

Te Tira Māori Pae Tātaki

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Business Group:	Te Kurutao Construction & Innovation Building Sustainability Innovation and Standards
Title:	Culturally sensitive and responsive design of new homes delivered by Kāinga Ora



Purpose

1. This paper seeks guidance on whether further work on the opportunity to improve the cultural responsiveness for Māori and Pacific families and communities, of new public and supported homes delivered by Kāinga Ora, should be prioritised at this time.
2. It provides an overview of the conclusions and options put forward by Te Kurutao and C&I BSIS after discussion and high-level analysis in this area.
3. If this opportunity is considered a priority, the paper requests guidance on where any further efforts should be directed, as several of the options presented constitute significant pieces of work on their own.
4. The scope of this paper is the design response, though it is noted that wider aspects require consideration to deliver systemic change and achieve better outcomes for customers in this area (e.g. the interdependencies between a design response, and how Kāinga Ora utilises its asset stock, places customers and manages tenancies).

Recommendations

5. It is recommended that Te Tira Māori Pae Tātaki: Consider the discussion and provide guidance on:
 - a) If this work is considered a priority to continue at this time, in the context of other priority focus areas and funding constraints.
 - b) Whether further work on this opportunity should be brought into a more formalised initiative (e.g. BAU programme or EPO project)
 - c) The response options that are appropriate to pursue, or where efforts should be directed, should this work be prioritised
 - d) The implications for engagement with Te Tūāpapa Kura Kāinga (Ministry of Housing and Urban Development), and other agencies, regarding expectations and funding.



Next Steps

6. This paper will be presented to both the Te Tira Māori, and Public and Supported Housing Ngā Pae Tātaki.
7. Once guidance has been received, C&I and Te Kurutao will consider what next steps are required to proceed, including potentially comprehensive analysis and wider consultation.

Background / Context

8. Kāinga Ora outcomes for customer well-being include that 'our customers are connected to their cultures and communities and participate in community life'. Our operating principles link the provision of public housing solutions that contribute positively to well-being, with 'operating in a manner that recognises environmental, cultural and heritage values', and 'providing for the relationship of Māori and their culture and traditions with their ancestral lands, water, site, wāhi tapu and other taonga'.
9. Te Rautaki Māori o Kāinga Ora gives vision and focus to the wider journey within the organisation towards prioritising and supporting Iwi and Rōpū Māori aspirations for housing.
10. There are overlapping concerns for Pacific customers and many of the outcomes and benefits pursued in this journey will benefit both groups. As one of 10 agencies who have signed up to Lalanga Fou - the All-of-Government Pacific Wellbeing Strategy - Kāinga Ora is committed to ensuring the activity we undertake contributes to the wellbeing of Pacific people and communities across Aotearoa New Zealand.
11. As of 31 March 2023, 34% of Kāinga Ora public housing customers are Māori and 23% Pacific Peoples¹.

¹ <https://kaingaora.sharepoint.com/sites/Atamai-Working-at/SitePages/Regional-Planning-Information.aspx?&OR=Teams-HL&CT=1679273454910&clickparams=eyJBcHBOYW1lIjoIbGVhbnMtRGVza3RvcGlkFwcFZlcnNpb24iOiIyNy8yMzAyMDUwMTQyMSIsIkhhc0ZlZGVyYXRIZFVzZXliOmZhbnRlbnRlQ%3D%3D>



12. A presentation by the Policy team to the Public Housing Committee in December 2021 (after presentation previously to the Public and Supported Housing, and the Customer and Community Nga Pae Tataki), found that between 13% and 16% of Kāinga Ora tenancies were overcrowded and 5.9% and over 10% of tenancies are severely overcrowded (data differed between IDP reporting and a separate modelling tool that was developed). The report found that while overcrowding rates (one bedroom short) have remained fairly stable since 2015, severe overcrowding has increased by 7 percentage points.
13. An action (action 7) noted out of the presentation to the Public Housing Committee was:

“7 – Build programme that responds to data and customer needs. This could include: commissioning based on bedroom needs for the severely overcrowded; building culturally appropriate homes or other alternative housing solutions; utilising settings provided for under the proposed density changes; reviewing lesson learned from previous programmes such as ‘Right Size’; and advising on any bespoke funding or other settings that could support supply responses that addresses severe overcrowding.”
14. Policy have noted cross-agency complexities that impact directly on this work that require further discussion, involving the Housing Register (MSD), Public Housing Plan and funding (HUD and Treasury).
15. HNZN published two design guides, *Ki Te Hau Kāinga - New Perspectives on Maori Housing Solutions (2002, 2014)* and the *Pacific Housing Design Guide (2002)*, but the application of these guides has been limited. The guidelines were externally reviewed in 2021 (Hoskins and Kake, *Kāinga Ora Review of Design Performance Standards Summary Report*), with recommendations provided. The summarised findings are provided in Appendix A.
16. Some of these recommendations are in early stages of implementation, including provision of new design requirements focused on consideration of tapu and noa spatial adjacencies in *Ngā Paerewa Hoahoa Whare*, replacing M-255 from 1 January 2023. This work still requires comprehensive analysis of the cost of the tapu and noa requirements (e.g. increased floor area) in relation to the benefits, and prioritisation of this in the balance of other requirements that are important for customers.
17. Hoskins and Kake define some key terms and levels of cultural responsiveness in their review, as follows:
 - a) Level 1: ‘Culturally-sensitive’ – Mainstream design guidance as encompassing as possible of Māori and/or Pasifika tenants, with a focus on cultural sensitivities and minimising culturally inappropriate space adjacencies.

- b) Level 2: 'Culturally-responsive' – In parts of the country with demonstrably higher percentage of Māori and Pasifika tenants, developments may include strengthened cultural responsiveness, with spatial planning and design features that respond to tenant family configurations, dynamics, and cultural preferences, including increased provision for multi-generational living in dwellings and cultural consideration across communal spaces.
 - c) Level 3: 'Kaupapa Māori / Pasifika' – Development undertaken in partnership with Māori and Pasifika groups, which include specialist Māori Pasifika and design inputs and best practice design outcomes.
18. In addition, interviews with stakeholders within Kāinga Ora suggested that being more culturally responsive implies that:
- a) We consider design more widely than a single home or set of homes to support family and community connection, seeing community development as a central to becoming more culturally responsive
 - b) We engage with iwi and mana whenua earlier and progressively across design, and weave a genuine cultural and historical narrative across larger developments
 - c) We deliver homes that can adapt more flexibly to whānau needs as these change over time
19. These commitments and questions challenge Kāinga Ora to form a design response to meet the cultural needs and aspirations of Māori and Pasifika customers – in particular considering how design might accommodate tapu/noa spatial adjacencies, provide improved options for intergenerational living, and facilitate precinct level or large scale project cultural integration.

Discussion / Proposal

20. The vision statement proposed is: Public and supported homes, communities and services delivered by Kāinga Ora are culturally responsive and appropriate to the current and future needs of Māori and Pasifika families.
21. Several diverse initiatives are underway within Kāinga Ora with aspects focusing on cultural responsiveness. Appendix B provides examples, based on a high-level review of known initiatives (wider engagement and more detailed analysis identifying all related projects is recommended, but would require dedicated resourcing).

22. The current initiatives, whilst achieving some success and generating some opportunities for learning, are not unified under a common vision and cross-functional approach. Kāinga Ora could engage externally with key agencies on expectations and connect internal role players, leverage learning across initiatives more effectively, and progress further towards a robust, repeatable and quantifiable design response by setting a more formalised objective and programme of work.
23. Further work could include: engaging with other key partners and agencies on the level of response, further analysis of existing work underway, forming a data-led understanding of what is significant for and valued by our customers, identifying the design options to deliver this response level consistently, determining what the costs and long-term implications of these changes will be, forming the detailed case for investment, and planning how the benefits can be realised.
24. This work would require leadership, focus and resourcing, potentially re-directing from other current BAU initiatives and/or setting up an EPO project.
25. For this reason the Pae is requested to provide guidance on whether this work is a priority now, and if so what response options should be considered for further exploration, within current expectations.
26. Some levels of design response, are explored below:

Level of response	A. No further targeted response	B. Design layout is culturally sensitive	C. Design is culturally responsive (at family/village or papakainga/urban precinct level)	D. Design takes a Kaupapa Māori / Pasifika collaborative development approach
Work programme	Current initiatives focusing on an element of cultural response continue on ad hoc basis, without additional cross-functional	Continue with and prioritise work underway in C&I to address tapu and noa spatial considerations: Engagement and consultation on the needs of customers in	Initiate a cross-functional, unified programme of work to develop a comprehensive approach, including: - Develop design options that support inter-generational living e.g. Homes sizes and work on typologies, or other settings and approaches. - Consider improvements that facilitate culturally responsive design at site/community	Define and scope opportunities to: Deliver projects in genuine partnership which will be more bespoke

Level of response	A. No further targeted response	B. Design layout is culturally sensitive	C. Design is culturally responsive (at family/village or papakainga/urban precinct level)	D. Design takes a Kaupapa Māori / Pasifika collaborative development approach
	coordination or focused support	this area, and alignment with other agencies • Cost/benefit analysis and positioning against other performance requirements • Adaptation of standard plans and typologies • Further review and update of design guidelines • Develop capability to implement requirements	level (e.g. layouts that connect communities with cultural spaces, and open up possibilities for other approaches to inter-generational living, beyond focusing on the individual home or house) • Incorporate cultural narrative e.g. Policy for Significant Projects to engage with iwi to incorporate cultural narrative into design	
Leadership	No change	Led by C&I, with support from Te Kurutao, National Services (Pasifika Advisory) and Strategy, Finance and Policy	Led by Te Kurutao and National Services (Pasifika Advisory) – with support from Urban Planning and Design, C&I and Strategy, Finance and Policy.	
Change implications	• Existing initiatives continue at current pace and scale	• Analysis, consultation and alignment • Changes to layout and rooms sizes are likely to	• Engagement with HUD, MSD, MPP and TPK • Wide internal and external stakeholder engagement • Develop evidence-based understanding of what matters to customers, where the gaps are in	• Significant work to align with key stakeholders to proceed

Level of response	A. No further targeted response	B. Design layout is culturally sensitive	C. Design is culturally responsive (at family/village or papakainga/urban precinct level)	D. Design takes a Kaupapa Māori / Pasifika collaborative development approach
	- No re-direction of attention from other priority issues. - Risks that current initiatives do not achieve significant benefits, or do not result in design of robust, repeatable solutions.	- lead to larger floor area and higher costs that need to be quantified - Some typologies are more challenging e.g. terraces, apartments - Improve understanding of and capability to deliver the specific requirements	- existing homes, and the benefits that could be achieved - Determination of options and area of implementation e.g. C&I, Market Delivery, Retrofit - Quantification of costs and wider impacts - Changes to processes - Potentially significant change management and capability uplift required	- Policy and process development to support a bespoke model - May be opportunities to partner in pilots

27. A phased approach might work as follows:

- i. Phase 1 – Objective is to consider tapu and noa spatial adjacencies in standard plans and typologies, and develop support/guidelines and policy for larger developments to incorporate cultural narrative (option B, and a component of option C). Setting up for Phase 2 through initial engagement, further analysis and initiative formalisation.
- ii. Phase 2 – Design is culturally responsive, including developing options for intergenerational living for Pasifika and Māori customers (option C)
- iii. Phase 3 - Design takes a Kaupapa Māori / Pasifika collaborative development approach. (option D)

28. The Customer Strategy Review may provide important insights and direction to aspects of this work, and may impact on considerations for timing.

29. In addition, funding and financing review with HUD is implied, where design improvements could result in additional costs. Should this work proceed, the design response could be approached in terms of what can be achieved within current funding though this may result in lower impact.

Operating Principles

30. Linkage to the Operating Principles is referenced in point 6, with Te Kurutao supporting the work to align with these aspects of the principles.

Treaty of Waitangi and Māori Outcomes Obligations

31. The Treaty of Waitangi established a partnership between the crown and Māori people, with the Crown taking on a role of active protection of Māori interests. The Treaty recognises Māori as tangata whenua and affirms the rights and responsibilities of both the Crown and Māori. Kāinga Ora is responsible and obligated to ensure that our design process accounts for the specific cultural and social needs of Māori. Māori outcomes are reinforced by the principles of the Treaty, including the principles of partnership, protection, and participation.
32. The obligations for Kāinga Ora in social housing design are numerous. Kāinga Ora has a responsibility to engage and consult with Māori communities in the design and implementation of homes. This means involving Māori in the decision making process when it comes to the standards and designs that Kāinga Ora use.
33. Kāinga Ora is also obligated to ensure that its social housing design incorporates Māori cultural values and Māori practices. Steps are required for Kāinga Ora to improve (and where needed, adopt the) application of adjacencies, cultural appropriateness, spatial organisation, vernacular architecture and biophilic design. All principals that have the potential to better meet the needs of Māori.
34. Kāinga Ora (and its predecessors) have a history of exploring and discovering ways of working that better meet the needs of Māori. However, repeated attempts at implementing this consistently has and continues to be problematic. How Kāinga Ora might meet these obligations has not been scoped, though the work areas positioned in this paper could support development of aspects of this.

Implications

Legal Implications



35. This work and analysis is currently at an early stage and these implications will need to be considered should this progress further.

Financial Implications

36. As discussed in point 20, should the work in this area progress, there are funding implications and constraints that will need to be considered further.

People and Resource Implication

37. The guidance provided by the Pae will provide a starting point for further work to understand these implications based on the approach, should the work proceed further.

Consultation

38. The consultation informing this paper has involved several discussions with s 9(2)(a) (Director Policy and Performance, Te Kurutao), s 9(2)(a) (Director Māori Innovation and Opportunities, Te Kurutao) and s 9(2)(a) (Director Building Sustainability Innovation and Standards, C&I); and engagement in workshops and meetings with a working group with the following membership:

- s 9(2)(a) Director Māori Innovation and Opportunities, Te Kurutao)
- s 9(2)(a) (Principal Advisor – Pasifika; National Services)
- s 9(2)(a) (Principal Architect, ADMO; C&I)
- s 9(2)(a) (Principal Urban Designer; Urban Planning & Design)
- s 9(2)(a) (Intermediate Development Planner; Urban Planning & Design)
- s 9(2)(a) (Assistant Urban Designer; Urban Planning & Design)

39. Further short interviews have taken place with:

- s 9(2)(a) (Acting Regional Director – Greater Wellington Region)
- s 9(2)(a) (Acting Manager - Operations, Wellington Region)



- s 9(2)(a) (Manager - Quality Homes Advisory)
- s 9(2)(a) (Chief Advisor - Supported Housing)
- s 9(2)(a) (Manager- Evaluation and Research)
- s 9(2)(a) (Principal Evaluation and Research Specialist)
- s 9(2)(a) (Senior Analyst – Operational Policy)
- s 9(2)(a) (Manager – Government Policy and Legislative Support)
- s 9(2)(a) (Director – Strategy)
- s 9(2)(a) (Manager – Business Strategy)

40. The working group has been supported by a Lead Service Designer (s 9(2)(a)) and Lead Business Analyst (s 9(2)(a)).

Due diligence

41. Not applicable at this time.

Health and Safety

42. Not applicable at this time.

Communication and Engagement

43. No communication or engagement has taken place yet beyond the consultation on the high-level views in this paper. Comprehensive planning for communication and engagement with a wide range of internal and external stakeholders (including other Crown partners and agencies, community partners, specialists in this area and other industry partners) will be indicated depending on the direction forward, as guided by the Pae.



Delegations

44. Not applicable at this time.

Attachment

45. The following appendices are provided to support the discussion.

- a) Appendix A: Summarised next steps recommendations excerpt from Kāinga Ora Review of Design Performance Standards (Hoskins and Kake), 2021
- b) Appendix B: List of current internal initiatives known to the working group
- c) Appendix C: Design problems and systemic enabling conditions requiring focus to deliver benefits for customer well-being

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Appendix A: Summarised next steps recommendations excerpt from Kāinga Ora Review of Design Performance Standards (Hoskins and Kake), 2021

1. Kāinga Ora to initiate a comprehensive refresh of Ki te hau kāinga and Pacific housing design guides
2. Incorporate proposed changes, including introduction of a Multi-Generational Housing category and 3-tier system of cultural responsiveness
3. Reconsider/critically interrogate minimum size requirements based on Māori cultural realities
4. Consider establishing a standing Māori design panel, convened monthly, which can be resourced to comment on any number of design aspects
5. Review The Landscape Design Guide for State Housing and Simple Guide to Urban Design and Development as part of Ki te hau kāinga and Pacific housing design guides refresh
6. Initiate evaluation of best practice design exemplars to review incorporation of cultural design aspects.

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Appendix B: List of current internal initiatives known to the reference group

Projects

- Modernising Pasifika Housing project in Māngere
- Wainuiomata Marae Trust – small but significant development of 12 housing units
- There is a Building Innovation R&D project underway with Hikuranga Enterprises, Whare Ora Tairāwhiti Housing Design Initiative, and Off Site Manufacturing (OSM).
- A follow-on OSM initiative called Māori OSM (Māori producers of OSM products)
- Resource consent and business case approved for a pilot in kaupapa Māori design, for 6 homes targeting 100% accessible or FUD in Whangārei, with Matakahe Architects in Te Tai Tokerau, using Kāinga Ora's standard plans.
- UDD are involved in delivering 14 Units and a community room in 3 Level Walk-up apartments, for Ngāti Whātua on vacant land in Ōrākei, Auckland.
- Greys Ave/Programme Rārangā engagement and design aspects
- Kāinga Ora Placed Cabins Pilot – investigating the option of placing cabins on suitable properties to help ease overcrowding in Kāinga Ora homes in Hamilton and Gisborne.

Procurement and partnerships

- Supporting Māori and Pasifika owned businesses through our procurement activity – Procurement team and Build Partnerships team
- Partnering with Iwi and hapū to support Māori-led housing developments – Te Kurutao in partnership with multiple teams. These may have their own design needs/requirements.
- Relocating housing from the redevelopment pipeline to iwi and others – Waste Minimisation Team and Te Kurutao.

Guidelines, Design Standards and Research

- QHAT has released new design requirements to replace M-255- Ngā Paerewa Hoahoa Whare – containing provisions around Tapu and Noa in 2023/23 (communal and private space separation). Work is underway on standard plans updates to meet these requirements.
- The Landscape Design Guide is currently being updated and will be more culturally responsive.
- The Urban Ngāhere and Mara Kai framework is currently being developed.
- Review of the Urban Design Guidelines.



- In May 2021, Kāinga Ora developed an overcrowding modelling tool to help understand the extent of overcrowding in our tenancies. The data source for the model was 5,600 tenancy transfers from 2012 to 2020.
- An evidence brief on Māori and Pasifika understandings of home and home ownership and perspectives on overcrowding (Māngere) is being finalised.
- Te Hotonga Hapori - a five-year integrated research programme being carried out by Auckland University of Technology (AUT) in partnership with Kāinga Ora. The research focuses on urban development in local communities and the wellbeing of the people who live there.
- Kāinga Ora supported ideation process with University of Auckland Māori and Pacific housing research group, for a recently funded flagship research centre for the next five years as the MĀPIHI: Māori and Pacific Housing Research Centre.

Customer Strategy Review

- The Customer Strategy Review may provide important insights and direction to aspects of this work.

Policy

- Policy teams have work underway related to other initiatives mentioned above e.g. work on over-crowding. There may be further data from the work on the Kaupapa Inquiry into Housing Policy and Services (Wai 2750), that could inform further analysis.



Appendix C: Design problems and systemic enabling conditions requiring focus to deliver benefits for customer well-being

Vision

The vision proposed out of workshops with the working group is: “Public and supported homes, communities and services delivered by Kāinga Ora are culturally responsive and appropriate to the current and future needs of Māori and Pasifika families.”

Design problems

1. The challenged framed for the design response was: We need functional starting points for culturally responsive design. What is important to our customers? What viable design improvements can deliver this, what are the costs and long-term implications of these, and how might we ensure the benefits can be realised?
2. A key problem discussed, is the limitation of the larger home design options provided through the typologies available, to enable inter-generational living, where this is needed and desired as a solution, by Māori and Pacific customers. This has implications for both the number of bedrooms our typologies accommodate and also sizing of corridors, doorways and communal areas. There are potential links between over-crowding and the limitations of Kāinga Ora homes to provide for intergenerational living.
3. The discussion called out the role of stock utilisation and the use of BIT's (Business Initiated Transfer) to mitigate the OCR (Overcrowd) issue. These options can conflict with community goals of keeping people in their communities. Providing more homes to better suit Māori and Pacific ways of living (particularly intergenerational) is definitely part of the issue but also the stock utilisation aspect is significant too.
4. Our current design resources such as typologies and standard plans do not meet tapu and noa spatial requirements – this has floor size implications, and may be difficult to achieve in some typologies (e.g. terraces).
5. Bespoke designs that provide for cultural needs cannot always navigate through the delivery process with key characteristics intact as these run counter to other investment evaluation measures.
6. Design consideration at community level is are also an opportunity for greater impact, requiring the starting point to be at site level, as opposed to individual homes and buildings.

7. What is important to our customers can get lost in translation from engagement to design, where cultural nuances may not be fully understood by designers who do not have expertise in this area.

Identification of further challenge areas and enabling conditions

The working group framed some questions related to enabling conditions for achieving the customer well-being benefits from culturally responsive design of new homes.

- a) **Commitment** – how might we embed leadership of this work so that it can be unified across cross-functional responses areas and succeed in delivering systemic change?
- b) **Partnering and collaboration**
 - i. Several other external role players including MHUD, TPK, MPP, and MSD will have expectations and views on what is important in culturally responsive home and community design. How might we surface and align with these expectations? What does this imply for funding?
 - ii. There are also many external engagement and design experts with deeper capability and experience - how might we partner to unlock these external capabilities, examples and insights?
- c) **Engagement** – we need to build increased trust with communities that their aspirations and needs will be realised through design, after appropriate and meaningful engagement on what is important to them. What is of value for our customers and do the benefits here support the investment required, over other potentially competing needs? How might we ensure communities are meaningfully involved in design towards meeting their cultural needs across our projects?
- d) **Process** – we need to understand and overcome potential tensions or contradictions that lie in existing delivery, placement and service delivery and management processes and investment models. How and when might we prioritise cultural responsiveness and what does this mean across Kāinga Ora processes?