driver's license is dependent on a person's legal right to drive, so if they lose their license, they may also lose their main (and sometimes only) form of ID.

“The only problem is that they won't accept them”

- Learning Disabled person
About using the Kiwi Access Card

“I wouldn't carry my passport, if I lose it, I'd have to pay another lot of money”

- Learning Disabled person

“Lots of people don't recognise the Refugee Certificate of Identity”

- Former Refugee

People end up frustrated and vulnerable when trying to get the services they need

- Having to retell their story makes people feel frustrated
- People have to repeatedly prove their disability to multiple organisations
- The inaccessibility of services mean people are forced to share private information

It is very common for people to have to prove information over and over to multiple organisations and agencies to access services. This happens even when people deal with the same organisation every year, for example to renew a benefit. People feel frustrated and angry because they have to keep justifying their need, especially when they don't understand why. For some people in a difficult situation or living with a disability, being forced to repeat their story highlights their difference and can feel degrading.

People want to live independent lives and services that are inaccessible force them to rely on other people to help them, undermining their independence. Sometimes this can mean that they have to share information with the other person that they wouldn't normally. Examples we heard were medical test results that were sent in pdf format that a blind patient couldn't read, so had to be read by another person, and learning disabled people who have to share income information with their support worker in order to apply for a house.

“ I need help to read documents, but there's some stuff (like medical info) you don't want others to see ”

- Blind person

“ It makes me feel smaller than small ”

- Former Prisoner

“ It's annoying and frustrating to have to keep proving I'm Deaf, like I'm magically going to be not Deaf anymore ”

- Deaf person

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Our services exclude the people who need the most help

- Some organisations don't make use of services that support people with disabilities
- Some people's circumstances are so different that we struggle to help them
- Staff are not trained or supported to help

A lot of the people we talked to often fall outside the 'main' flow of a service. People talked about being prevented from interacting with an organisation because it isn't able to deal with their particular needs. For example a Deaf customer who was not allowed to use the phone relay service for deaf or a NZSL interpreter. Vision impaired customers talked about websites with fillable PDF forms that they can't complete with their screen reader.

We heard about people who had couldn't be identified in the normal ways because they had no social footprint. Examples are a learning disabled person hidden from society by protective parents, a women escaping domestic violence who had recently returned to New Zealand.

Sometimes the staff that deal with people in these types of circumstances lack the tools and techniques to support people through challenging situations. Often people felt the advice they got was contradictory or confusing leaving them frustrated. People talked about how not getting what they needed led them to acting outside the system, which could be expensive and left them vulnerable to exploitation.

“So I'm told by my social worker – 'well you don't have a birth certificate' – which in your adult world kind of makes me illegitimate

– Oranga Tamariki
child in state care

“They said 'no, we'll just use pen and paper', and it just didn't work”

– Deaf person
About asking IRD to
being an interpreter

“Some people may not have a social footprint because they're hidden from society”

– IHC

Without help, many people would fail to get services and ID

- People need help from friends and family to apply for services
- People need help from support organisations to apply for services
- Agencies are setting up systems to help in their care get ID and services
- People work around the system to help others

The people we talked to expressed how important support was to them being able to get the services and ID they needed. Most people relied, to some extent, on the support of friends and family or support organisations to help them. This could include financial support, help to understand and interpret information, to navigate the system, or to fill out forms.

Sometimes the level of support provided is dependent on the staff or case manager that someone deals with at an organisation, with some staff going above and beyond to help people get what they need. Many small work-arounds exist but they are largely built around trust between individuals. Examples of agencies setting up systems to help people in their care get ID and services exist but they are often limited by the system and scope.

It is clear that many of the people we spoke to would not be able to get ID or services without some sort of help, with many saying there would be no point in trying, or they would have given up and 'walked out' if they had to do it on their own.

“ Accessing services with an interpreter is a good experience, without an interpreter, I wouldn't even bother ”

– Deaf person

“ If it wasn't for them (PARS), I'd be dead on the street, frozen! ”

– Former prisoner

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People in unstable or crisis situations find it harder to cope and keep track of ID

People who are living in stressful situations often lack the ability to cope with situations that on their own seem quite straightforward. Even people who at a different time in their life might find a situation easy to deal with can struggle under the compounding weight of several significant events. The complexity of someone's circumstances also impacts their ability to keep track of things like ID, especially if they are in an unstable situation. For example, homeless people move around a lot and their 'stuff is often nicked'.

Often women who flee a violent situation leave everything behind. We heard of women who left with a rubbish bag full of clothes for their kids and nothing for themselves. These women have to rebuild their lives from scratch, while trying to hide from their ex-partner.

“ All I had with me is my birth certificate ”

- Victim of family violence

“ You can't focus on anything but survival ”

- Homeless

“ Women in crisis don't have the mental capacity to deal with government or online forms ”

- Women's Refuge staff

People avoid applying for services and ID because of fear and anger

- People actively avoid organisations that they feel have treated them badly
- Some people miss out on services or have to meet harder requirements because people judge and don't trust them
- The thought of applying for services is so scary and overwhelming that some people would rather just be in prison

Applying for services and ID can be a challenging and intimidating experience for many people. This is exacerbated when previous interactions have been terrible experiences. In some cases, people chose to avoid the very organisations - like Work and Income and the Police - that exist to help them.

People expressed resentment at the way they are asked to jump through extra hoops to get services or are denied services because they are judged more harshly based on of their appearance or background.

“Some women have a real fear of Oranga Tamariki, Police and Health Services”

– Women's Refuge staff

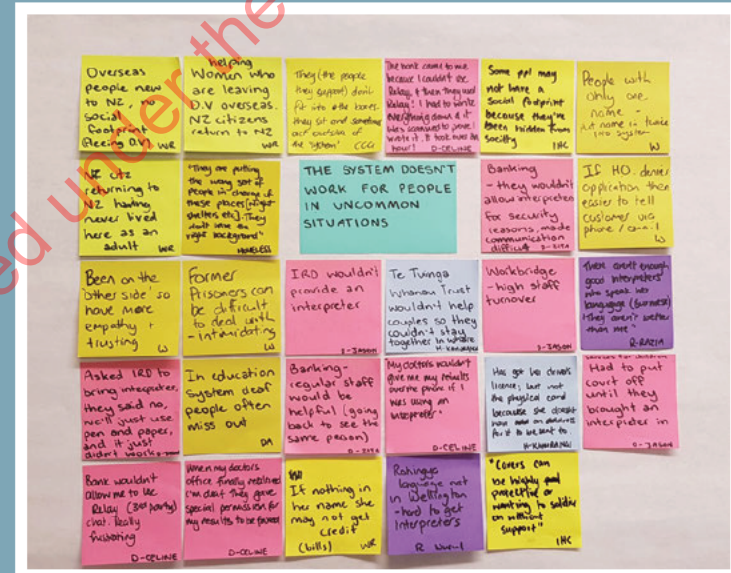
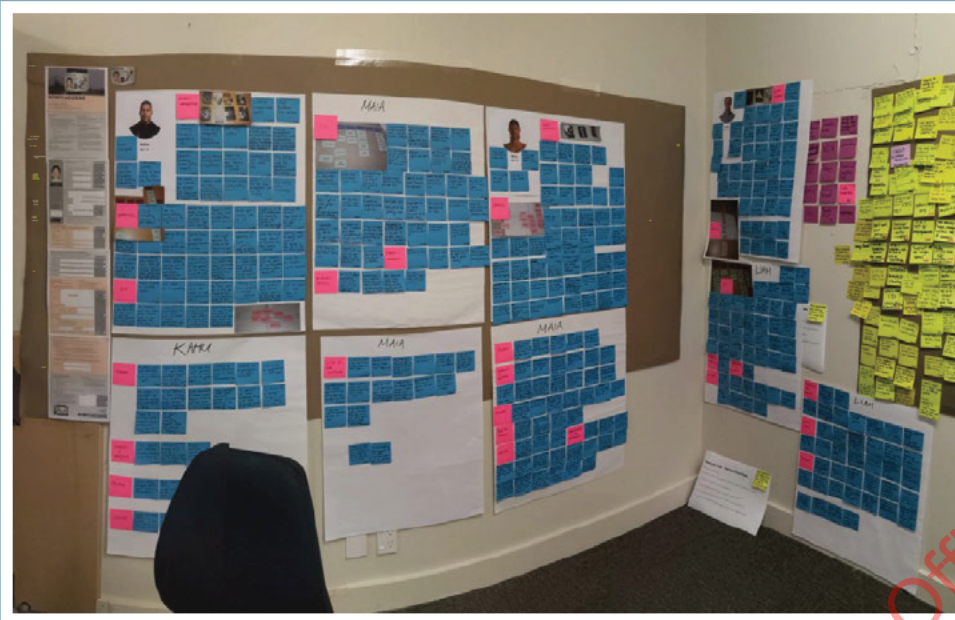
“Some ex-prisoners think it's easier just to go back in jail”

– Salvation Army staff

“I want to be seen as a migrant not a refugee – (in employer's minds) migrants have skills, refugees don't”

– Former Refugee

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Personas and Journeys

Based on our research, we created a set of personas and journey maps. Their purpose is to help people build empathy and start to understand some of the challenges that these groups may face when trying to get services.

For each persona, there is a journey map which highlights some of barriers we identified for that group. Some of these barriers are relevant across everyone, such as time and cost, while others are related to more specific circumstances.

While our personas and journeys are designed to represent the challenges people may face, they can't reflect everyone or every situation. It is important that they are considered as a set, as some barriers may only be shown for one group, but will be very relevant to a range of different people and situations.

The full set of personas are attached in Appendix B. The next page shows a sample of two of the personas and journeys.

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Future state

Design considerations

The team identified some design considerations that should already be known, but are vitally important when designing a service for people in our target groups.



Literacy

Language must be plain, not only for people with low literacy, but for people with English as a second language or with learning disabilities.



Use of imagery

Pictures and simple icons are a key way to communicate your message for those with learning disabilities.



Translation

Consider translating information into New Zealand Sign Language. It can't be assumed that deaf people understand written English as they may have never learned it and sign language is grammatically very different.



Interaction design

Consider motor skill issues and learning disabilities when asking for certain actions. For example, some people on the autism spectrum dislike having their photo taken. Other people with motor skill issues may struggle to take a photo themselves.



Assumed knowledge

Some deaf people may lack the knowledge that hearing people gain simply by being in an environment. For example, they don't necessarily know that they need to keep themselves safe online because that information hasn't been targeted at them. This means that you may have to explain more than you expect about your service.

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Vision

Based on our research, the best ID is convenient, high confidence, easy to get, and affordable.



Ideally, eligibility for ID is not tied to eligibility for anything else and therefore can't be taken away from people. People will be able to get or replace this ID easily, whether they have physical documents or not.



Any ID solution should also be able to be used in both a physical and a digital channel. While many organisations are offering services online, there are still a significant number of services that require physical proof of identity. This is often set out in legislation which means the likelihood of it changing in the near future is small. Organisations should also be able to easily validate information to the degree their business requires.

Use/Get

Our research showed that while some people had some issues with using ID documents, the vast majority of participants struggled most with getting a form of ID that organisations trusted. The future design of an ID should consider how people can get ID, as well as how they use it. It also needs to consider how the ID is issued, and how organisation that needs to consume it can do so.



Whatever form the ID is available in should be accepted by organisations on it's own, much as the passport is currently. Any solution should not provide another secondary form of ID.

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Next steps

The next steps for this work are to:

- Develop a plan for idea generation with customers from our target groups
- Co-develop combinations of ideas into concepts
- Test concepts
- Further refine and test concepts

In addition, the team will continue to refine the approach taken during this research phase, and will share the approach and outcomes with other agencies and departments.

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Appendices

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Appendix A - current documents used for ID

Widely Accepted



Document	Pros	Cons	Quantity	Cost
NZ Passport	<ul style="list-style-type: none"> It is trusted on its own 	<ul style="list-style-type: none"> Expensive to get Inconvenient to carry Too valuable to lose Some people are ineligible 	2.9 million	Adult - \$191 Child - \$111 + cost of photo
NZ Driver Licence	<ul style="list-style-type: none"> Convenient to carry Low cost for learners 	<ul style="list-style-type: none"> Supporting evidence is often required Access can be restricted Must pass a health and knowledge test 	Unknown	\$93.90
NZ Firearms Licence		<ul style="list-style-type: none"> Expensive to get Inconvenient to carry Too valuable to lose Some people are ineligible Must pass a knowledge test 	250,000	\$126.50 + cost of photo
Overseas Passport	<ul style="list-style-type: none"> Most people arriving in NZ have one 	<ul style="list-style-type: none"> May need a translation Not accepted everywhere Inconvenient to carry Immigration status may also be required 	Billions	Varies greatly depending on nationality

Limited Acceptance

Kiwi Access Card	<ul style="list-style-type: none"> Accessible to almost everyone Convenient to carry Low cost 	<ul style="list-style-type: none"> Supporting evidence almost always required Only available to those 18 and over 	Unknown	\$55 + cost of photo
International Driver Licence	<ul style="list-style-type: none"> Convenient to carry 	<ul style="list-style-type: none"> Supporting evidence is often required Access can be restricted or removed Must pass a health and knowledge test 	Unknown	Varies greatly depending on nationality
NZ Certificate of Identity, Refugee Travel Document, Emergency Travel Document	<ul style="list-style-type: none"> Trusted because they are government issued 	<ul style="list-style-type: none"> Not widely recognised because they are only issued in specific circumstances Only available to refugees or people who have lost their documentation 	Unknown	Certificate of Identity/Refugee Travel Document - \$111 Emergency Travel Document - \$530

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Very Limited Acceptance



Student ID

- Convenient to carry
- Low cost

- Accessible to students only
- Only accepted as supporting evidence

Unknown

Free - \$50

Birth Certificate

- Low cost

- Inconvenient to carry
- Only accepted as supporting evidence except in unusual cases

3-5 million

\$33
+ \$5 delivery

Community Services Card

- Free
- Convenient to carry

- Stigma attached for some people
- Only accepted as supporting evidence
- Must have low income

800,000 - 1 million

Free

Super Gold Card

- Free
- Convenient to carry

- Stigma attached for some people
- Only accepted as supporting evidence
- Must be over 65

800,000 - 1 million

Free

Civil Union or Marriage Certificate

- Evidence that an event occurred

- Inconvenient to carry
- Must be married
- Essential for some people

Unknown

\$33
+ \$5 delivery

Electoral Roll Record

- Free

- Must be over 17
- Only accepted as supporting evidence

Millions

Free

Citizenship Certificate

- Evidence that an event occurred

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Appendix B - Personas and Journey Maps

Celine

PERSONA 1



video calling supported
Deaf is my ethnicity
struggles with literacy
social isolation capable
forms are challenging

Literacy level



Digital capability



Ability to cope



Attitude to privacy



Confidence in interacting with services



Celine is a 47 year old woman who lives in Whangarei with her 2 children. She is married to her husband of 3 years, Jason. Celine and Jason are both Deaf.

Growing up, Celine struggled at school because she couldn't communicate very well with her teachers and classmates. This means that she struggles to read and write English very well. She's happy that she took the time in her teens to become fluent in New Zealand Sign Language, and wishes that her parents had helped her learn it when she was younger. Now she realises that NZSL is very different to English, so that's why she struggles to read, write and understand information.

Celine relies heavily on her sister (who is hearing) to help her with understanding things – all of Celine's mail is sent to her sister who reads it and then tells Celine what she needs to do. This is working really well – Celine has been able to keep on top of her bills because she now understands

them better. Celine and her sister live close to each other and they video call every day. Celine loves that she can have a phone call with her sister and be 'heard'.

She and her husband keep to themselves most of the time, being out in the world is exhausting! This means they don't have very many friends, especially hearing friends.

Celine was married before – the father of her kids is hearing. She found the marriage difficult because of communication barriers and eventually they divorced. They manage to parent the kids together, but that hasn't been without its challenges.

Recently Celine has been looking for a job. She would like to earn her own money, but isn't sure how to go about finding or getting one. Her Work and Income case manager tells her about Workbridge, so she decides to try that.

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“I'm not just magically going to be not deaf anymore”

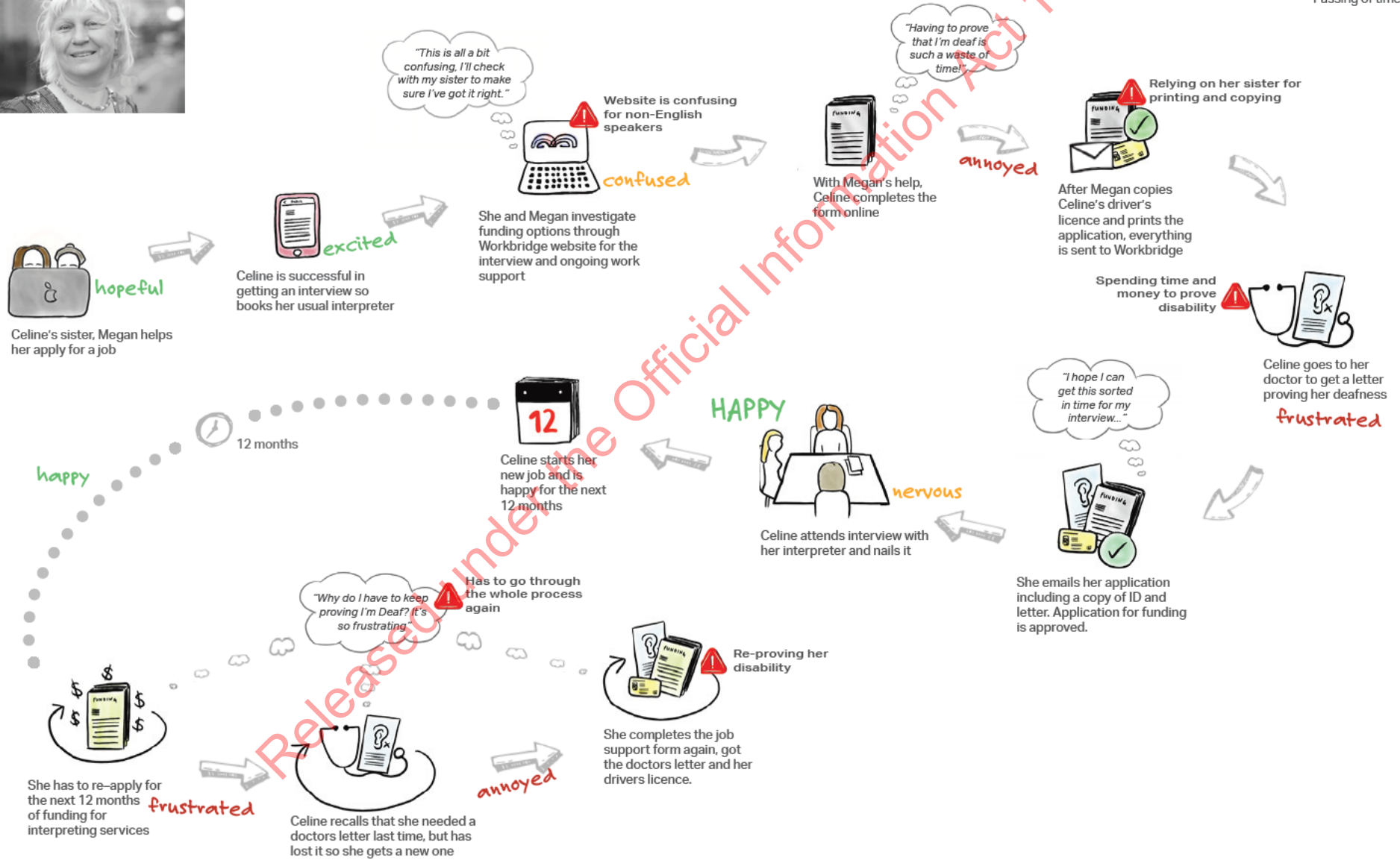
“I can't read very well because I couldn't use sign language in school”

CELINE'S JOURNEY



Celine is trying to get a job but her Deafness and low literacy are making it a bit challenging. Luckily she is well supported by her sister and has pretty good access to sign language interpreters. Having to constantly prove she is Deaf is frustrating and time consuming.

KEY
 Painpoint
 Passing of time

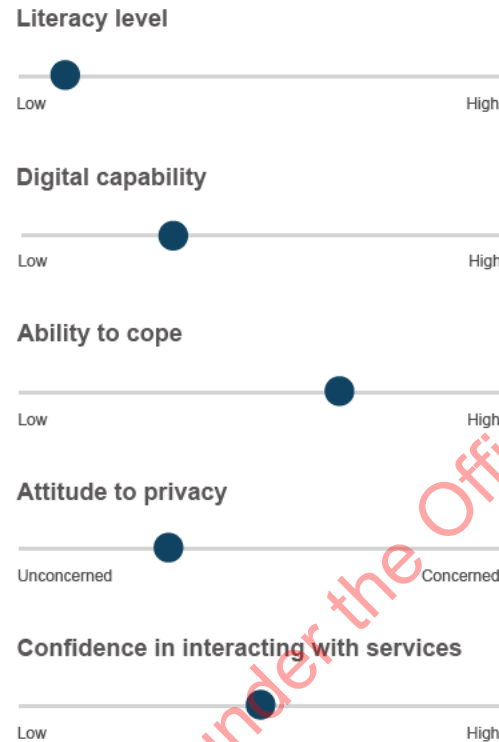


Nurul

PERSONA 2



little english **resilient** grateful
former refugee
anxious **unsure** determined
provider adaptable hopeful
discrimination **unfamiliar**



Nurul is in his late 30s and lives in Palmerston North. He is a Muslim Rohingya from Myanmar who has recently arrived in New Zealand. He and his wife have a daughter who is now 3 and another child due in 5 months' time.

Fleeing persecution in Myanmar, Nurul spent the last 8 years in a refugee camp in Malaysia. While he was in the camp, Nurul met his wife and they got married. Their eldest child was born in the refugee camp. Nurul worked illegally doing whatever work he could find to support his family, but was often stopped by police and had to pay bribes.

The family were registered with the UNHCR and eventually chosen to be resettled in New Zealand. Nurul had never heard of New Zealand before, but after looking it up on his phone he felt very lucky to be going somewhere that looked so peaceful. Before the flight, the family were all issued with a NZ Certificate of Identity which included their photo and visa.

The family spent their first six weeks in New Zealand in the Refugee Resettlement Centre in Mangere. There was a lot of adjusting required, but it was the first time in a long time they had felt safe and welcome. Nurul only speaks Rohingya and some Bahasa Malaysia he learnt while in the camp, so he struggled to communicate with staff when he needed help, but Nurul is confident he'll be able to overcome the language barrier with time.

Nurul and his wife were very excited when they were taken to their new house in Palmerston North. It was clean, had two bedrooms and came furnished. While Nurul feels very appreciative of all the support that has been given to him and his family, it has been tough adjusting to a new culture and environment. It's a lot colder than they're used to, many things are unfamiliar and Rohingya interpreters aren't always available. However, Nurul is determined to improve his English and find a good job so he can continue providing for his family and help them thrive in their new home.

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“The Red Cross person stayed all afternoon and showed us around”

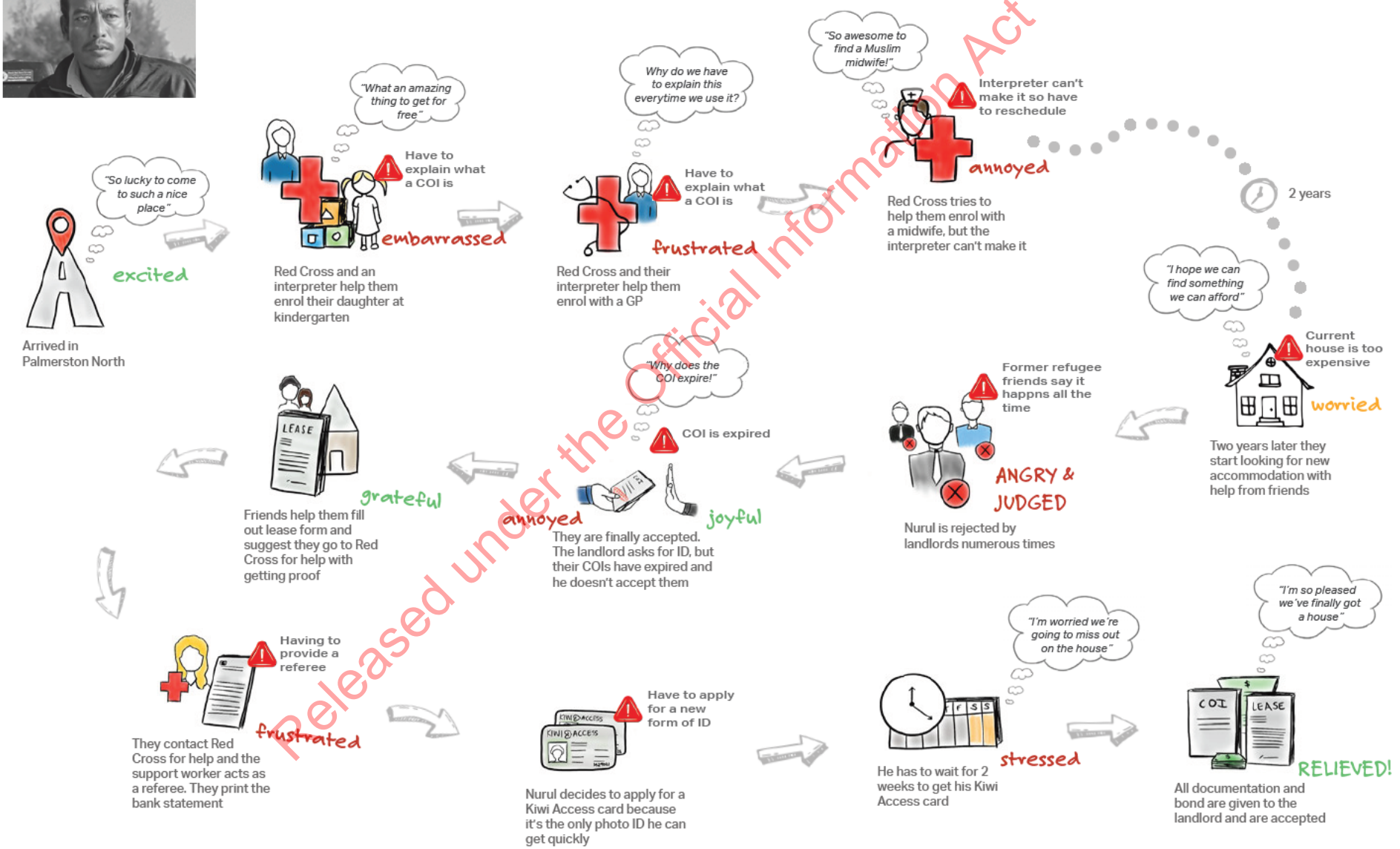
“When my friend went to Wellington she went hungry because she couldn't speak English”

NURUL'S JOURNEY



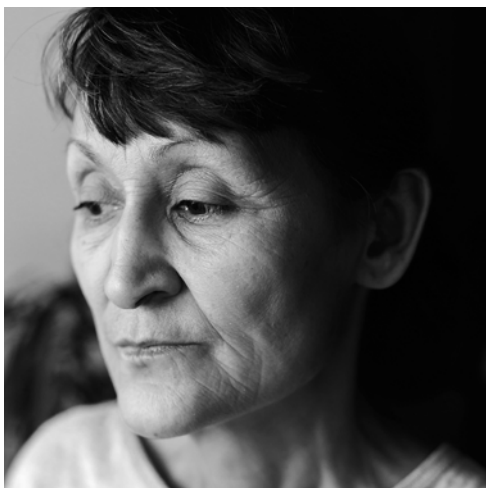
Nurul is setting up a new life for him and his family in New Zealand. With almost no English and no knowledge of how things work here it's challenging. However, with a determined mind-set and lots of help from Red Cross life is looking rosy. Having his only form of ID constantly questioned is a barrier.

KEY
 Painpoint
 Passing of time



Hana

PERSONA 3



passive ready to move on
drug problem **state care**
prisoner a bit dyslexic
needs a little help
distrusts government

Literacy level



Digital capability



Ability to cope



Attitude to privacy



Confidence in interacting with services



Hana is a 40-year-old woman from Lower Hutt, who is currently serving a prison sentence in Arohata Prison. Hana's release date is in 12 weeks' time, so she has been going through the prison's reintegration programmes to help her prepare for release.

Hana is a mother to 6 children, who are all in state care. Having been brought up in state care herself, she believes taking her children away was a mistake, and resents Oranga Tamariki for it. She lacks trust due to being failed by the system in her past and has little confidence interacting with government as a result.

Before prison, Hana found it hard to keep on top of things. Her relationship lacked financial and emotional support, and she was often left to sort things out on her own with no one to turn to for help. Constantly feeling out of her depth led Hana to adopt destructive coping mechanisms. Hana also lacked support when she was growing up,

and has mild dyslexia so has struggled with literacy throughout her life. The only device Hana had before prison was a smartphone that she used to message friends on Facebook and play Candy Crush.

Having a long history of substance abuse led Hana to be convicted for injuring someone while drug driving, losing her licence. She has gone through numerous rehabilitation programmes in prison, including the Drug Treatment Programme, to help her overcome addiction and stay sober.

Hana has a good relationship with her 3 youngest children, who visit her in prison regularly. They are her strongest motivators and encourage her to sort her life out and stick with sobriety. Having been in and out of prison multiple times, Hana feels as though she's finally ready to move forward with her life and focus on her health and being there for her kids.

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“Doing this the straight way just sucks arse”

“I'm focused on being well and enjoying the life I've got left”

HANA'S JOURNEY



Hana is getting ready to leave prison for hopefully the last time. A life of drugs, losing various battles with the government and struggling with dyslexia means that sorting out things like ID and bank accounts is hard. But she's lucky enough to get extensive support from Corrections, so she's almost ready to take her second chance.



Hana hears about programme to get driver licence and tell case manager she's keen

Painpoint
Missing out because of her age
The programme prioritises younger offenders, so she misses out and has to wait



Another programme becomes available, she gets in because she's near release



Painpoint
These questions are confusing, I'm probably going to mess it up"

Painpoint
Struggles with reading and writing because of dyslexia



Hana finds the form hard to understand, so gets a friend to help her



Case manager sends the application and a copy of Hana's birth certificate to AA

Painpoint
"It's scary answering those questions."



Case manager takes Hana on guided release to get bank account, bring DL/BC from property



Driver licence arrives and case manager puts it in property

2 weeks

Painpoint
intimidated

They ask Hana questions and get her signature, then copy her ID

"I'm excited to buy a bag to put this in."



VERY HAPPY

Hana's ATM card arrives in the mail, case manager puts it in property



Case manager takes Hana on guided release to add a PIN

Painpoint
Has to set the PIN in person

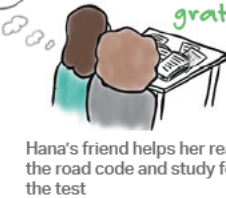


She sits the test and passes, AA takes her photo for the licence

"I'm glad I've got a friend who's good with this kind of stuff!"

nervous

grateful



Hana's friend helps her read the road code and study for the test

KEY

Painpoint

..... Passing of time

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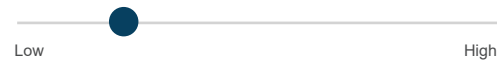
Niko

PERSONA 4



cautious **anxious** forms are hard
former prisoner
wants to look able **depressed**
overwhelmed starting over
daunted **homeless**

Literacy level



Digital capability



Ability to cope



Attitude to privacy



Confidence in interacting with services



Niko is a 19 year old man who has been recently released from Tongariro prison. Since being released, Niko has been without stable accommodation and is begging on the street and sleeping rough in Tauranga city.

Growing up, Niko didn't have much support from his mother – a single parent working two jobs. He learnt to look after himself from a young age and preferred doing things on his own rather than causing stress by asking for help. When Niko was 16, his mother started a new relationship, which caused a lot of tension in the household. This resulted in Niko being kicked out with nowhere to go, becoming homeless.

Niko wasn't able to make much money from begging on the street, and couldn't see any way out of his situation. He didn't know where to go for help, but just wanted some money to get back on his feet. This is when Niko started making small burglaries,

which he continued until being caught a final time when he was sent to prison.

Struggling with anxiety and depression can limit Niko's capability to do things. During his sentence, he responded well to group therapy and benefited from the programmes that helped him manage his mental health. Now that he is out, he's feeling lost and his mental health has once again declined.

Niko was able to couch surf with people he knew in the region for the days following his release, but is now back on the street sleeping rough. He feels as though he is back in the same dilemma as he was before prison. Even though he hasn't had much experience interacting with government in the past, he knows that's where he'll have to start. But the thought alone is almost too overwhelming for Niko to go through with it.

“The hardest thing about being on the street is losing someone every year”

“There's a lot of help out there but I'm not getting any of it”

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NIKO'S JOURNEY

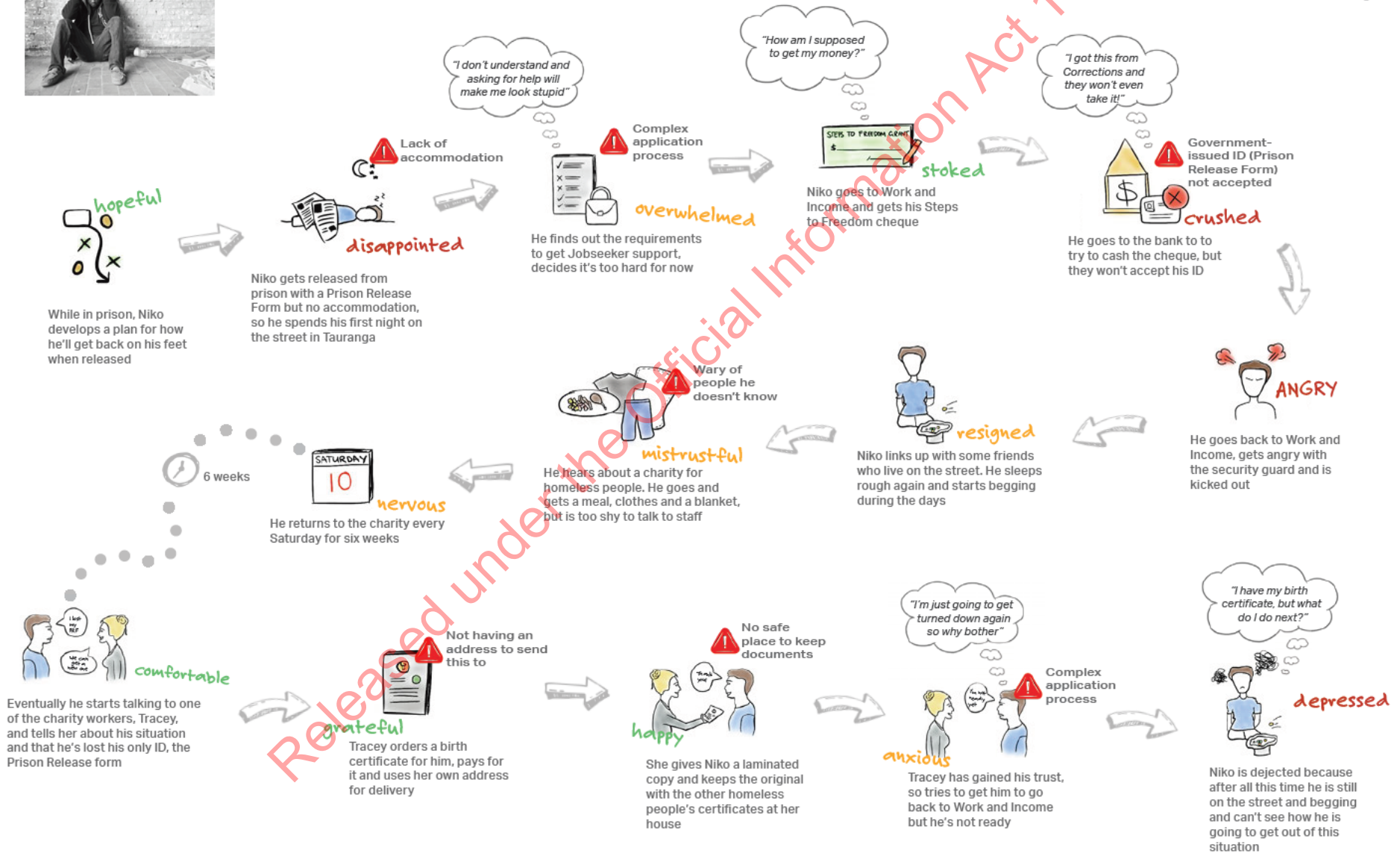


Niko is trying to go straight after leaving prison. But with no ID, and significant mental health and trust issues, he can't cope with the government agencies that might help him. Instead, he is begging, sleeping on the street and relies on a charity for food and support.

KEY

Painpoint

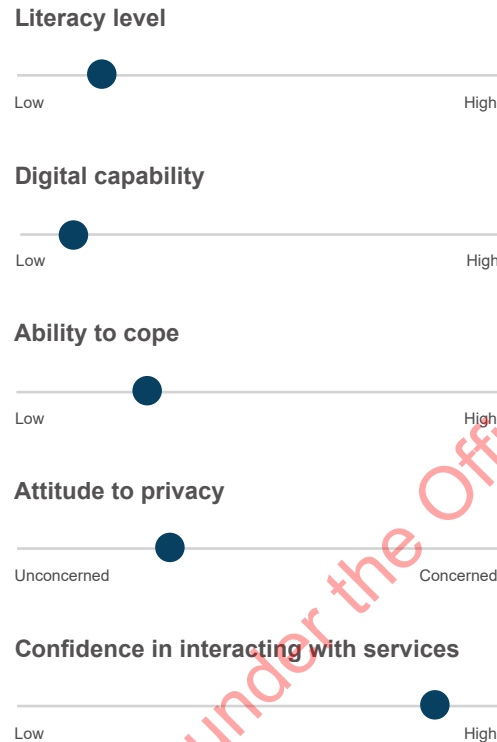
..... Passing of time



Sarah



positive needs support
 becoming independent
learning disabled
 over-confident isolated
 Naïve family oriented
 forms are hard



Sarah is a 23 year old woman from Dunedin, who has recently moved out of home to go flatting. Sarah's learning disability can make it hard for her to do things on her own, but with bit of support and determination, she is able to live a fulfilling life.

Flatting with her friends has been quite an adjustment. The flat isn't as nice as home, there's no internet and cooking has been a challenge because she gets hand spasms. Sarah would like to go out on her own more, but the full buses and unreliable schedules cause her a lot of stress, so she avoids going out when it's busy.

Sarah's support worker, Christine, has been a huge help in her gaining independence. Sarah's disability makes it hard to understand complex forms and information, but with Christine's support she was able to apply for the flat and even got a new volunteer job at the SPCA. Sarah has struggled to manage her finances

and a few times has spent all of her money on unnecessary stuff, with nothing left to pay rent or bills. Christine is helping Sarah get back on track with her money and to understand why budgeting is so important.

Christine has gotten to know Sarah very well over the past 2 years of working with her, and visits three times a week to help with things like appointments and grocery shopping. She knows that Sarah prefers doing things in person and isn't confident online as she hasn't had much exposure to the internet.

Despite the struggles that come with managing a learning disability, Sarah has a very positive outlook on life. She enjoys spending time with her family, doing physio at the pool and also attends a music group with other learning disabled adults once a week. Sometimes Sarah's ambition to be independent can lead her to overestimate her ability, but she is working on managing her disability and knowing her limits.

“My family supports me in everything”

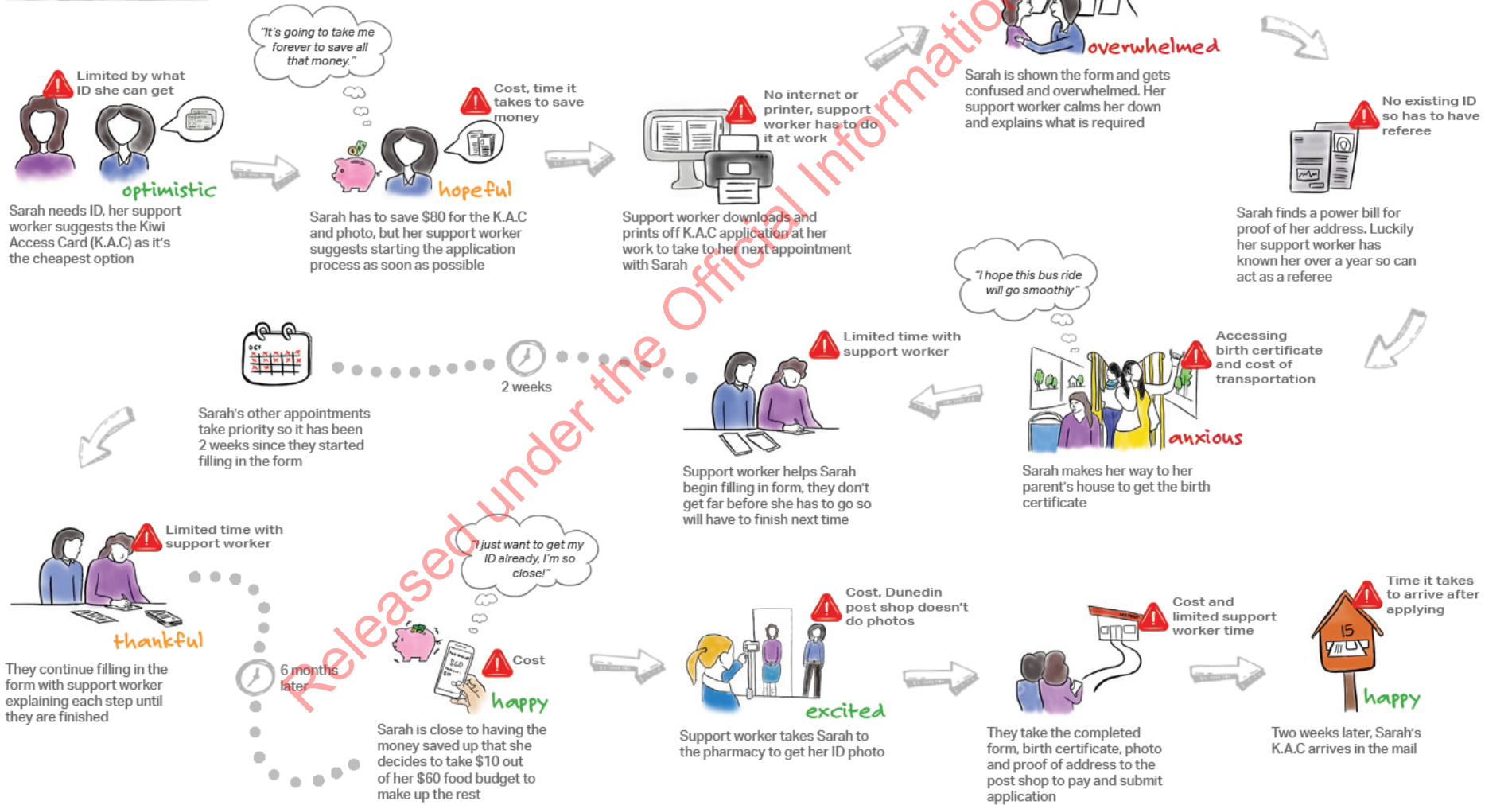
“Computers aren't easy to use because of the buttons”

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SARAH'S JOURNEY



Sarah is working on gaining independence and wants to get some ID. Her learning disability makes it hard for her to read and understand information on her own, but with the help of her support worker she is able to fill out forms and get services. However, limited time with her support worker each week and the time it takes for her to properly understand complex information makes it a challenging process.



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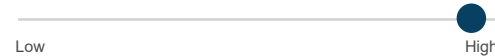
Harry

PERSONA 6



social curious tech savvy
outgoing **blind** caring
independent frustrated
needs accessible services
cautious

Literacy level



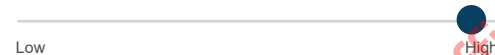
Harry was born blind in Masterton 60 years ago. He's lived most of his adult life in Wellington where he met his wife (who is sighted) and raised his three children.

Digital capability



Harry works as a tutor helping children with reading. He started this work because he believes that even though he is blind, he can help children improve their reading. His blindness is often an icebreaker with new kids, and shows them that anyone can learn to read.

Ability to cope



Harry uses public transport a lot, which he enjoys as he meets and talks to a wide range of people, but he usually avoids travelling during peak hours as the crowds and noise can make it harder for him to navigate. Harry knows his bus route very well, but he still struggles sometimes to find the bus stop. There are simply too many sign posts and he can't tell which one is for the bus stop.

Attitude to privacy



He likes being able to use his Total Mobility card as his snapper card, it means he can carry one less card. Occasionally Harry is asked by the driver why he is travelling on a child's fare. When this happens, Harry waves his cane hoping the driver will take that as the proof that he's blind. On rare occasions this doesn't work and Harry has to pull out his Blind Foundation card to prove that he is blind.

Harry is fiercely independent; he can do almost everything himself and doesn't like relying on his wife or kids. However, he does sometimes have to ask for help as many services are not accessible. Harry is a big fan of technology; he uses a screen reader on his laptop and Siri on his iPhone. The one thing missing though is a Braille reader. Harry is very keen to get one soon.

Confidence in interacting with services



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“ I hate telling people that I can't see because it makes me vulnerable ”

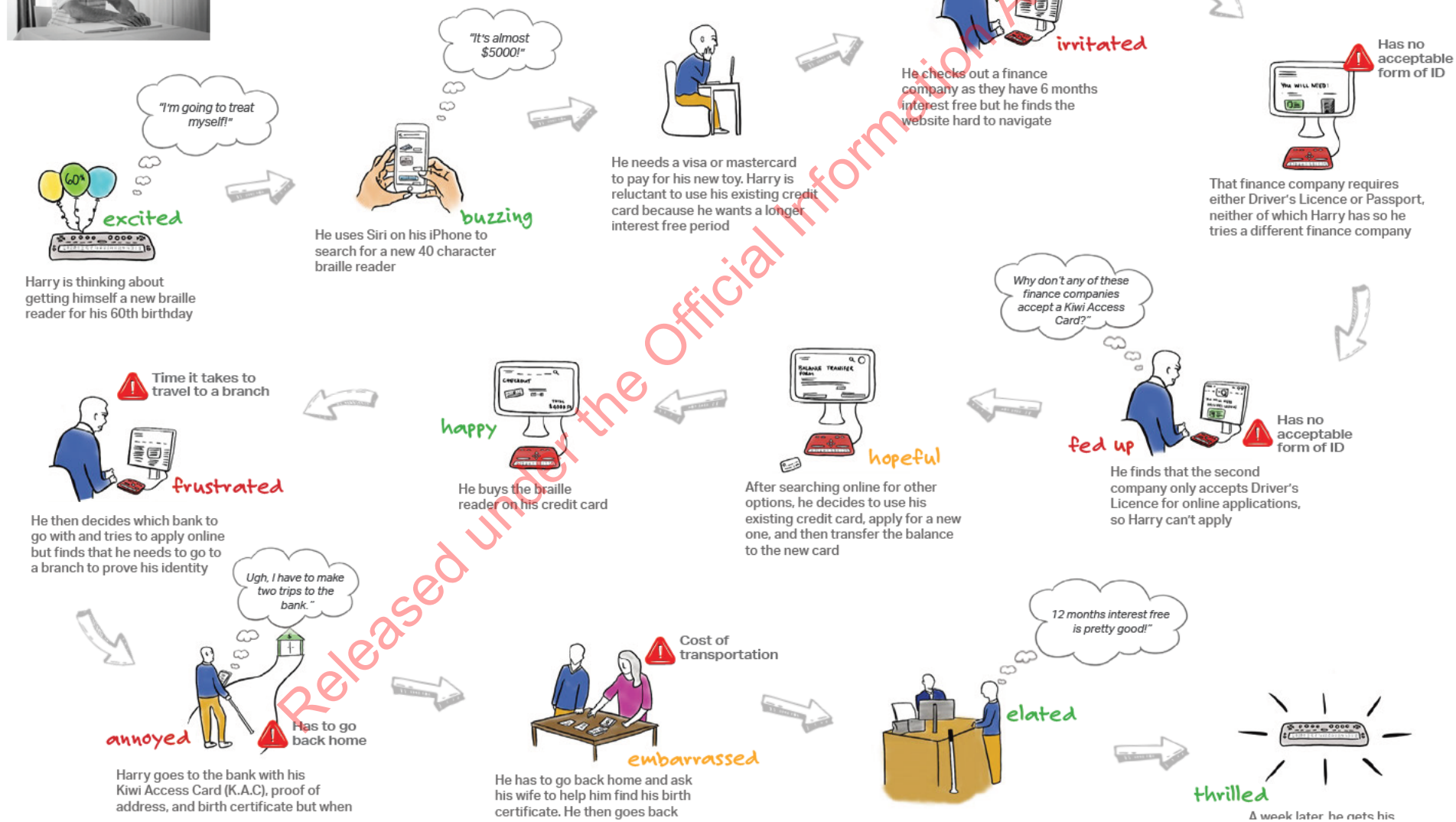
“ I need help to read documents but there's some stuff (like medical info) you don't want others to see ”

HARRY'S JOURNEY



Harry is trying to buy a new braille reader online, but his vision impairment makes researching different options difficult. Harry prefers to figure things out on his own rather than asking for help. Many websites aren't screen-reader friendly and the lack of accessibility online often makes things tedious and time consuming for him. He quite often finds that he does not have the right type of ID to apply for various companies.

KEY



Sally

PERSONA 7



relieved **starting over**
mother isolated depressed
scared worried for kids
in crisis **anxious** stressed
victim of abuse

Literacy level



Digital capability



Ability to cope



Attitude to privacy



Confidence in interacting with services



Sally is a 35 year old woman who has recently escaped from her abusive husband. She fled to Auckland with her four children and nothing but a bag of clothes for the children. After spending a few days in a safe house, Sally is now thinking about how to restart her life.

While Sally was finishing her last year of a Bachelor of Arts, she met her husband. Initially their relationship was idyllic, and after a whirlwind romance, they got married. Sally soon got pregnant with their first daughter.

After the baby was born, Sally's husband slowly changed. He convinced Sally that she should be a stay at home mum and that he could provide for them. He also started isolating her from her friends and family. Eventually Sally had three more children. By the time her youngest was two years old, Sally had become aware of how much her life had changed and the influence her husband had over her.

Sally realised that she no longer had access to any of her own money, hadn't spoken with her family or friends in months and her husband was becoming more and more possessive. He started to monitor her Facebook account and check her emails. He wanted to know where she was at all times of the day, and became suspicious when she spoke to any other man.

Sally knew that something had to change, but often felt like she had to persevere for the emotional and financial stability of her children. Up until one day, after an argument, where he began to threaten Sally. This is when Sally started fearing for the safety of her children, and finally made the decision to escape after he stormed out of the house and drove off.

She didn't have time to take much with her - just a bag of clothes for the kids. She quickly contemplated taking her phone, but decided to leave everything behind in an effort to break the ties to her husband.

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“ I tried to get as much as I could for my kids. I didn't care if I had nothing ”

“ It's really hard, I don't have any confidence 'cause he did everything ”

SALLY'S JOURNEY



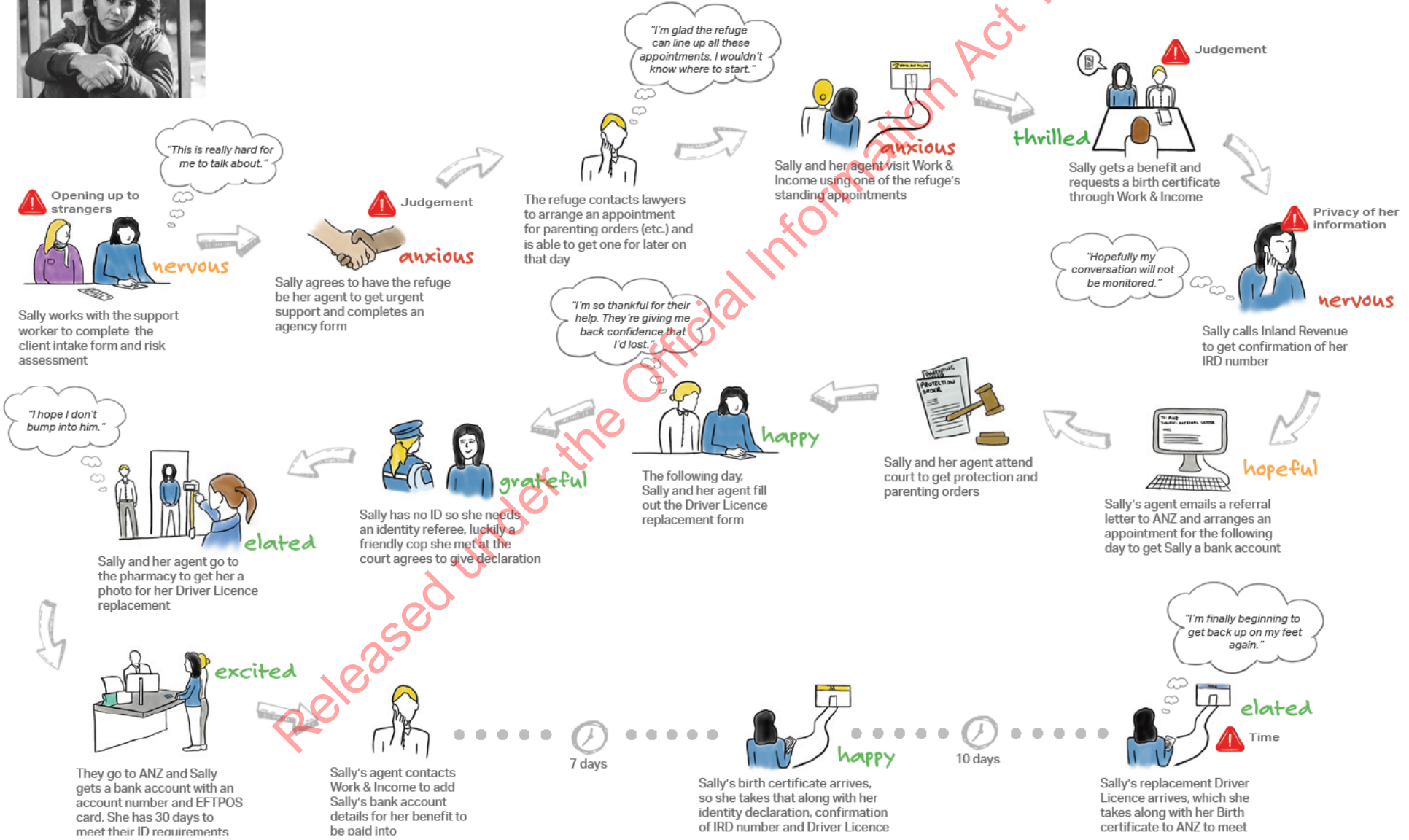
Sally has recently arrived at Auckland Women's refuge with her children, where they are given a meal and a place to sleep in the safehouse. Sally is still in shock and feeling overwhelmed by her situation and left without her handbag so she has no ID or access to money. After a day of rest she agrees with the refuge worker that she needs help to get back on her feet as soon as she can.

KEY



Painpoint

..... Passing of time



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Ko te pae tawhiti whāia kia tata,
Ko te pae tata whakamaua kia tina

*Seek to bring distant horizons closer, and sustain
and maintain those that have been arrived at*

Document 4 starts on the following page

We make it
EASY,
we make it
WORK

CUSTOMER CENTRED
MAKE THINGS
EVEN BETTER

We're
STRONGER
||||| + |||||
TOGETHER

WORK AS A TEAM
VALUE EACH OTHER

We take
PRIDE
in what
WE DO

MAKE A POSITIVE DIFFERENCE
STRIVE FOR EXCELLENCE

Document 4

Te Pou Manawa

Inclusive identity and access



Te Tari Taiwhenua
Internal Affairs

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Our customers and their whānau are at the heart of our trusted identity and life event services and we continuously make it easier for them to access services

We are improving our services using the information DIA holds

We can order our Civil Union certificate online

Our family is applying for citizenship online

I can apply for my citizenship online

Its easy to apply online when and where I want

I can pay for my application online

I can share the information you hold about me with other agencies

I can self-serve

We applied for our marriage licenses online

We're helping make it easier for our customers

January 2020

Citizenship ceremonies
Some other Grant type
CCMS data migration

Additional CCMS/portal improvements

Individual Adult Citizenship by Grant
CCMS + online portal for customers

I'm working in two systems

I'm handing less paper

I'm processing more online applications

I'm better able to help customers when they call

Walkthrough in training environment

Train the trainer

Contact Centre training

Citizenship teams training

Model office

Go-Live support

Ceremonies training

Model office

Ongoing support

Training

Other Grant application types
Customer nominated services
AISA

Additional CCMS/portal improvements

I'm leading my people through change

LEADER



SUPER USER



I'm getting our people ready

TRAINER



I'm supporting my team through the change

June 2020

2020

Easier access to services
Real-time information sharing
More efficient service
Self-serve information

Passports

Additional CCMS/portal improvements

Reimagining our customer experience:
updated September 2019

?



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Proposed initiatives:

1. Help NGOs to provide wrap around ID support for vulnerable people
2. Issue passports to prisoners nearing release for use as ID.
3. Influence and support HANZ to make a higher confidence Kiwi Access Card

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Niko



"Application forms are the same old shit!"



"I don't really trust anyone.."

"There is a lot of help out there, but I don't get any of it"

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Proposal:

Help NGOs to provide wrap around ID support for vulnerable people

This would involve:

- Giving NGO's operational policies for people who don't meet our normal identity requirements.
- Supporting NGO's to implement the policies
- Providing tools that can help them (eg, Photo capture apps or digital birth records)
- Compensating or incentivizing ID support
- Agreeing a funding model for passport issuance to vulnerable people

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A black and white portrait of an elderly woman, Hana, looking slightly to the left. The image is split into two horizontal sections. The top section shows her hair and the top of her head, while the bottom section shows her face and neck. The background is dark and out of focus.

Hana

"Doing this the straight way
sucks ass!"

"I'm focused on being
well and enjoying the life
I've got left"

"It's really hard, I don't
have any confidence
'cause he did
everything"

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Proposal:

Issue passports to prisoners nearing release for use as ID.

This would involve:

- Prison officials assisting prisoners to complete passport applications in prison (including photo capture)
- Having a channel for applications to be submitted and managed
- Acceptance of prison officials acting as identity referees
- Having a secure process to send passports to prisons for storage prior to release
- Agreeing with corrections how to share the cost.

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KIWIACCESS



Mira

Sample

Date of Birth

14/07/1985

Issue Date

14/01/2019

Expiry Date

14/01/2029



Card Number

01298762

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Proposal:

Influence and support HANZ to make a higher confidence Kiwi Access Card

This would involve:

- Convince HANZ of the need to invest in strengthening their EOI processes
- Provide identity and risk expertise to HANZ
- Enable/Allow HANZ to validate information against our records
- Support HANZ to make data available digitally for validation (e.g. confirmation service)
- Create KAC co-apply with RealMe and passports

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Does SDOLT support further development of these initiatives?

Proposal	Option A	Option B
Help NGOs to provide wrap around ID support for vulnerable people	Feasibility Study Time: 2-3 Months Cost: Baseline	Pilot Time: 6-12 Months Cost: \$30-100k
Issue passports to prisoners nearing release for use as ID.	Pilot Time: 3-12 Months Cost: \$5-20k	Full Implementation Time: On-going Cost: \$0-50k/year
Influence and support HANZ to make a higher confidence Kiwi Access Card	Engagement & Roadmap Time On-going Cost: Baseline	

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Which part of SDO would complete this work?

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