



Accessibility Policy

2019 – 2022



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When home environments are people-centred in design, convenient and a pleasure to use, everyone benefits. Simply put, Universal Design is good design.

Executive Summary

Background

This document sets out Kāinga Ora’s policy on the accessibility of Kāinga Ora’s public housing properties for current and future customers.

For Kāinga Ora, accessibility is about our customers living in our homes as their circumstances change; to have family, whānau and friends visit; and to be part of the wider community they live in without barriers, and includes the features of the homes we already have and will be building in the future.

While there are major data gaps in what we know about our customers’ needs, it is likely the incidence and trends of disability within the general population are applicable to Kāinga Ora’s customers, and, over time, that there will be increasing numbers and proportions of people living with all types of disabilities; this trend may be particularly pronounced for our customer base.

For some people, Kāinga Ora will need to provide homes that are modified to address a disability or specialised needs. For all others, we should provide homes that meet universal design standards that allow a building to be adapted over time to meet customers’ changing needs.

The policy also distinguishes between our new builds, which offer a cost-effective way to address accessibility features from the start, and our existing homes, which may need more extensive and invasive modification to address accessibility needs.

This Accessibility Policy sits alongside our Customer Strategy, which identifies disabled people* as an important cohort, and our Asset Management Strategy, which is focused on the unprecedented scale of our build programme in the coming decades.

This policy is informed by some important external contexts, including the New Zealand Disability Strategy 2016-2026, the development of the Disability Action Plan 2019-2022 (of which this policy is an action); and the World Health Organization’s Housing and Health Guidelines (2018).

Importantly, we have developed the policy based on extensive engagement with internal and external stakeholders.

We commit to supporting our customers to live in a home that suits them

In developing our policy, we have been mindful of the need to state some operating principles or commitments that will inform how we make decisions and interact with our customers. To that end, Kāinga Ora:

- Recognises the need to identify and **remove barriers faced by all disabled people**, and will achieve greater accessibility by aligning with a culture that recognises the dignity and worth of every individual, within a household, within a community
- Will seek to **find varied and flexible solutions** that meet our customers’ needs and allow them to live with dignity and independence for as long as they choose or are able
- Will **engage, support and advocate** for the development of a more inclusive and diverse community
- Will focus on **removing barriers to full community participation** for all our tenants and their whānau
- Will **produce accessible solutions** reflective of what communities need across a range of locations and types of homes
- Commits to **active engagement with communities** including the disability sector, and recognises the integral place the disability sector has in our communities
- Has a **responsibility to meet our obligations** under the United Nations Convention on the Rights of Persons with Disabilities and those contained within the New Zealand Disability Strategy 2016-2026 and its linked Disability Action Plan.

* We use the term ‘disabled people’ throughout this policy. Disabled people is the preferred term used in the New Zealand Disability Strategy 2016-2026.

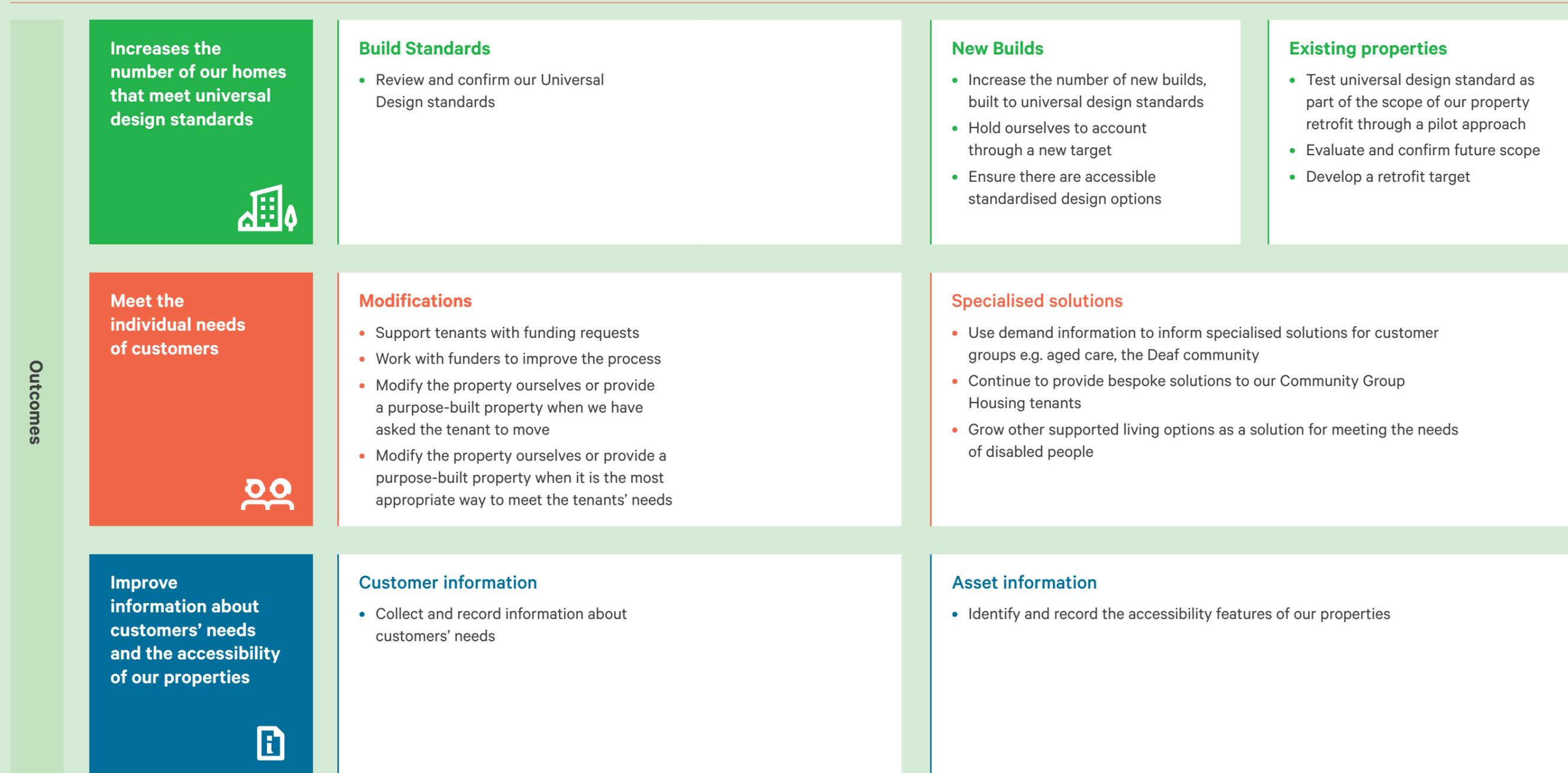




Key Elements of the Policy

This policy is built around three outcomes, with a set of components under each:

Figure 1: Diagram of Accessibility Policy outcomes and linked components.



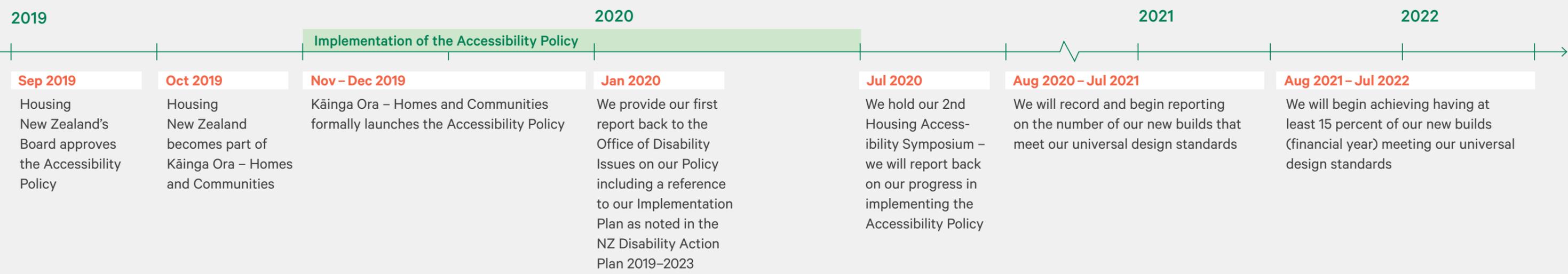
Underpinned by our principles and commitments



What you will see:

- At least 15 percent of our public housing new builds will meet our full universal design standards, and the rest will meet as many of our universal design standards as possible
- We will support our customers to live in homes that are customised to their needs:
 - this includes completing modifications to their home ourselves or finding a home that better suits their needs.
- We will explore how our universal design standards can be included as part of our retrofit programme for existing homes.
- Systematic data collection about the accessibility features of our homes so that we can better match customers to a home that meets their needs.
- A better understanding of our customers' needs so that we can better support current and future customers.

High-level timeline



Why we need a policy

Kāinga Ora's Role in a Changing Environment

Kāinga Ora is New Zealand's biggest landlord, providing over 63,000 homes to more than 184,000 people across New Zealand, whose situations and needs are as unique and diverse as other New Zealanders.

We are a socially-focused landlord, and house people for the duration of their housing need. There are two key, interconnected parts to what being a socially-focused landlord means for us.

The first is housing people, helping them to manage the challenges in their lives, and engaging with them to ensure their homes and communities are places they want to live in.

The second is about maintaining the homes we already own to enable them to be warm, dry and safe places to live, and also building the right kinds of homes in the right places for the people who will need them, now and in the future.

A one-size-fits-all approach to building homes has never been ideal, and this approach is becoming even less so as New Zealand's population becomes older, experiences more instances of short- or long-term illness, injury or disability¹ and is more culturally and ethnically diverse than it has ever been.²

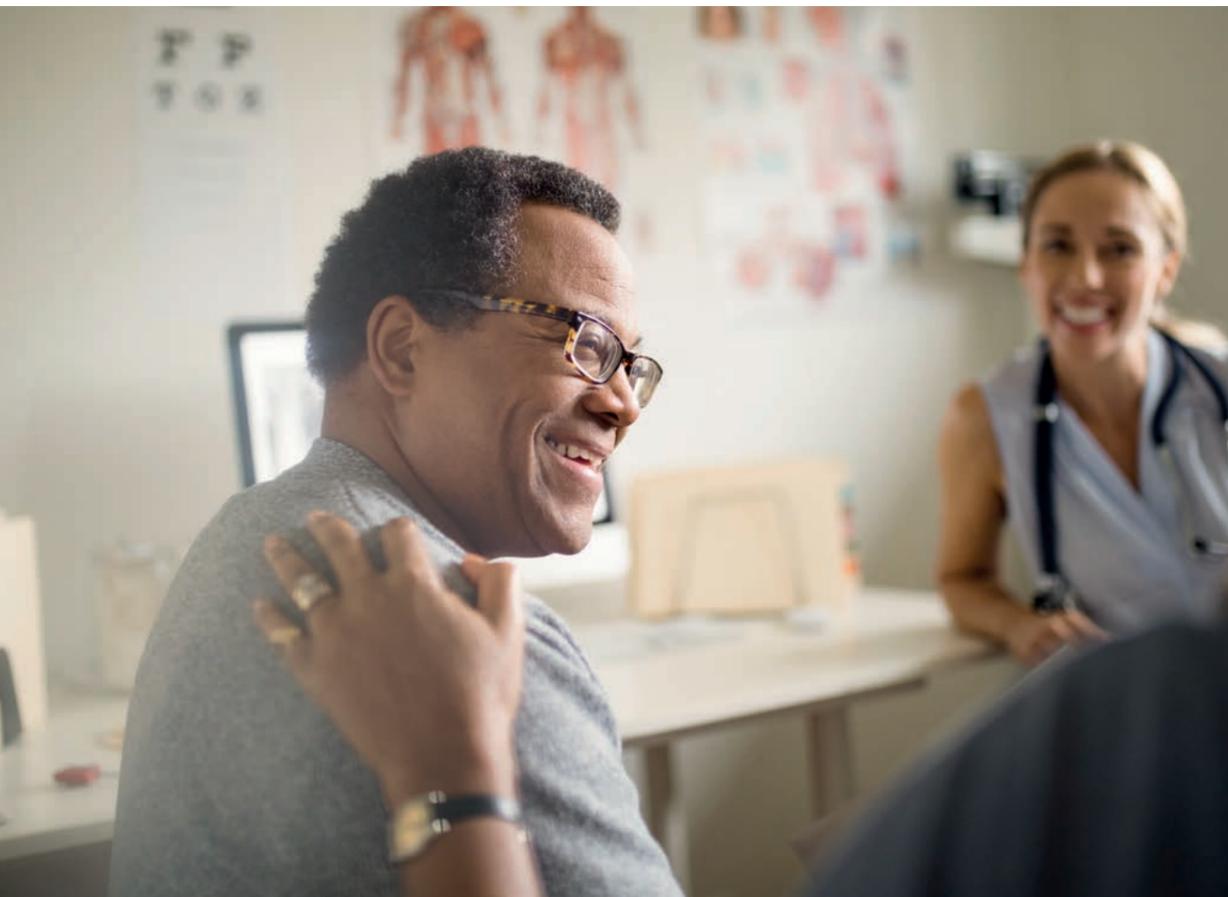


Figure 2: An infographic of what accessibility can look like for different people.³



Kāinga Ora is doing what's best for the people we house as their lives and their housing needs change. These changes can be prompted by changes in family size, growing older, or having a temporary or long-term illness, injury or disability. The more suitable and adaptable a home is for a person's situation and needs, the less likely they will find the home does not meet their needs over time, or the less likely it is they have to move somewhere else that better meets their needs.

For Kāinga Ora, which is both a landlord and a builder of homes, this concept of doing what's best for our customers can start with the existing homes we manage, and the new homes we build.

The better our homes are at meeting the needs of the largest number of people without needing to be modified, or people having to 'put up with' homes that are inadequate for their particular needs, the better people's quality of life will be. This quality of life includes good mental health because people are living in homes that suit their needs. We are also less likely to find we have new homes that are not built for the people who need them and consequently, we do not need to spend significant amounts of money fixing the homes we have built.



Buildings can be disabling. When a person is unable to live in a house because of physical barriers it is the house that is inadequate, not the person. But buildings can be changed.⁴

While we acknowledge a one-size-fits-all approach to building homes does not work, we also want to make sure that our homes work for the largest number of people without the homes needing to be modified in some way. Our aim is to recognise and address the practical reality that people have different and individual accessibility needs, while also ensuring as many of our homes have the right kinds of features that help people live well and successfully in our homes.

Kāinga Ora already has a focus on making our homes accessible, including by designing and building more accessible homes and considering accessibility in the context of our retrofit programme. This policy builds on the change that has started to guide us as we increase the accessibility of our homes.

This policy is our starting point and we will review it regularly, and revise as appropriate.



What does Kāinga Ora mean by accessibility?

For Kāinga Ora, accessibility is about the features of the homes we already have and will be building in the future that make it easy:

- for people to live in them with independence and dignity
- to have family/whānau and friends visit
- to have the opportunity to be part of the community they live in without barriers
- for people to be safe in their homes.

With respect to our homes, Kāinga Ora's standards set out accessibility as having two parts:

- Typical lifetime design
- Diverse lifetime design.

The New Zealand Disability Strategy 2016-2026⁵ describes the concept of universal design as being about “good design that works for everyone. It is about making sure everything is accessible to, understood by and used to the greatest extent possible by everyone, without adaptation or requiring little adaptation”.⁶

For Kāinga Ora, universal design means that customers have step-free access from their home's parking area into the main living level, and have access to features of their home used on a daily basis, such as an outdoor living area, laundry and cooking facilities, bedrooms and bathrooms.

The table below sets out the broad categories of Kāinga Ora's properties, their current state, and what the category of properties may look like in the future.

The table particularly highlights the accessibility-focused lifetime design principles included in our current design standard. For Kāinga Ora, lifetime design is about a home being usable, adaptable, accessible, safe and offering lifetime value.*

See also appendix B for a high-level description of our current new build standards.

* Note that the description of accessibility features in table 1 excludes insulation, acoustics, solar orientation, and mechanical extraction features, as these design features and requirements apply to all of Housing New Zealand's new build homes. The table also excludes any features specific to our Community Group Housing homes.

Table 1: Kāinga Ora’s different categories of properties, their current and potential future states

Property category: Current housing stock (existing properties)

Current state:

As repairs are needed we will replace with certain features, for example lever handles, grab-rails.

Future state:

Our future state will include investigating if we can achieve more universal design features in our homes that are going through our retrofit programme, pending evaluation of the retrofit pilot (see page 29).

Property category: Basic universal design – all new builds

Current state:

Base standards, for example:

Access:

- Wide paths from car-parking area and street may include accessible steps with handrail
- Wide paved access to external service areas (rubbish, storage and clothes drying)
- Sheltered landing with level threshold at entry door
- 1050mm wide internal hallways and stairs with wide 860mm internal doors suitable
- 1500mm min turning circle to kitchen

Usability:

- Door and cabinetry handles easily used (lever or bow)
- Light switches aligned with door handles to enable easy location
- Electrical sockets 500mm minimum above floor level to minimise bending

Safety:

- Slip resistant flooring to bathrooms and kitchens
- All stairs have handrails

Adaptability:

- Bathroom size suitable for conversion to accessible if needed in the future

Future state:

Potentially reviewing the base standards to ensure they continue to be fit for purpose.

Property category: Full universal design new builds

Current state:

Access:

- All features included above plus:
- Wide paths from car-parking area and street, step-free where possible or the ability to install a ramp at a future date if required

Usability:

- All features included above plus:
- Include a bedroom and bathroom on the same level as the main living

Safety:

- All features included above

Adaptability:

- Bathroom size suitable for conversion to accessible if needed in the future

Future state:

Review of lifetime design standard to ensure it meets universal design in the context of Kāinga Ora, including access around the property and inside the home.

Starting with an at-least 15% target, which will increase over time.

Most people, whether they are disabled or not, are able to remain in their home through more significant changes in their situation. Homes are much more easily modified if change is required.

Property category:

Accessible Housing Standard – purpose built for people with different groups of needs – not built for specific individuals

Current state:

Access:

- All features included above plus:
- Step-free access in and around building including ramps and handrails to suit land contour
- Step-free threshold at all external doors
- 1200mm wide internal hallways with 300mm gap on leading edge for improved access to door handle
- 1500mm minimum turning circle to all rooms
- Larger 12m² minimum accessible bedroom

Usability:

- All features included above plus:
- Kitchen bench continuous (not galley)
- Door and cabinetry handles easily used (lever or bow)
- Light switch by bedhead
- Adjustable height hanging rail to wardrobe
- Direct-stick carpet to minimise the chance of stretching under the action of wheel chairs, which could be a trip hazard

Safety:

- All features included above plus:
- Safety flooring to wet area accessible bathrooms
- Grab rails installed in the shower and toilet of fully-accessible properties

Adaptability:

- All features included above plus:
- Bathroom walls lined to enable future fixing of grab rails
- Space for fully accessible kitchen to suit specific customers' needs
- Smoke detectors adaptable to visual/vibrating to suit customer

Future state:

We are undertaking research to better understand customers' needs to inform a more planned approach to this

Will accommodate most specialised equipment and support people or caregivers who may need to stay. May need some customisation, which should be easy to achieve.

Property category: **Customised accessible housing standard**

Current state:

- Adding drawers to kitchen units to minimise bending and ease of access for wheelchair users
- Side opening wall oven
- Oven and fridge have minimum of 300mm clearance to walls/corners to facilitate access

Future state:

We are committed to providing homes that meet our customers' needs, and if this means we cannot modify their homes adequately we need to consider modifying another property or a new build option to suit their needs

Includes those who may not need many changes to their homes, but the changes are specialised. Includes those customers who have very specific needs.

Current Standard: Typical Lifetime Design

For Kāinga Ora's context, our current typical lifetime design standard broadly reflects universal design and this will be reviewed in light of our Accessibility Policy. Our current Typical Lifetime Design standard means:

- incorporating features into the design of a property that will suit more people for longer
- properties are more likely to suit as people's situations change, for example injury, aging, and/or unexpected changes to mobility
- it is significantly easier and cheaper to modify the property to meet individual needs if required, for example to modify a property to suit someone with a deteriorating visual condition
- our diverse properties are available when looking to place customers who require these accessible features.

Incorporating universal design features and functions into a home can make it

- safer and easier to use for everyone
- easier for people with temporary injuries
- easier for disabled visitors and/or for visitors who have children
- easier to occupy without modifying layouts.

Diverse Lifetime Design

Some people need housing solutions that are more specialised for and specific to their needs. This includes consideration of particular groups, for example older people, as well as properties that have features that are needed by a particular individual, for example a ramp to get into and out of the home, or a fire alarm suitable for a person who is hard of hearing or part of the Deaf community.

Cultural Considerations

Kāinga Ora is conscious there are important cultural considerations in how we approach accessibility design, construction and maintenance, and we are seeking to better understand this so we can be sure we offer culturally appropriate responses. Some of this work will occur through continuing to research and establish cultural considerations and requirements as they relate to accessibility. We know we also want to do better at incorporating cultural considerations into how we interact with our customers.

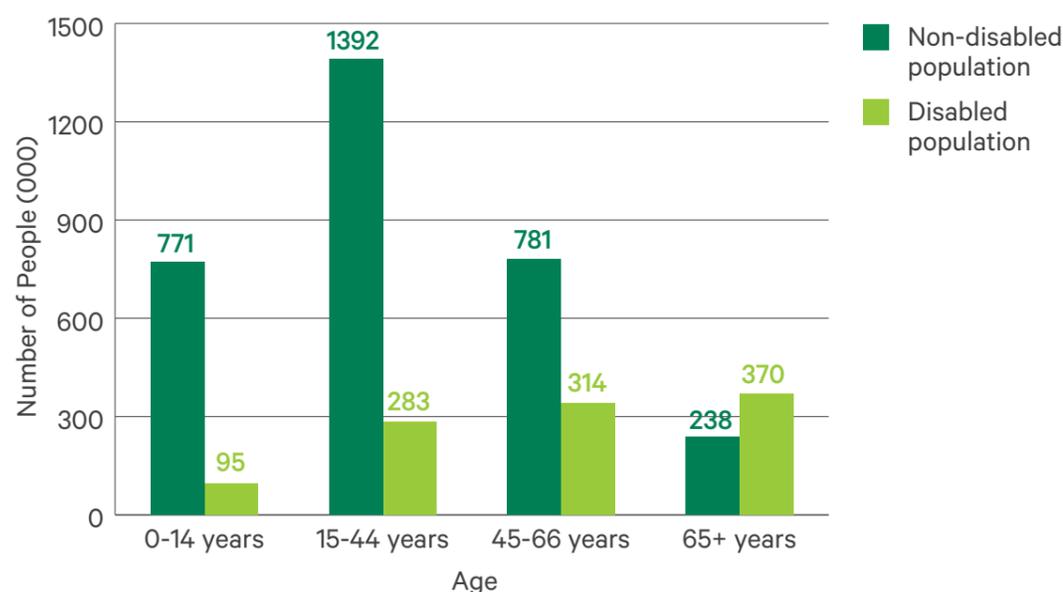
What Do We Know About Accessibility?

We know from the 2013 New Zealand Census that in the general New Zealand population, 24 percent were identified as disabled, a total of 1.1 million people. For adults, physical limitations were the most common type of impairment. Eighteen percent of people aged 15 or over were physically impaired. This is 64 percent of disabled adults. Māori and Pacific peoples had higher-than-average disability rates, after adjusting for differences in age between the different ethnic populations.

Note that this information is about disability categories, and different types of disabilities, not about people’s accessibility needs.

The older you are, the more likely you are to be disabled. People aged 65 or over were much more likely to be disabled (59 percent) than adults under 65 years (21 percent) or children under 15 years (11 percent). **Figure 3** shows the number of non-disabled and disabled people in New Zealand in 2013 (when the last national Disability Survey was run), by age.

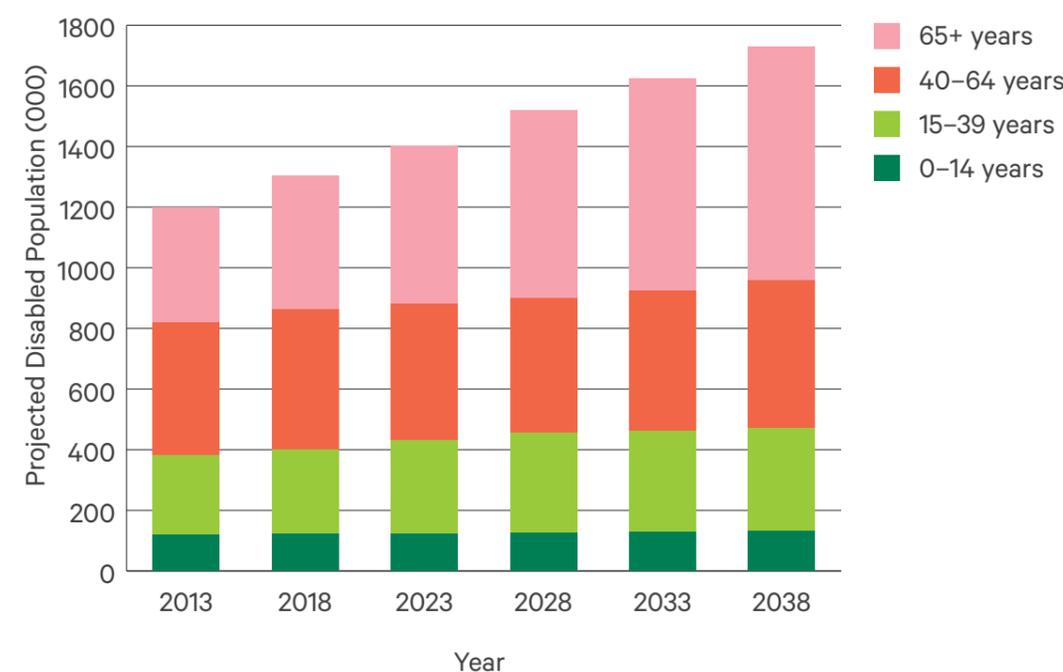
Figure 3: Number of non-disabled and disabled people in New Zealand in 2013, according to age



Source: Statistics New Zealand 2013 Disability Survey⁷

The general disabled population in New Zealand is getting older, just as the non-disabled population is. **Figure 4** shows that by 2038, the portion of the disabled population who are 65 years old and over is projected to increase significantly. Living with a disability over the age of 65 can present particular challenges and potential barriers when it comes to living well and independently.

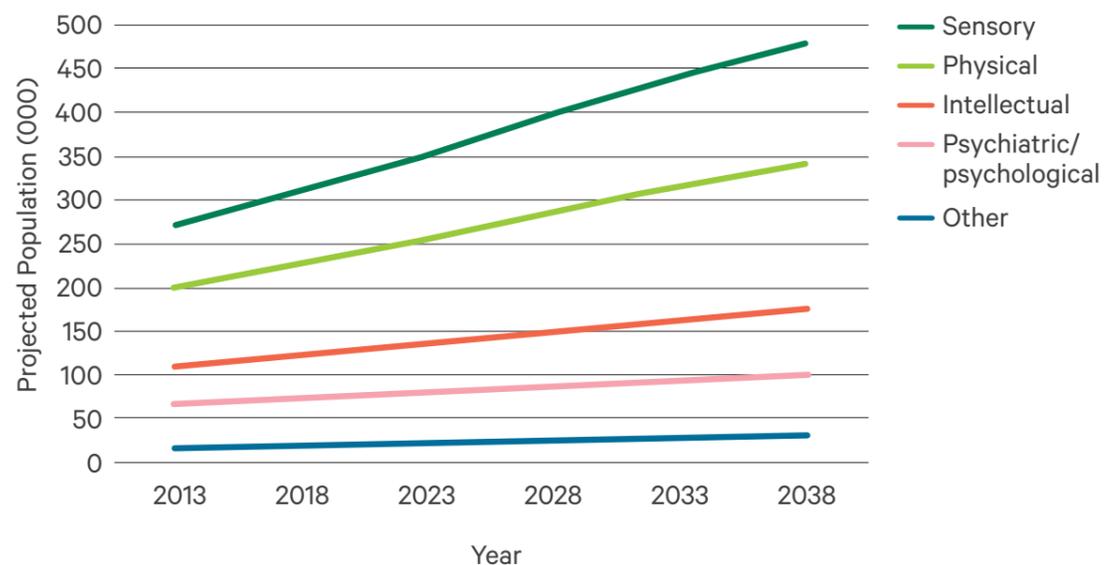
Figure 4: New Zealand disabled population projection according to age with median (50th percentile) birth, death and migration assumptions



Source: Mackintosh J and Leah A⁸

Figure 5 shows that not only is the New Zealand disabled population increasing, but that there will be more people living with all types of disabilities (impairments) by 2038. In 2013, sensory (for example, sight and hearing impairments), and physical impairments were the two most common types of impairments, at 11 percent of the population. The incidence increases with age: for example, in 2013, 15 percent of disabled adults aged 45-64 reported having a sensory impairment, and 17 percent reported having a physical impairment. For disabled adults aged 65 and over, the percentage reporting a sensory impairment increased to 33 percent, while those reporting a physical impairment also increased, to 49 percent. By 2038, not only will sensory and physical impairments still be the two most common kinds of impairments, but there will be significantly more people of all ages living with them. It is also important to note in the context of figure 5 below, that psychiatric and psychological impairments do not represent the full spectrum of mental health issues affecting New Zealanders.

Figure 5: New Zealand disabled population projection according to impairment type with median (50th percentile) birth, death and migration assumptions



Source: McIntosh J and Leah A.⁹

What do we know about Kāinga Ora customers' accessibility needs?

While we can assume that the broad national trends set out above will also affect Kāinga Ora's requirements, we need more detailed tenant and asset information to make the right decisions. Kāinga Ora does not currently know much about the disability needs of our tenants and their families/whānau, or people we may provide homes for in the future. While we do already receive data from a number of different sources, it is important to note that no single source of data, or any single dataset, is able to offer a full count of disabled people in New Zealand. Again, this kind of information is about disability categories, not about people's accessibility needs.

Currently, Kāinga Ora does not have a reliable way to capture disability information about our tenants and their household members, or their accessibility needs. Kāinga Ora's internal data is of poor quality as disability-related information is only collected at the tenant's point of entry into a Kāinga Ora home, and not updated. This results in significant under-reporting of disability prevalence among the tenant population. As such, only 4.6 percent of main tenants and 2.1 percent of household members (as at 31 May 2019) report living with a disability, as recorded in Kāinga Ora's internal tenancy management system. Such statistics can be compared with other sources, such as the Statistics New Zealand Census, where 17 percent of Kāinga Ora's tenants report living with a disability. However, the Census also suffers from an incomplete response rate as 71 percent of Kāinga Ora's tenants are captured. In order to better serve our customers' needs, we need to capture better information that will help us to provide the right properties for people and make better decisions about future needs for our

customers. Without relevant and useful information about tenants and their families' disability needs, and being able to plan for these needs now and in the future, Kāinga Ora may not be designing and building the right kinds of new homes, or adapting existing homes to meet people's needs.

Kāinga Ora is working to get a better idea of our tenants' and families' disability needs through a project using Statistics New Zealand's Integrated Data Infrastructure (IDI) research database. The project aims to identify Kāinga Ora's customers with diagnosed/confirmed disabilities and gather information including:

- Who – primary tenant and/or household member, age, gender, household type, in-come source, ethnicity, location.
- Type of disability – hearing, vision, mobility, agility, learning, psychological, speaking, memory etc.
- Services used – what services are used, and how often. Also, if there is a shortfall in the available services, met and unmet need for support and assistive equipment, outcomes and barriers to participation across a range of social and economic activities.

We can already see in some early data from this project that disabled children who live in Kāinga Ora's homes seem most likely to have some kind of learning disability. For Kāinga Ora's disabled tenants who are over 40 years old, mobility disabilities seem to be the most common type of disability. We need to make sure we have different and appropriate responses to our customers' different disability needs. We set out some preliminary findings in Appendix E.

What Do We Know About Our Customers' Experiences With Their Homes?

Another way that Kāinga Ora gathers information about our tenants is through our Tenant Satisfaction Survey. This is a quarterly survey that captures key satisfaction measures for our tenants, including areas like safety, quality of home, level of customer service, and maintenance and repairs. The survey captures a sample of 500 tenants, and each quarter we have the ability to include additional questions on various topics.

In March 2019, we included a set of additional questions that provided insight into tenants' satisfaction on the topic of accessibility, capturing data on what accessibility means to tenants, if the home meets their accessibility needs, and if tenants live in modified properties. These questions are based on questions in the New Zealand Disability Survey, so will allow comparability. The results from the Tenant Satisfaction Survey are set out below:

- 74 percent of tenants are satisfied that their home currently meets their needs.
- 71 percent of tenants are satisfied that Kāinga Ora understands their needs in their home.
- For 45 percent of tenants, accessibility means 'Ease of getting in and out of house/property'.
- 11 percent of tenants have needed modifications.
- 50 percent of tenants have been satisfied with these modifications.
- 73 percent of tenants believe their accessibility needs are currently being met.

Kāinga Ora’s internal accessibility context

In his April 2019 Letter of Expectations to Housing New Zealand, the then-Minister for Housing and Urban Development, the Hon Phil Twyford, wrote that “Disabled people face unique challenges including accessible housing being in short supply. I expect Housing New Zealand to improve accessibility in its houses to better provide for the needs of its tenants now and in the future”. These expectations continue to apply to Kāinga Ora’s work.

There are opportunities, given the unprecedented scale of Kāinga Ora’s building and redevelopment programme across the country, to ensure that accessibility features are considered at the start of projects.

Kāinga Ora’s Customer Strategy 2018 is an organisation-wide way to focus on our customers and their families/whānau now and in the future – and their changing needs. The vision of the Customer Strategy is that ‘Our customers live well, with dignity and stability, in connected communities’. As part of developing our Customer Strategy 2018, we identified different groups of our customers who may have particular needs, including housing needs, and may need more support to live well. One group is those people with access and mobility needs.

Currently, according to what we found when developing our Customer Strategy, one third of our customers report an impairment or disability. Our data do not currently distinguish between short- and long-term limitations caused by impairment or disability or the specific nature of these limitations. This is a significant gap in our knowledge that we are working to fill. We want to better understand our customers’ needs so we can provide them with better services.

Kāinga Ora has a number of other strategies and plans that inform and link into this Accessibility Policy, including our Asset Management Strategy. The Asset Management Strategy sets out:

- how we will manage the homes we already own
- where, when and how we will build new homes
- how we will respond to the changing needs of New Zealanders through the homes we build, develop and manage.

External accessibility context

International Housing Accessibility

Kāinga Ora is not alone in recognising that housing accessibility is important and needs to become a fundamental component of current and future residential housing planning. Internationally, recent research demonstrates the effects of poor housing accessibility, or an absence of housing accessibility, on people’s functional abilities and quality of life.

The World Health Organization’s (WHO) 2018 *Housing and Health Guidelines*¹⁰ draws on systematic reviews to assess a range of factors that can adversely affect housing quality. The priority factors WHO considers are:

- household crowding;
- high indoor temperatures;

- low indoor temperature and insulation;
- injury hazards; and
- housing accessibility.

The presence of any of these factors in a home can have negative effects on the general liveability of the home, and the health, safety and quality of life for a home’s occupants and visitors.

WHO’s focus on housing accessibility is about how suitable a home is in terms of its design, construction and any adaptations for its occupants, particularly those with functional impairments.¹¹

The WHO Housing and Health Guidelines identifies that poor housing accessibility has health, economic, and social consequences. These consequences can be seen at an individual household level, where occupants with functional impairments are at greater risk of injury, including falls, stress and isolation. The quality of life for household occupants with functional impairments can also be negatively affected because of poor housing accessibility. People may experience restrictions in social participation, and they may have greater reliance on caregivers and external social services.¹² In the wider societal context, people with functional impairments are “more likely to be discriminated against when looking for housing, and more likely to pay high costs for housing relative to their income”.¹³

Conversely, WHO’s systematic literature review found that “[p]eople with functional impairments living in accessible home environments have better health and are better able to accomplish everyday tasks and manage living independently than those living in conventional or inaccessible home environments”.¹⁴ Importantly, the more liveable and suitably accessible

a home is, the greater the likelihood a person with functional impairments living in such a home will have a better overall quality of life, including better mental health, and face fewer barriers in their day-to-day life. This is especially significant because, as the WHO Housing and Health Guidelines point out, “[c]hildren, the elderly, and those with a disability or chronic illness are likely to spend most of their time at home, and are therefore more exposed to health risks associated with housing”.¹⁵

WHO’s Health and Housing Guidelines sit within a wider international context. The overarching international document about disabled people is the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD), effective from May 2008. There are 162 signatories to the UNCRPD, and 177 member states have also ratified the UNCRPD. New Zealand is both a signatory to the UNCRPD and has ratified it.



WHO makes a strong case that, based on the current and projected national prevalence of populations with functional impairments and taking into account trends of ageing, an adequate proportion of the housing stock should be accessible to people with functional impairments.

The UNCRPD has eight guiding principles. Within principle 8, which is about accessibility, article 9 reads that accessibility is about enabling:

persons with disabilities to live independently and participate fully in all aspects of life...., [that] persons with disabilities [have] access, on an equal basis with others, to the physical environment, to transportation, to information and communications, including information and communications technologies and systems, and to other facilities and services open or provided to the public, both in urban and in rural areas. These measures, which shall include the identification and elimination of obstacles and barriers to accessibility, shall apply to, [among other things]:

a) Buildings, roads, transportation and other indoor and outdoor facilities, including schools, housing, medical facilities and workplaces.

New Zealand Housing Accessibility

In New Zealand, the New Zealand Disability Strategy 2016-2026 and its associated Disability Action Plan 2019-2022 are the key documents that put the high-level principles and obligations of the UNCRPD into context for New Zealanders and the society we live and work in. Outcome 5 in the New Zealand Disability Strategy focuses on accessibility, and specifically sets out that disabled people have “access to warm, safe and affordable housing that meets our needs and enables us to make choices about where we go to school or work and to fully participate as members of our families, whānau and communities”.¹⁶ The New Zealand Disability Strategy makes clear it is also vitally important that disabled people are “consulted on and actively involved in the development and implementation of legislation and policies concerning housing (home ownership, social housing and private rentals)”.¹⁷

The New Zealand Disability Action Plan 2019-2022 takes the Outcomes in the New Zealand Disability Strategy and turns them into measurable actions, with both government agencies and non-governmental agencies, for example, the Disabled Persons Organisations Coalition, working together on agreed activities and programmes of work. Accessibility, including housing accessibility, has been identified by Ministers and the Independent Monitoring Mechanism as a ‘key issue’ for inclusion in the re-refresh of the Disability Action Plan (2019-2022).

Both the New Zealand Disability Strategy and the New Zealand Disability Action Plan are important ways for the Independent Monitoring Mechanism to monitor New Zealand’s compliance with the UNCRPD. The Independent Monitoring Mechanism is made up of the Human Rights Commission, the Ombudsman and the Disabled Peoples Organisations Coalition, and has a collective mandate for New Zealand meeting its obligations under the UNCRPD.

Other related work across New Zealand’s public sector includes the:

- Ministry of Social Development’s draft Better Later Life Strategy He Oranga Kaumātua 2019-2034, which is due to be finalised in late 2019. Housing was the most mentioned theme arising from the first phase of consultation. The draft Strategy identifies that steps are required to (among other things) encourage the development of a variety of accessible housing with good access to public transport and services to accommodate the diversity

of older people; encourage the use of universal design in new builds so housing is accessible, safe and functional for all life stages; and provide sufficient public and community housing suitable for older people, with appropriate support.

- The Ministry of Social Development’s accessibility work programme, which will consider how to define ‘full accessibility’; the challenges and opportunities of different approaches; and whether legislation is needed for mandatory codes and standards for accessibility and what domains any codes and standards might cover.
- Ministry of Health’s Enabling Good Lives pilot programme, which is about giving disabled people and their whānau greater choice, control and flexibility over where and how they live. The programme is also about access to information and support to enable well-considered choices about where and how disabled people choose to live and receive support, and disabled people gaining increasing independence and choice supported by service providers. The Enabling Good Lives pilot programme’s principles are about:
 - Self-determination – Disabled people are in control of their lives.
 - Beginning early – Invest early in families and whānau to support them; to be aspirational for their disabled child; to build community and natural supports; and to support disabled children to become independent, rather than waiting for a crisis before support is available.
 - Person-centred – Disabled people have supports that are tailored to their individual needs and goals, and that take a whole life approach rather than being split across programmes.
 - Ordinary life outcomes – Disabled people are supported to live an everyday life in everyday places; and are regarded as citizens with opportunities for learning, employment, having a home and family, and social participation – like others at similar stages of life.
 - Mainstream first – Disabled people are supported to access mainstream services before specialist disability services.
 - Mana enhancing – The abilities and contributions of disabled people and their families are recognised and respected.
 - Easy to use – Disabled people have supports that are simple to use and flexible.
 - Relationship building – Supports building and strengthening relationships between disabled people, their whānau and community.
- Government’s wellbeing approach, for example its 2019 Wellbeing Budget

Some lessons to be drawn from the list above are:

- there are likely to be increasing demands on Kāinga Ora as a provider of public housing
- the economic and social costs and benefits of such interventions will be borne much more widely than Kāinga Ora, which suggests that a cross-agency approach to policy, planning and funding is appropriate.

How we have developed the Policy

In the development of this policy, the Board of Housing New Zealand (now part of Kāinga Ora) identified early on that comprehensive, genuine engagement is essential to inform the approach and outcome of this first phase of our policy journey towards housing accessibility.

The Policy is informed by:

- examining existing research undertaken internally within Kāinga Ora;
- a literature review of international guidance and best practice;
- a data research initiative in conjunction with Statistics New Zealand;
- a comprehensive consultation process with key internal and external stakeholders
- the views, ideas, insights and lived experiences of our tenants, their families/whānau and the communities they live in.

In developing this policy, Kāinga Ora has looked at the different areas of our business to see how our commitment to accessibility fits with each of these areas. Some areas fit within this accessibility policy. Kāinga Ora will focus on other areas of our business outside this policy, and keep the different areas connected.

In scope of this policy

- Working with our Customer Programme to better understand our customers' needs.
- Kāinga Ora's public housing new builds: Kāinga Ora's new build standards, and the standardised designs for our newly-built properties across our different property types now and in the future.
- Kāinga Ora's existing properties: the ability to target and apply specific accessibility features to some or all of our existing properties over time; that is, to modify our properties appropriately.
- Kāinga Ora's purpose-built accessible properties: including specialised accessibility modifications tailored to broad classes of impairment, and individual occupants, with access to specialised wrap-around support services co-located at site, or provided in close proximity.
- Kāinga Ora's relationship with funders of modifications: working closely with other agencies to improve the efficiency of how our customers can access funding.

Out of scope of this policy

- Kāinga Ora's accessible workplace policy. Accessible access for our people, customers and other visitors to our offices will be covered separately in other policies as part of our internal processes.
- Kāinga Ora's disability policy. A Human Resources focus on disability, as well as training for our people, will be covered separately in other policies as part of our internal processes.
- Kāinga Ora's communications with our tenants. Our relationships and interactions with our tenants and the accessibility of information, such as in tenancy agreements, letters, and on Kāinga Ora's external website will be addressed through other communications projects and initiatives.

- Along with other Government entities, Kāinga Ora is a signatory to the **Accessibility Charter**, which sets out a commitment to work "...towards ensuring that all information intended for the public is accessible to everyone and that everyone can interact with our services in a way that meets their individual needs and promotes their independence and dignity".¹⁸ Some examples of this work include:
 - > Designing all current and future Kāinga Ora publications, for example our Close 2 Home newsletter, our Annual Report, in an accessible format (font size, use of colours)
 - > Producing all videos with closed captioning for those who are hard of hearing and part of the Deaf community
 - > Making sure our public website meets full accessibility guidelines for visually impaired readers (font size, use of colour), and is compatible with screen reader technology.
 - > Using NZ Relay services for our customers using our 0800 numbers who may be Deaf, hard of hearing or speech impaired.
- Design standards for Kāinga Ora's affordable (including KiwiBuild) and market housing. We recognise that work needs to be done on appropriate building standards for Kāinga Ora's affordable and market housing. This work will be directed by the extent to which there should be common standards across all Government new supply of homes. There will also be a focus on how Kāinga Ora – Homes and Communities, with its increased scale and wider focus on urban development, can improve access through better urban design and procurement.
- Our Customer Programme, which is taking the high-level objectives in our Customer Strategy and turning them into tools, knowledge, information and skills to help our customers. The Customer Programme is considering a new Tenancy Operating Model. This model will include how to improve processes for finding the right homes for people and for collecting information initially and during the tenancy, and how our operating model can be best designed to meet the needs of different customer groups, including the disabled. We will work closely with the Customer Programme team as we implement this Accessibility Policy.
- Ministry of Social Development's processes for assessing eligibility for public housing (the Social Allocation System) and Kāinga Ora's processes for matching eligible applicants to properties. There is an important relationship between placement and asset decision-making.

Our accessibility commitments

In developing this policy, we have been mindful of the need to state some operating principles or commitments that will inform how we make decisions and interact with our customers. The list below has been tested with stakeholders and the then-Housing New Zealand Board. These commitments reflect the way Kāinga Ora wants to work now and in the future.

We commit to supporting our customers to live in a home that suits them

In developing our policy, we have been mindful of the need to state some operating principles or commitments that will inform how we make decisions and interact with our customers. To that end, Kāinga Ora:

- Recognises the need to identify and **remove barriers faced by all disabled people**, and will achieve greater accessibility by aligning with a culture that recognises the dignity and worth of every individual, within a household, within a community
- Will seek to **find varied and flexible solutions** that meet our customers' needs and allow them to live with dignity and independence for as long as they choose or are able
- Will **engage, support and advocate** for the development of a more inclusive and diverse community
- Will focus on **removing barriers to full community participation** for all our tenants and their whānau
- Will **produce accessible solutions** reflective of what communities need across a range of locations and types of homes
- Commits to **active engagement with communities** including the disability sector, and recognises the integral place the disability sector has in our communities
- Has a **responsibility to meet our obligations** under the United Nations Convention on the Rights of Persons with Disabilities and those contained within the New Zealand Disability Strategy 2016-2026 and its linked Disability Action Plan.



Our Accessibility policy on a page

The diagram on the next page sets out the key elements of Kāinga Ora's Accessibility Policy. We propose three outcomes against which we can be held to account. These are to:

- increase the number of our houses that meet universal design standards
- meet the individual needs of customers
- improve information about customers' needs and the accessibility of our properties.

Pages 30-41 discuss each of these components in turn, focusing on what we currently do; issues and opportunities, which have, where relevant, been informed by stakeholder engagement; and some proposed next steps and actions, including how we can demonstrate success.

What you will see:

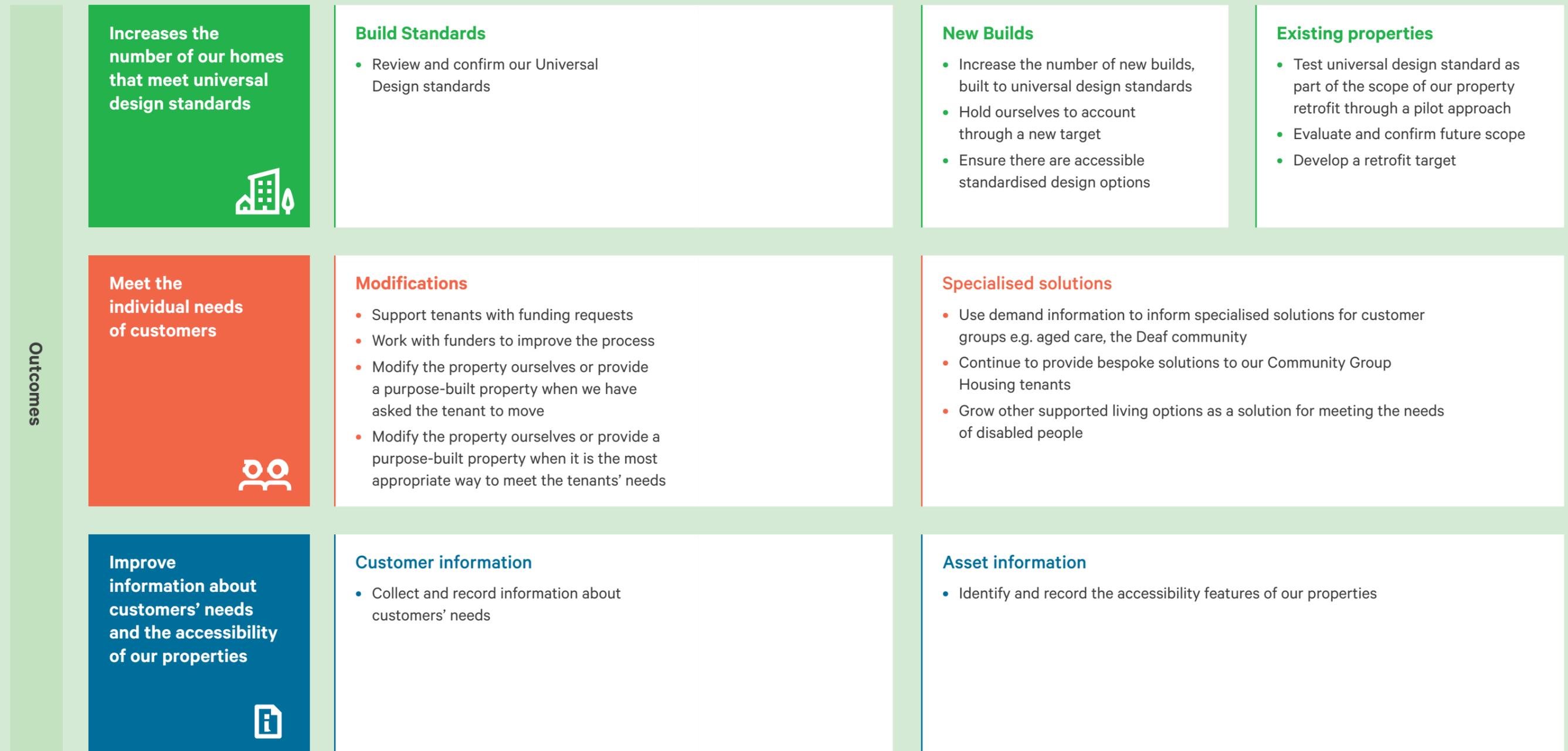
- At least 15 percent of our public housing new builds will meet our full universal design standards, and the rest will meet as many of our universal design standards as possible
- We will support customers to live in a home that is customised to their needs:
 - this includes completing modifications to their home ourselves or finding a home that better suits their needs.
- We will explore how our universal design standards can be included as part of our retrofit programme for our existing homes.
- Systematic data collection about the accessibility features of our homes so that we can better match customers to a home that meets their needs.
- A better understanding of our customers' needs so that we can better support current and future customers.



Key Elements of the Policy

This policy is built around three outcomes, with a set of components under each:

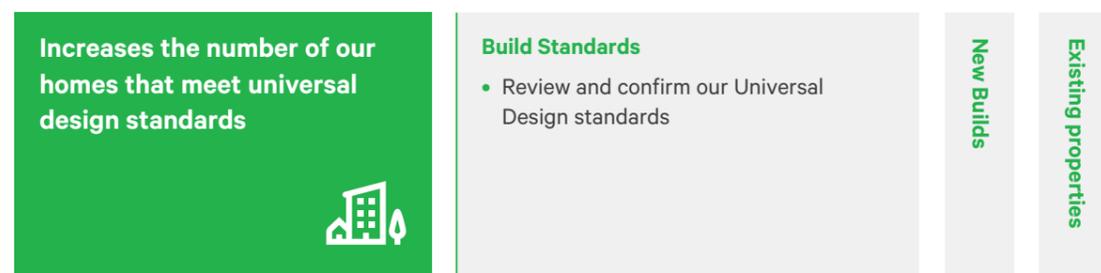
Figure 1: Diagram of Accessibility Policy outcomes and linked components.



Underpinned by our principles and commitments

Increase the number of our homes that meet universal design standards

Build Standards



What we currently do

Kāinga Ora has detailed design standards. These standards differentiate between the:

- Typical Standard, which is our current reflection of universal design principles;
- Diverse Standard, which includes more specialised features for particular groups, such as the elderly, those whose specific disabilities require accessibility features (e.g. hoists), and Community Group Housing, which often houses those with specific needs.

The Typical Standard has been translated into a series of Standard Designs for different types of homes. Standard Designs promote more cost-effective beginning to end construction, which is vital to meeting the targets set by Government. Some examples are Standard Designs for a:

- one-bedroom, one-storey house
- two-bedroom duplex
- five-bedroom, two-storey house.

Note that not all of the Standard Designs fully confirm to universal design principles – for example, the two-storey duplex design does not have a bedroom or bathroom on the ground floor.

Issues and opportunities

Kāinga Ora’s Typical Standards for new builds are a reflection of universal design in Kāinga Ora’s context. Where there is a bathroom on the ground floor, Kāinga Ora’s standards stipulate it must be an adequate size. However, the standards do not require there to be a bathroom on the ground floor. This is an area that we have recognised we need to review.

We currently do not have good information about how many homes we are delivering against Kāinga Ora’s universal design standards. The wording of the standards notes that they will be delivered on a ‘where possible’ basis and we have started to design and deliver more homes that meet the standard. Feedback from Kāinga Ora’s people about why we are not building more homes that meet our universal design standards includes:

- lack of specificity of what the ‘where possible’ standard means
- constraints of land (topography) which may, for instance, detract from flat access
- that we are constrained financially and need to be prudent with our spending
- design constraints such as fire code restrictions on people in wheelchairs being housed above the ground floor.

Next steps

- We will develop criteria and tools that allow our people to apply the standards more consistently.
- We will identify user groups and needs for their built environment.
- We will review the standards in light of this policy to ensure they remain fit for purpose. This may include considering a mandatory bathroom on the entry level.
- We will consider some new or modified Standard Designs to provide for accessible options across the range of types of homes Kāinga Ora builds.



Increase the number of our homes that meet universal design standards

New Builds

| | | | |
|--|---|-------------------------------|-----------------------------------|
| <p>Increases the number of our homes that meet universal design standards</p>  | <p>New Builds</p> <ul style="list-style-type: none"> • Increase new builds to universal design standards • Hold ourselves to account through a new target • Ensure there are accessible standardised design options | <p>Build Standards</p> | <p>Existing properties</p> |
|--|---|-------------------------------|-----------------------------------|

What we currently do

As noted above, we know that we are designing and building more new homes that meet universal design standards. However, we do not have good information about how many new homes we are delivering that meet these standards. Kāinga Ora is in the middle of an unprecedented new build programme that goes beyond the major centres. While there are standard accessible designs for one-storey typologies, we know that the demands of building at higher density in the larger centres is requiring more terraced, duplex and apartment typologies, where fewer new builds will meet universal design principles. As part of this we are considering how other features of good building design can better support customers, for example adequate storage, and charging stations for mobility scooters.

Issues and opportunities

Including universal design (as defined by Kāinga Ora’s lifetime design standard) in new builds is likely to be the most cost-effective way for us to increase the number of accessible properties. This has been consistently reinforced through engagement with Kāinga Ora’s people and stakeholders. Many overseas jurisdictions have tried to set targets for the proportion of new builds that meet universal design principles (see Appendix A) although evidence of delivery is mixed. Certainly, key New Zealand stakeholders such as the Disabled Peoples Organisations Coalition have told us that an achievable target, that can be increased over time as circumstances allow and, importantly, can be monitored, is an essential part of any Accessibility Policy.

Next Steps

- Set an initial target for Kāinga Ora’s new builds that meet universal design standards, as a proportion of new builds, which will be adjusted and monitored over time. This target will be set across all building types and all districts.
- We need to ensure that we do not disrupt the delivery of the homes we are already building, that is, those already under construction, contracted or in procurement – this means our starting place is the 37 percent of our current 4-year building pipe-line that is still under design.

Target

Kāinga Ora’s stakeholders have a clear expectation that we set a target for our new builds that meet universal design standards. We already deliver some accessible new builds, particularly in the ‘regional’ one-storey and larger house typologies, and we have had a recent focus on ensuring that our new planned developments incorporate these features. However, we do not know what the proportion is of our new builds that meet these requirements. We are also aware that there are some typologies, notably two-bedroom, two-storey terraces and duplexes, where universal design is not fully met (for example, there is no bathroom on the ground floor). We need to undertake a benchmarking exercise and also investigate whether Kāinga Ora needs new or altered standard designs.

We propose that the Accessibility Policy sets a target of at least 15 percent of Kāinga Ora’s public housing new builds meeting full universal design standards with all others incorporating as many as possible of the other (basic) universal design features. We would set the target so that in the financial year of 2020-20/21 it would be about setting initial benchmarks by typology and location. We would then monitor and report on a target from 2021-2022, which we would look to increase over time. Fifteen percent is at the lower end of some of the international strategies that we have seen; however, we also know that there have been challenges across different jurisdictions in meeting such targets. By comparison, the 2013 New Zealand Disability Survey found that 14 percent of New Zealanders had a mobility or agility impairment. Note that Kāinga Ora’s initial target of at least 15 percent of our new builds meeting our full universal design standards is about beginning to better meet our customers’ disability and accessibility needs beyond physical or mobility needs.

Over time, we aspire to have a target for all our new and existing homes.

What this could look like:

Financial year 2020-2021

- closely monitor and measure the percentage of Kāinga Ora’s accessible properties delivered (aiming for the at-least 15 percent target where possible).

Financial year 2021-20/22

- set an initial target of at least 15 percent for all of Kāinga Ora’s public housing new builds delivered in the financial year by location and typology
- achieve this target
- include the target in our accountability documents to enable us to formally monitor and report on achievement.

Increase the number of our homes that meet universal design standards

Existing Properties

| | | | |
|--|--|-------------------------------|--------------------------|
| <p>Increases the number of our homes that meet universal design standards</p>  | <p>Existing properties</p> <ul style="list-style-type: none"> • Test universal design standards as part of the scope of our property retrofit through a pilot approach • Evaluate and confirm future scope • Develop a retrofit target | <p>Build Standards</p> | <p>New Builds</p> |
|--|--|-------------------------------|--------------------------|

What we currently do

The Retrofit Scope (Pilot 2)

- In the next 30 years, around 52,000 homes or 86 percent of our state houses require significant capital reinvestment in order to enable them to meet the needs of our customers. For each of these properties we need to make a decision about how we will renew them to provide the functionality and performance necessary for modern public housing, and to meet our customers’ needs. Around 34,000 of these properties will be renewed through retrofitting them.
- Over the last year Kāinga Ora has been piloting a retrofit programme as an additional tool (in addition to redevelopment and selling and replacing our assets) to renew our properties. The second pilot, which is expected to be completed between July and December 2019, includes accessibility modifications such as:
 - Gib Toughline® added to hallway and toilet walls for increased durability
 - Timber fixing for future grab rails in hall
 - Grab rails to porch steps, toilet and shower.

Retrofit Programme roll-out

In April 2019, the Housing New Zealand Board approved the formal addition of a retrofit programme to our options for managing the renewal of existing homes in our portfolio focused on resetting the lifecycle of key components such as cladding, roofing, piles and foundations and upgrading the thermal and functional performance of our homes. This programme also includes accessibility modifications in pilot 2.

Kāinga Ora’s Asset Management Strategy 2018-2028 provides for 12,600 state houses to be retrofitted over the next 10 years with the remaining 21,400 homes completed within the following 10 years. The stage one roll-out, which was approved by the then-Housing New Zealand’s Board, will result in:

- around 1,300-2,000 retrofits completed over the next three years in 8-12 lower priority regional areas in climatic zones 1 and 2 targeted towards the homes most in need of upgrading in these areas, and customers and their children with respiratory issues, at an advanced renewal and upgrade standard. This could include further renewals in the Hutt Valley
- the completion of the 200 homes from the Hutt Valley second pilot (already approved).
- The second pilot will be evaluated to inform future decisions about including accessibility as part of the scope in retrofits in the context of this Accessibility Policy.

Issues and opportunities

- All the research confirms that incorporating accessibility features retrospectively is always more expensive than incorporating accessibility into new builds. However, it is also true that our new build programme will not address existing properties, where the majority of Kāinga Ora’s customers live, and where a significant proportion of houses are nearing the end of their economic life without significant retrofit.
- An accessibility scope for existing properties could include widening doors, remodelling bathrooms, accessibility features in bathrooms, and wider footpaths. We need to balance the financial costs of retrofitting accessibility features in an existing home against making the home suitable for the people already living in it. Any significant retrofit programme that addresses accessibility will be costly.

Next steps

Phase 1 of the retrofit programme included accessibility features. This will be evaluated to inform future decisions about including accessibility as part of the scope in retrofits, including how it is funded and financed.

Kāinga Ora will report on the outcomes of our retrofit pilot and use the information learned from this pilot to help us set an achievable target for the percentage of our retrofitted properties that incorporate appropriate accessibility features.

We will know we are successfully delivering against this outcome when

Our existing homes can be retrofitted to include accessibility features to meet our customers’ needs.

Meet the individual needs of customers

Modifications

Meet the individual needs of customers



Modifications

- Support tenants with funding requests
- Work with funders to improve the process
- Modify the property ourselves or provide a purpose-built property when we have asked the tenant to move
- Modify the property ourselves or provide a purpose-built property when it is the most appropriate way to meet the tenant's needs

Specialised solutions

What we currently do

ACC and the Ministry of Health are the main funders of modifications for tenants in Kāinga Ora properties. We:

- support tenants with their funding requests
- modify the property ourselves or provide a purpose-built property when we have asked the tenant to move; or
- modify the property ourselves or provide a purpose-built property when it is the only way to meet the tenant's needs.

Kāinga Ora has a Memorandum of Understanding with the Ministry of Health for modifications funding.

We know, for instance, that over the last five years, there were 2,075 modifications to social housing homes (including, but not limited to Kāinga Ora's homes), at an estimated total cost of approximately \$7.55 million to the Ministry of Health.

The most common reason for people to request a transfer from their current public housing situation is that their 'current accommodation is inadequate or unsuitable'. This was 746 or 31 percent of applicants in the three months to December 2018. For 690 people or 29 percent of people requesting a transfer from their current public housing situation in the three months to December 2018, 'medical or other special needs'¹⁹ was the reason for their request to move.



“That’s one of the hardest parts, that I find, is the waiting. You’ve got to sit and wait for A to B to C and D. And you also have to chase them. When you chase them they say nothing or, ‘you just have to wait’. But you don’t really even know what you’re waiting for.” A Kāinga Ora tenant’s experience of needing housing modifications.

Issues and opportunities

We know that the Ministry of Health’s housing modification funding is regularly over-subscribed. We know that there can be gaps in funding to sort out urgent unmet needs; issues with the length of time to deliver the needed modifications; and modifications and equipment constraints in funding approvals. There are some improvements that can be made to the way that we work with our funders to speed up the process and allow more flexibility and choice. Our disabled tenants and their families are telling us that the current funding processes and relationships between government agencies are not working well for them.

More fundamentally, we recognise that we need to investigate policy options for funding some aspects of these modifications ourselves, and continue to work with funding and policy agencies on sustainable funding models.

Next steps

- Develop a business case for a policy and budget that will be used to meet tenants’ modifications needs where Kāinga Ora is best placed to do so.
- Work with funding and policy agencies on ways of improving current funding arrangements, including a new Memorandum of Understanding with the Ministry of Health that highlights an intention to work closely together to improve the efficiency of the process for funding for modifications.

We will know we are successfully delivering against this outcome when

- Kāinga Ora’s customers now and in the future know how and where to get the housing modifications they need.
- Kāinga Ora works with our customers to provide modifications in the right way when they’re needed.
- Kāinga Ora’s customer satisfaction measures improve.

Meet the individual needs of customers

Specialised Solutions

| | | |
|--|--|-----------------------------|
| <p>Meet the individual needs of customers</p>  | <p>Specialised solutions</p> <ul style="list-style-type: none"> • Use demand information to inform specialised solutions for customer groups e.g. aged care, the Deaf community • Continue to provide bespoke solutions to our CGH tenants • Grow other supported living options as a solution for meeting the needs of severely disabled people | <p>Modifications</p> |
|--|--|-----------------------------|

What we currently do

Presently, Community Group Housing is our primary way of meeting the housing needs of people with a range of complex needs. Through Community Group Housing we work with a wide range of organisations that provide residential and non residential community housing for:

- people who experience mental or psychiatric illness
- people who have physical and learning disabilities
- residential alcohol and drug services
- women, men and children seeking refuge
- families/whānau (including those who need emergency housing)
- support for youth/children at risk
- prisoner reintegration.

Community Group Housing properties often have special features to reflect the characteristics of the residents they support, for example a large number of bedrooms, accommodation for a carer or other forms of co-living or ‘supported flatting’ arrangements.

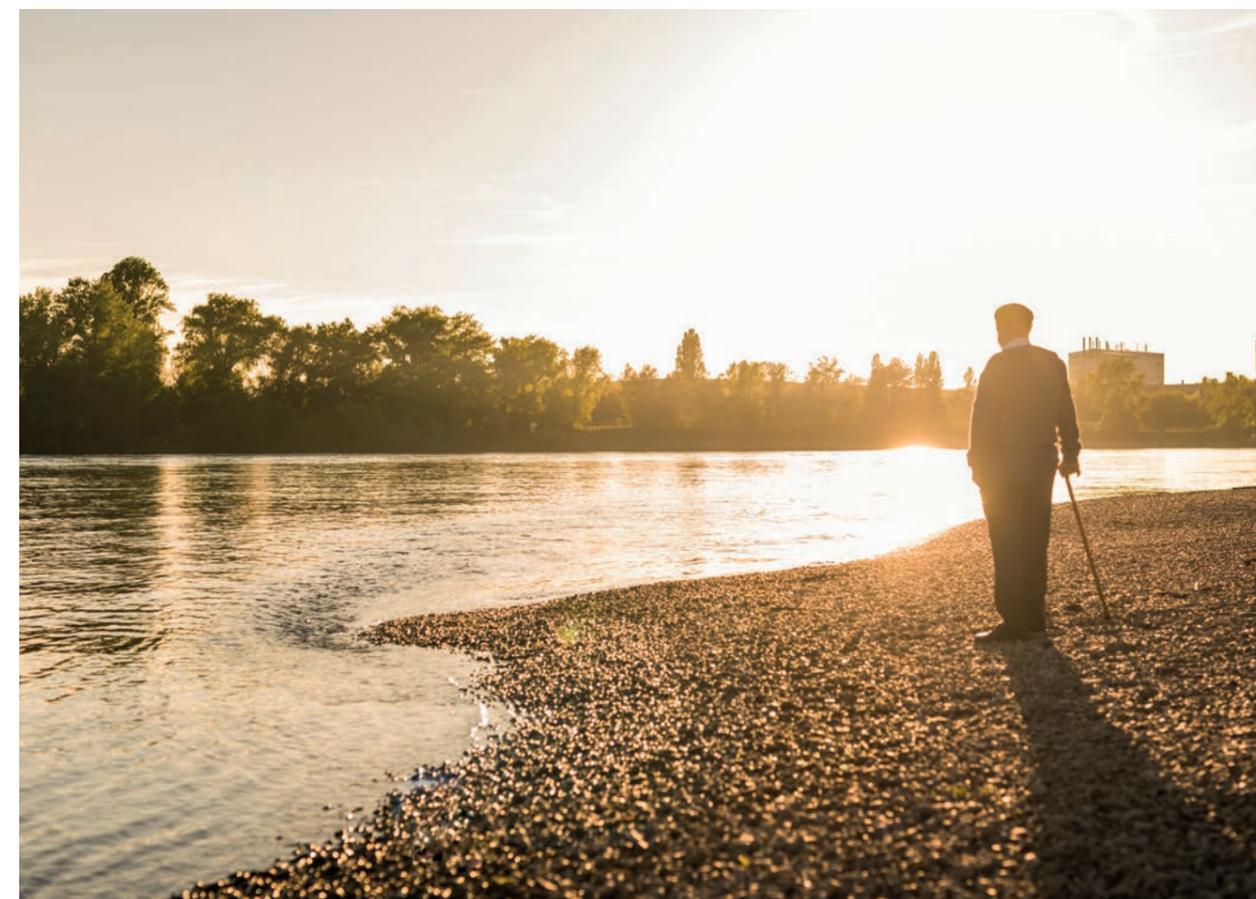
Issues and opportunities

As we build knowledge we will get a better understanding of demand so we know how best to respond to the needs of current and future customers. For example, the Customer Strategy identified large and multi-generation whānau that may want to live together as a specific group we need to cater for.

We recognise our obligations under Article 19 of the UNCRPD to ensure the right of “persons with disabilities to live in the community, with choices equal to others... and to prevent isolation or segregation from the community”. We will therefore continue conversations with the disability sector to ensure that our housing promotes independent living solutions and sufficient choices for disabled people.

Next steps

- Use customer demand information to inform specialised solutions for different customer groups – for example aged care, the Deaf community.
- Continue to provide bespoke solutions to our Community Group Housing customers.
- Identify and develop best practice/innovative co-living models and design standards that can be replicated elsewhere, including providing bedrooms for live-in carers as needed, and adequate space for equipment storage.



Improve information about customer needs and the accessibility of our properties

Customer Information

| | | |
|--|--|--------------------------|
| <p>Improve information about customers' needs and the accessibility of our properties</p>  | <p>Customer information</p> <ul style="list-style-type: none"> • Collect and record information about customers' needs | <p>Asset information</p> |
|--|--|--------------------------|

What we currently do

Kāinga Ora does not have a way to capture and store customer information about our customers' disabilities. We receive some information about customers' needs at the time that we place them, this has usually been gathered by the Ministry of Social Development during the eligibility assessment process. This information is available in our customer management system, and may be updated over time as we become aware of new information. However, we do not currently systematically update this information or ensure that it provides a full picture of customers' needs in relation to the properties they live in.

Issues and opportunities

We know there is a current gap in our information for both current and future customers. We need to know trends, demographics and demand information. We are trying to find out what we can through getting more accurate and relevant information about our customers and their needs. Through our Customer Programme we will build our knowledge of customers' needs.

Next steps

- Review and refine the customer data and information we currently collect.
- Review the relevant initiatives in the Customer Programme to check we are getting the right data and information from the initiatives.
- Investigate other disability data collection options.

Improve information about customer needs and the accessibility of our properties

Asset Information

| | | |
|--|--|-----------------------------|
| <p>Improve information about customers' needs and the accessibility of our properties</p>  | <p>Asset information</p> <ul style="list-style-type: none"> • Identify and record the accessibility features of our properties | <p>Customer information</p> |
|--|--|-----------------------------|

What we currently do

Kāinga Ora currently has no way to identify the accessibility features of our properties. We record whether it has been modified (any funded modification to the property for example, installation of a grab rail), but that does not tell us if it is accessible. This means that when placing customers into properties there is a risk that the property might not be suitable for a customer's needs.

Issues and opportunities

In order to better meet customers' needs we need to be able to identify which homes have accessibility features. We also need this information to see how we are performing against our new build target. This will mean a change to our systems and processes.

Next steps

- Work with the business to ensure that accessibility features of properties are comprehensively documented and updated.
- We will know we are successfully delivering against this outcome when
- We can identify the home that best matches a customer's accessibility needs.
- We can monitor performance against a target at a regional and typology level.

Future work

Implementing the policy

We need to undertake work to enable the policy's outcomes to be achieved. There are a number of different streams of work, which are ultimately interrelated. The main areas of work are identified below. Most of these items of work will be integrated into Kāinga Ora's existing programmes or projects. Where required, we will commission new activity.

We are committed to continuing our engagement with customers and the disability sector as we implement our policy. We will work with technical experts and people with lived experience of disability as we implement our policy to provide assurance we are doing the right thing.

Accessibility standards reviewed

We regularly review our standards. Following the standards review we will review our standards for accessibility for new builds contained within Housing Standards: Design (M-255) to confirm they are fit for purpose.

Gaps in Kāinga Ora's standardised designs addressed

Most of our standardised designs achieve our accessible standards. We consider it critical that some housing of all types is available for customers who require accessibility features: we will review our standardised designs that do not meet this requirement. This currently includes designs for two- and three-bedroom homes.

Targets reflected in Kāinga Ora's asset planning

Our Asset Management Strategy responds to our strategic objectives, settings, and agreed assumptions to guide the organisation's detailed regional planning. We will reflect our population needs and accessibility targets in our future asset planning. This will translate a national target into plans across locations and typologies, which will be achieved through programmes and projects.

Revision of Housing Investment Framework

The Housing Investment Framework outlines how investment activity balances financial sustainability with maximising social outcomes (benefits). In order to enable Kāinga Ora to incorporate accessible requirements into our new builds to meet the proposed target, the Housing Investment Framework may need to be adjusted to leverage the social outcome achieved through accessibility with sound financial stewardship. This will be a key way of ensuring we can meet our new build targets. Our Strategy and Finance teams will undertake a review of the Housing Investment Framework so that financial metrics do not act as a disincentive for the direction set out in the policy.

Collect and store asset information

We need to be able to collect and store information about the accessibility of our properties, both to ensure appropriate placement of tenants and to be able to monitor against our proposed target. Our Asset Information Management programme will consider how best to implement this within our current systems and update appropriate business processes.

As new properties enter our portfolio and properties undergo upgrades, we will record accessibility features in our electronic systems. We will do an audit of all of our existing properties over time. This means that in the future we will be able to review the accessibility features of our properties and consequently build up a better understanding across our portfolio.

Collect and store customer information

Through our Customer Programme, we will build our knowledge of our current customers. A better understanding of our customers' accessibility needs will allow us to provide for homes that meet their requirements. This includes the need for homes that meet universal design standards, as well as a better understanding of the need for bespoke designs.

In addition, we will work with other agencies to develop a more comprehensive view of future demand.

Report and monitor against the proposed new build target

By 2020-2021 Kāinga Ora will be able to record the number of new builds that meet our universal design standards to measure progress against the target. We will use our accountability documents as a way to monitor our progress against the target from 2021/22.

While homes delivered in this time have, largely, already been contracted or are under procurement, recording against this metric from 2020-2021 will provide a useful baseline for the target from 2021-2022 onwards.

Set an accessibility target for retrofitting our homes

Using the outcomes and information gathered from our retrofit pilot as a starting point, we will also work on the development of an accessibility target for our retrofitted properties.

Improve effectiveness of modifications funding

Kāinga Ora will continue to work with funders (Ministry of Health and ACC) to ensure maximum effectiveness of the funding for modifications.

We will have an emphasis on sharing information, technology enhancements, education programmes and best practice between organisations to improve our customers' experiences.

In addition, we also understand that the Ministry of Housing and Urban Development will consider whether there are alternative approaches for supporting more accessibility in public housing through its 2019 Funding Review.

Supporting our customers with the right house that suits their needs

Some of our customers live in homes that don't suit their needs. Sometimes the process to access funding for modifications takes too long for customers, or they are not eligible. We are committed to filling this gap and providing homes that suit our customers' needs.

Solutions may mean funding modifications for their existing home ourselves, or moving them to a home that is customised to their needs. By 2020-2021 we will have developed operational

policy, processes, and communication to support our people to consistently take action to ensure customers have a home that meets their needs.

Understanding cultural considerations and requirements

We will respond to stakeholders’ feedback by continuing to research and establish cultural considerations and requirements as they relate to accessibility. As an organisation we have a number of activities underway to embed a kaupapa Māori approach, and to understand how we incorporate cultural considerations in the design of our homes and in how we interact with tenants. We will update this policy to reflect these requirements.

Ongoing review

Our stakeholders have told us that to be effective, the policy needs to be enduring and long-term, with a focus on making measurable improvements over time.

To that end, the policy has a clear focus on ensuring that we have the tools needed to collect and analyse data required to benchmark and measure change over time.

While this document has identified some quantifiable measures (for example, delivery against new build targets), such measures – along with other aspects of this policy – will need to be reflected in related Kāinga Ora and, when established, Kāinga Ora – Homes and Communities documentation.

Further quantitative measures will also need to be identified, such as measuring the scope and scale of the accessibility features of our retrofit programme.

Furthermore, qualitative measures, such as documenting how we will demonstrate our adherence to our accessibility commitments, will be important in providing a more comprehensive overview.

We will look at appropriate ways to engage with our customers and other stakeholders as we implement this policy, including ways for them to hold us to account on these internal targets. We acknowledge the roles of disabled persons organisations under article 4.3 of the UNCRPD in this regard.

We further commit to ensuring that our own internal capabilities and capacities are optimised with respect to lived experience of disability to permit the achievement of these outcomes.

We will also review the policy on a regular basis to ensure that it reflects changes to Kāinga Ora’s internal and external environments, for example, as we roll out our Customer Programme. Our first review will happen during 2020.

Finally, we intend to continue the engagement momentum gained via the development of the policy, including checking back with our stakeholders.

We will hold another Housing Accessibility Symposium in 2020 as an opportunity to check back with key stakeholders on our progress with implementing the policy, and ensure that the Symposium is one opportunity for them to feed into the first review of the policy.

Appendices

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Appendix A: International examples

| Jurisdiction | Housing Accessibility Standards and Targets |
|---------------------------|--|
| Australia | Government social housing providers in New South Wales, Queensland, South Australia, Tasmania and Western Australia specify accessibility features in a proportion (5% to 50%) of the housing they provide. The Australian Federal Government is currently determining whether universal/accessible design standards will apply to all new builds in the future. |
| Britain | Most social housing providers (Local Authorities and Housing Associations) specify that a proportion (generally 30% to 60%) of new dwellings will meet legally-specified, though 'opt-in', accessibility standards. |
| Canada | Varied practice across provinces. Ontario has a target that 10% of apartments and 15% of other dwellings meet accessibility standards. British Columbia has targets that range from 5% to 100% depending on the type of building. |
| Ireland | National guidelines provide a flexible framework for designers to apply universal design standards to all new home types. No national targets are specified. |
| Japan | National guidelines aim to have 20% of all new dwellings built to universal design standards and a further 20% built to barrier-free standards. |
| Scandinavia | Sweden, Norway and Denmark employ national regulatory approaches that require all new dwellings to meet legally-specified accessibility standards. |
| United States | Varied practice across states. Regulation in states such as California, Massachusetts and New York relating to accessible social housing has been beneficial. |
| World Health Organization | WHO's Health and Housing Guidelines 2018 set out a strong case for an adequate proportion of the housing stock to be accessible for people with functional impairments. |

Overall Conclusion

The general conclusion from the analysis of these international examples seems to be that where a jurisdiction has attempted to set a target around accessibility, there is not much evidence of them meeting that initial target.

The “takeaway lesson” from these international examples might be to aim for a highly conservative, yet realistic target around accessibility in the short term with incremental increases to the % target in the medium term, to be followed by a more aspirational longer-term target in later years incorporating lessons learned throughout all stages.

Appendix B: Kāinga Ora’s Existing New Build Design Standards

| Kāinga Ora Typical Standard (Basic Universal Design) | Kāinga Ora Diverse Standard |
|---|---|
| <ul style="list-style-type: none"> Universal design has formed part of the Housing New Zealand (now part of Kāinga Ora) standards for new build houses for over 10 years on a where possible basis. Universal design suits a wider range of customers’ needs. Easy to adapt as required for changing needs For example: <ul style="list-style-type: none"> Main entry door has level access threshold Wider hallways and doors Bathroom on ground level (where able to be provided) Wider circulation spaces (suitable for walking frame, likely to need modification for wheelchair use) | <ul style="list-style-type: none"> Goes beyond basic universal design in the Typical Standard to provide additional features where required for a customer with a higher need Has three subcategories of accessible, older person, and community group housing. Some examples of additional solutions include: <ul style="list-style-type: none"> Reinforcement in the bathroom walls so grab rails can be easily fitted in the future Level access showers including option for trolley baths Spatial designs suitable for ceiling mounted hoists over baths Additional safety fencing for people who have poor safety awareness or impulse control Fully accessible ramp access to dwelling Wider circulation and turning circles suitable for wheelchair |
| Our policy will increase the number of homes that meet these standards now through % targets that can be adjusted in the future. | Our policy will improve the way we work with customers through our commitments. Our work programme will help us to understand how to better address ongoing demand. |

Appendix C: Summary of stakeholder engagement

Our overall approach to engagement consists of comprehensive interaction with:

- Our people
- Our tenants and their families/whānau
- Key external stakeholder organisations and groups.

We held:

- internal workshops with our people
- focus groups and individual interviews with our tenants and their families/whānau, and asked accessibility-specific questions in our March 2019 tenant survey
- individual meetings with 20 different key external stakeholders
- our first Housing Accessibility Symposium with 88 attendees from 17 key stakeholder organisations in July 2019

The table below presents a summary of the feedback we have received and how we are addressing it both in our Accessibility Policy and in our wider work.



Table 2: Feedback received and how we are addressing it

| Feedback by theme | Kāinga Ora’s response |
|--|---|
| <p>1. Supportive, but sceptical</p> <ul style="list-style-type: none"> • Overwhelming feedback in support of Kāinga Ora having an Accessibility Policy • Stakeholders felt that the types of commitments we are making are often made and not often met <ul style="list-style-type: none"> – People will believe in the change when they see it • Feedback from the Office of the Ombudsman reiterated this theme: <p>“The most effective policy has clear and transparent lines of accountability and reporting, and is supported through appropriate staff training and development, senior leadership and governance commitment, and oversight. The Chief Ombudsman will be particularly interested in these aspects going forward. The policy refers to future work on monitoring and we encourage Kāinga Ora to progress this with importance, and commit to publicly reporting the results.”</p> <p>Lifemark, a division of CCS Disability Action, highlighted the need to have appropriate processes to deliver on what we commit to:</p> <p>“[E]ven if revised accessible standards are included in policy documentation, there is a need to implement a robust and independent quality assurance process to ensure that the outcomes of delivering more accessible dwellings are actually achieved”.</p> | <ul style="list-style-type: none"> • We are pleased our policy has resonated with many people, and we are sure that it is because it has been developed through so much engagement with our tenants and different groups within the disability sector • It is important that we are open about the work that is required to achieve our policy intentions • We need to set up ways to be held to account, which includes: <ul style="list-style-type: none"> – a visible work plan that we can report back on – measurable targets – regular, ongoing engagement. – committing to hold another Housing Accessibility Symposium in 2020 with the purpose of reporting back on our progress and next steps. <p>How this is reflected within this document:</p> <ul style="list-style-type: none"> • Being clearer about the steps involved to achieve our initial target and setting future targets • Setting out how people can hold us to account through our regular engagement and reporting |

Appendix C continued

| Feedback by theme | Kāinga Ora's response |
|---|---|
| <p>2. Supportive of universal design as a base</p> <ul style="list-style-type: none"> • Many stakeholders felt it was not clear how Kāinga Ora is interpreting it • Universal design as a base for our homes will provide most people with what they need for longer, and be much cheaper and easier to modify • A high level of support for this approach • It is not clear what universal design means in Kāinga Ora's context and this makes it hard for people to understand how Kāinga Ora is using the term • Kāinga Ora is using 'universal design' and 'accessible' interchangeably in the policy, which is confusing for readers | <ul style="list-style-type: none"> • We are pleased universal design as a concept resonates with people, as it seems the right approach to us also • We know that universal design is a concept and there are many different interpretations • We currently have a Lifetime Design standard which includes many of the key features we believe integral to good universal design • We will, however, review our standard designs in light of this policy to make sure they are fit for purpose for Kāinga Ora homes and in the spirit of this policy • There are some differences of opinion, for example, whether accessible bathrooms must be included on the entry-level floor to make a home universally designed. <ul style="list-style-type: none"> - We need to carefully consider all of these differences of opinion. <p>How this is reflected within this document:</p> <ul style="list-style-type: none"> • We have made it clearer that we have current design standards and these will be reviewed in light of the policy • We have been careful to acknowledge that universal design is a concept and it will be interpreted for Kāinga Ora homes • We are clearer that 'universal design' and 'accessible' have different meanings |
| <p>3. 15% target for universal design in Kāinga Ora new builds is not ambitious enough</p> <ul style="list-style-type: none"> • Many people felt that a 15% target was too low • The case for universal design is made – it should be 100% • Perception that we (Kāinga Ora) are not trying hard enough to achieve this • Many people also acknowledged the importance of setting a realistic goal that can be achieved | <ul style="list-style-type: none"> • At least 15% is our minimum, starting goal, and we are committed to increasing this over time. • We have grown our build programme significantly in the last few years. We have done this by building on land we already own, and by redeveloping where we can so that we increase the density on our sites. There are some sites across New Zealand where universal design and accessible designs are very difficult due to the site gradient. Because of the ways we are building to maximise density on sites this also creates issues for both universally-designed and accessibly-designed homes if it has not already been factored in. • Building to universal design and building accessible homes does have a cost impact. <ul style="list-style-type: none"> - Although we know it is much cheaper to build at the start than to modify later, it still does carry some cost. - It also can have an impact on the footprint of the house, particularly where we are building homes that are maximising the density on the site. • Therefore, we need to carefully weigh up the cost and land impact in the short term, as these have a direct impact on how many houses we can deliver. • In the medium term we will explore more innovative ways to design to universal design and accessible standards so that they don't have the same cost and land impact and this will help us to increase the target. |

Appendix C continued

| Feedback by theme | Kāinga Ora's response |
|---|---|
| | <ul style="list-style-type: none"> In addition we will be able to factor the cost into our future planning now, so it will be easier to plan for these designs as a norm. Much of our property delivery over the next couple of years has already been contracted. We are initially focusing on the things that aren't under contract as these are easier to get right. Therefore our at least 15% target represents a realistic goal that we can achieve in the short term (and 2 years is the short term when it comes to building) Through these conversations we have realised that we did not make it clear enough that we meet many universal design standards 100% of the time through all of our designs: we realise we have undersold what we already do. <p>How this is reflected within this document:</p> <ul style="list-style-type: none"> Being clearer that it is a minimum target of at least 15% to start with and about our commitment to increase this target over time Describing in more detail the standards we include 100% of the time through a new table (see table 1) Acknowledging the importance of having an achievable goal in the short term, while simultaneously working towards increasing it in the medium term. |
| <p>4. Retrofit and Modifications are not prominent enough, too much focus on new builds</p> <ul style="list-style-type: none"> The target for new builds created a focus in this area, and the commitments around existing homes got a little lost | <ul style="list-style-type: none"> For many years our existing stock will be the majority of our stock, and it is vital we have a good plan in place for these homes. We have made a strong commitment to ensuring people live in a home that suits them: this means we may sometimes do modifications ourselves. This commitment has not come through clearly enough. We also have a pilot underway trialling whether retrofitting accessibility into our existing homes as they undergo a significant upgrade is beneficial. The pilot is already underway but the evaluation hasn't started yet. Once the evaluation is complete decisions will be made. We recognise this is a very important piece of work and we need to ensure it is not lost. <p>How this is reflected within this document:</p> <ul style="list-style-type: none"> Being clearer about our plans for our existing homes, including how the information from our retrofit pilots will help us make good decisions about all our existing properties in the future so they best meet our customers' needs. |

Appendix C continued

| Feedback by theme | Kāinga Ora's response |
|---|---|
| <p>5. Must include change in the way we work with customers</p> <ul style="list-style-type: none"> • There are two parts, the asset and our relationship with customers. • While the scope of this policy relates to the asset part of what Kāinga Ora does, it can never be complete without also looking at how we work with customers | <ul style="list-style-type: none"> • We wholeheartedly agree • Kāinga Ora is undergoing significant change through its Customer Programme, which has the vision to enable our customers to live well with dignity and stability in connected communities. • This policy is working in partnership with the Customer Programme as together we will achieve the change we need <p>How this is reflected within this document:</p> <ul style="list-style-type: none"> • Making it clearer that this policy is not sitting in isolation of all the other customer-focused work Kāinga Ora is doing • We are highlighting our commitment to ongoing engagement, potentially through an advisory group structure. |
| <p>6. Needs to look across whole system</p> <ul style="list-style-type: none"> • While you are not responsible for other parts of government, the customer experience relies on all of these parts working together • We received a lot of feedback about change people would like to see in the Social Allocation System eligibility process (managed by MSD), and whether it is working well for disabled people • It is vital that Kāinga Ora works with all areas of government to achieve positive change | <ul style="list-style-type: none"> • We wholeheartedly agree that it is vital we work across government and look at the system as a whole • We have been working with other areas of government as we develop this policy • As part of this work we have agreed to look for innovative and more efficient ways to work with funders • We do understand the feedback about eligibility; however, we are not responsible for the Social Allocation System eligibility process. We will continue to work closely with those that are and share this feedback. <p>How this is reflected within this document:</p> <ul style="list-style-type: none"> • For example, see page 34, where we describe the current and planned work with the Ministry of Health and ACC |
| <p>7. Must include focus on the communities in which we build universal design and accessible homes</p> <ul style="list-style-type: none"> • Homes sit within communities, the community has to work for the household not just the physical home • If you build homes in areas that don't work for disabled people, the homes in themselves won't achieve the outcomes you want | <ul style="list-style-type: none"> • We agree • This feedback shows the importance of good planning. • Our initial and ongoing targets need to translate to good planning, so we achieve the right homes in the right location for our customers • Kāinga Ora's broader mandate offers opportunities <p>How this is reflected within this document:</p> <ul style="list-style-type: none"> • For example, see page 38, where we signal the future work we need to do as part of our asset planning. |

Appendix C continued

| Feedback by theme | Kāinga Ora's response |
|--|--|
| <p>8. Importance of engagement</p> <ul style="list-style-type: none"> • Great feedback about the engagement we have done • We have worked hard to include different groups within the disability community, for example, non-verbal members • Strong desire from stakeholders for this to continue | <ul style="list-style-type: none"> • Engagement has been critical to us getting this far, and it will be critical to next steps • Engagement will look different at different stages of this work and how it develops • What we do know is that we will involve technical experts as well as people with lived experience of disability as we implement this policy. • We will also keep people up to date of our work and progress. • As noted above in theme 1, we will hold another Housing Accessibility Symposium in 2020. <p>How this is reflected within this document:</p> <ul style="list-style-type: none"> • For example, see page 55, where we list who we have been engaging with; and page 42, where we commit to holding another Housing Accessibility Symposium in 2020 |
| <p>9. Need to consider diversity of Kāinga Ora's people</p> <ul style="list-style-type: none"> • A workforce that truly understands the needs of its customers will do a much better job at meeting their needs • Lack of disabled people in Kāinga Ora's workforce is quite visible • Would like to see HR policies that actively seek out and attract disabled people to help make the cultural change needed. | <ul style="list-style-type: none"> • Kāinga Ora has a new Senior Advisor –Diversity, which is an important first step <p>How this is reflected within this document:</p> <ul style="list-style-type: none"> • For example, see page 23, where we discuss the need for an Kāinga Ora workplace accessibility policy, and how this fits within other areas of Kāinga Ora's business. |
| <p>10. This Accessibility Policy needs to be about more than physical disabilities, or the 'visibly' disabled</p> | <ul style="list-style-type: none"> • We agree. • We know our disabled customers are diverse in their types of disabilities and any associated housing needs, far beyond physical or mobility needs. • This policy is looking across the full range of different types of accessible housing, and we have tried to make sure that is clear in the document. |
| <p>11. Need to be clear about whether this is a policy or strategy</p> <ul style="list-style-type: none"> • The nature of the document is confusing. Is it meant to be a strategy, or a policy? • Many people expected to see more detailed implementation planning, including timeframes, in a policy | <ul style="list-style-type: none"> • We recognise that 'policy' can mean different things to different people and that there are also strategic elements within the document • This document signals the work we know we will need to do to implement this policy. See for example pages 39-41. • The implementation planning will start as soon as the document is finalised • We understand the interest in finding out more about our implementation timeframes, and we are considering ways to share this |

In addition to the summarised themes presented above in table 2, we want to share some of the key insights and direct quotes we have received from the in-depth interviews we have held with disabled tenants, and parents/caregivers, in the tenants' homes. We used locally-gathered data from our tenancy managers in our Auckland/Northern region.

Appendix C continued

These key insights and direct quotes highlighted below are integral to the development of the policy. We have anonymised the quotes below. Each quote comes from a different tenant, family/whānau member or caregiver.

“I’m a Housing New Zealand tenant, and this is my experience.”

“My disability is exactly that, mine. When it comes to disabilities, you can’t generalise. I can have multiple, not one - so which disability are you providing for? I need my voice heard, for you to understand my individual needs, and the ability to get it done.”

“My home, my way.”

“I love my home, and I want to live and use it the way it was intended to be used. Accessibility is important, even more so with my disability. I want to live independently, on my own terms, and use my home like any tenant would.”

“I don’t need any more barriers in my life, least of all in my own home.”

“This doesn’t always mean complete independence, because I may require a support person for my disability, and my home shouldn’t be a barrier for either of us.”

“It can often feel like there’s a ‘check list’ for accessibility, rather than my needs being heard. Shouldn’t decisions be made based on what I, or my health professional, is telling you?”

“Sometimes I fear that my needs will eventually outweigh my desire to stay living in this home where I’ve settled. Staying here can be more important than moving to a modified or new home.”

“I need a voice, more than most.”

“I don’t feel there is an opportunity to have my disability explained or understood. How can you meet my accessibility needs if I can’t provide input into what my needs are?”

“Having a modified home usually means I have a specific need that must be met. This means I have increased expectations from Housing New Zealand, and the impact of not meeting these expectations is likely greater than [for] most tenants.”

“Meeting my accessibility needs shouldn’t be part of a ‘standard’ approval process, or even worse a standard maintenance process for ‘modifications’. Work with me, not the category I fall into.”

“Having a representative or advocate for me (if I’m Deaf, blind, non-verbal for example) who can understand my requirements, and help ensure modifications are useable and will improve my quality of life.”

“It may be accessible, but I can’t use it.”

“Just because I can access something, does not mean that I can actually use it. For example, getting into an ‘accessible’ bathroom is not enough for everyone, as not everybody can sit on a toilet seat by themselves. You need to hear, and understand my needs.”

“Having a personalised (fit for purpose) home allows me to be independent, because my home has been made usable for me. This gives me dignity and a real quality of life.”

“If I have unique needs, then a ‘standard’ approach is not enough. For example: I need block-out curtains for my daughter with a neurological disorder. She also can’t regulate her body temperature, so we require different heating options. I struggle to stand and hold my own weight, so need wider and sturdier toilets and basins than what is normally provided.”

“Listen up.”

“I don’t expect Housing New Zealand to assess or ‘monitor’ my needs, but I do expect you to listen, trust and approve any modifications needed. Also please understand that modifications are ongoing in nature, rather than a once-off event.”

“Work for me, not against me. It would be really helpful to have someone that had a better understanding, and training, of disability. Having advocacy from my tenancy manager and someone that understands the accessibility policies and processes would mean the world to me.”

“If I don’t ask for it, then there is no process within Housing New Zealand alongside my [occupational therapist] or other professionals that might be assessing my evolving needs – this is important for my health and safety. I moved into my home that was fit for purpose at the time, but now feel lost in the system.”

“Think outside the box.”

“Outside my home impacts accessibility, it’s not just what is inside.”

“Accessibility extends well beyond a room, or my home. I want to be able to leave the house if it rains, and feel safe and secure in my own driveway. I want to be able to get to the shops on my own, even if I can’t drive.”

“I can feel like a sitting duck inside my home, but especially vulnerable outside my home when interacting with others. It’s important not to make me feel isolated, just being able to get outside safely, independently and whilst having my privacy respected has a huge impact.”

Appendix D: Who we have talked to in developing this policy

| | |
|--|--|
| Kāinga Ora tenants and their whānau | Inclusive NZ |
| Kāinga Ora people | Kāpō Māori Aotearoa |
| ACC | Lifemark (a division of CCS Disability Action) |
| Access Alliance | Ministry of Health |
| Aspire Community Support | Ministry of Housing and Urban Development |
| Auckland Disability Law | Muscular Dystrophy Association of New Zealand Inc |
| Balance Aotearoa | National Foundation for the Deaf |
| Barrier Free Trust | New Zealand Red Cross |
| Be Accessible | Oasis Community Café/Centre |
| Blind Citizens NZ | Office for Disability Issues |
| Blind Foundation | Office of Hon Carmel Sepuloni – Minister for Disability Issues |
| Carers NZ | Office of Hon Kris Faafoi – Associate Minister of Housing (Public Housing) |
| CCS Disability Action | Office of the Ombudsman – Tari o te Kaitiaki Mana Tangata |
| Cerebral Palsy Society of New Zealand | Pasifika Representatives |
| Child disability action group | Parents of Vision Impaired New Zealanders |
| Complex Care Group | People First New Zealand Ngā Tāngata Tuatahi |
| Context Architects | Platform Trust |
| Deaf Action | Te Pou o te Whakaaro Nui |
| Deaf Aotearoa New Zealand | |
| Disability Connect | |
| Disabled Peoples Organisations (DPO) Coalition | |
| Disabled Persons Assembly NZ | |

Appendix E: Our data picture

Data Sources

The supporting statistics for the policy were gathered from three external sources:

1. 2013 New Zealand Census
2. The New Zealand Disability Survey
3. The Ministry of Health

The 2013 New Zealand Census included two questions on disability. The first asked if a respondent is disabled while the second identified their disability type.

Over 135,000 Kāinga Ora customers completed the census questionnaire in March 2013, which accounted for 71 percent of our customers at the time. This compares poorly to the overall completion rate for the 2013 New Zealand Census of over 97 percent.²⁰ Therefore, Kāinga Ora tenants are likely to be underrepresented in the census statistics. In particular, Māori, Pacific peoples, young adults (15-29 years) and people with a lower socioeconomic status are more likely to be missed. These groups are widely represented among Kāinga Ora's overall tenant groups. What this means for Kāinga Ora is that officially collected information about the groups of people we provide homes for does not reflect the true numbers or the needs of these groups of people.

The New Zealand Disability Survey is the official source of statistics on disability prevalence in New Zealand. The survey defines a disabled person as “someone with an impairment that has a long-term, limiting effect on their ability to carry out day-to-day activities. ‘Long-term’ is defined as six months or longer. ‘Limiting effect’ means a restriction or lack of ability to perform”.²¹

Three hundred and eighty one adults and 337 children who were current Kāinga Ora customers completed the New Zealand Disability Survey in March 2013. Kāinga Ora uses the Survey to quantify met and unmet needs for mobility, agility and vision equipment in our customers living in Kāinga Ora properties.

Ministry of Health information

The Ministry of Health funds the Needs Assessment and Service Coordination agencies (NASCs) to assess and determine the needs of eligible disabled individuals. The NASCs use the Ministry of Health's SOCRATES database to record assessment and service coordination information for all individuals who have ever been eligible to receive Ministry of Health-provided Disability Support Services.

SOCRATES does not contain the full dataset of information relating to disabled individuals, since only those funded by the Ministry are included.

The SOCRATES dataset will contain the most current source of disabled demographic statistics for Disability Support Services' funding of eligible individuals. However, the information recorded is confidential and cannot be publicly shared. Since 2013 Disability Support Services has produced a report every two years describing demographic trends

Appendix E continued

amongst the Disability Support Services-funded individuals. The latest published report will be the 2018 Demographic Report.

Clients in SOCRATES are recorded by their primary and secondary disabilities. There is no indication for this group as to whether the disabilities recorded are short-term, long-term or permanent.

Kāinga Ora uses two reference snapshot periods in this analysis, 31 March 2013 in alignment with the Census and New Zealand Disability Survey dates, and 31 December 2018, in alignment with the latest refresh of the Kāinga Ora data in Statistics New Zealand’s Integrated Data Infrastructure Dataset (IDI). The total population of tenants (including household members) in Kāinga Ora homes was 190,946 as at 31 March 2013 and 185,853 at 31 December 2018.

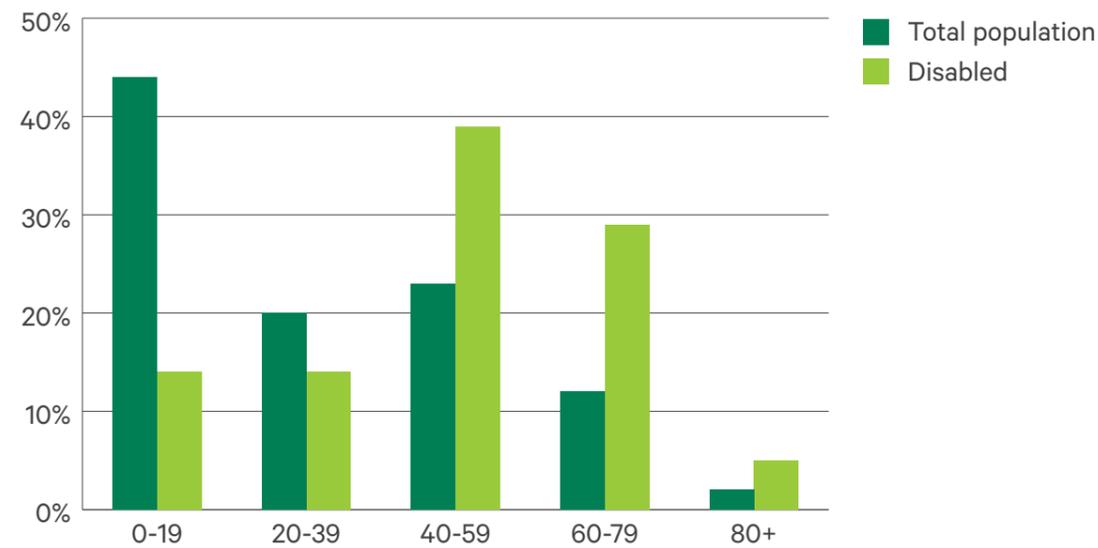
It is important to note that no single dataset is able to offer a full count of disabled people in New Zealand. Kāinga Ora’s internal data are of poor quality as disability-related information is only collected at the tenant’s point of entry into a Housing New Zealand home, and not updated. Significant effort is required to quantify the complete population of Kāinga Ora tenants living with disabilities and their demographic features.

Statistics

There were 135,116 Kāinga Ora customers (as at 31 March 2013) who completed the 2013 New Zealand Census. Of these, 49,936 were main tenants. Of the total completers, 22,504 people (17 percent) stated that they had a disability.

Disability prevalence in Kāinga Ora tenants and household members

Figure 6: Disability presented by age

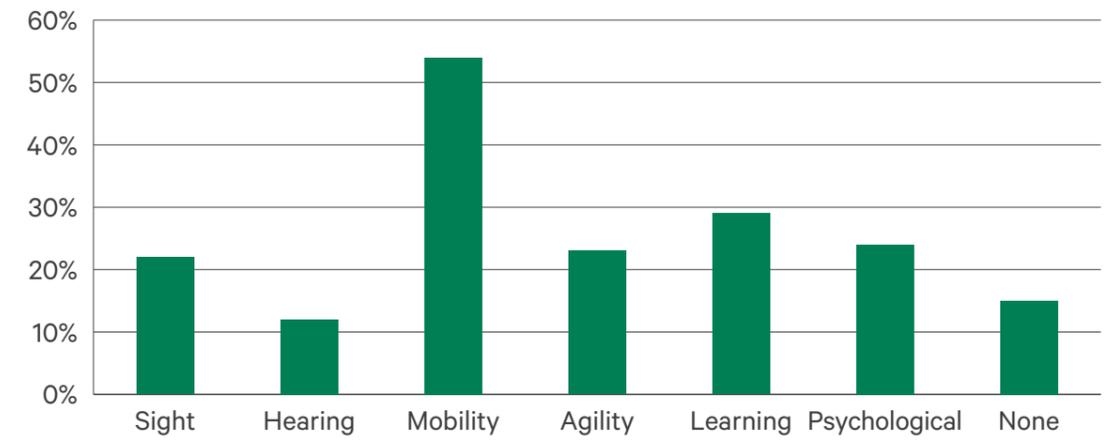


Source: Statistics New Zealand Census 2013

Figure 6 presents the comparison of total tenant age group proportions against age group proportions of the disabled cohort. Evidently, the 40-59 and 60-79 age groups are overrepresented among the disabled population. Younger tenants are less disabled.

Disability type prevalence in Kāinga Ora tenants and household members

Figure 7: Disability by type



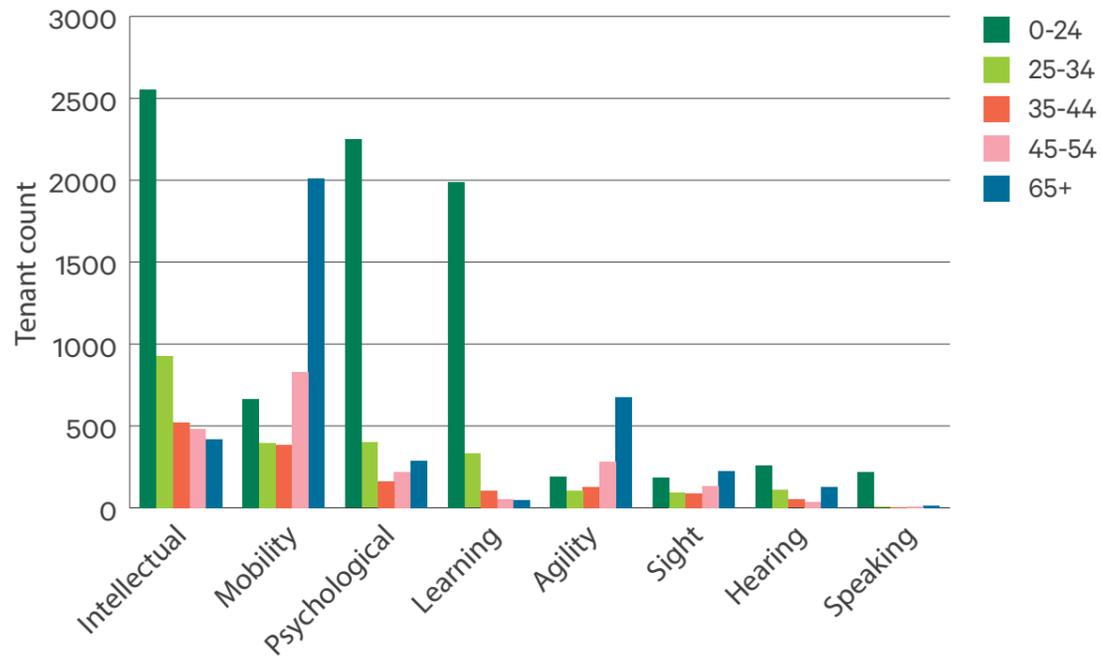
Source: Statistics New Zealand Census 2013

Figure 7 should be interpreted in light of some people having more than one disability; hence, the percentages will not add up to 100 percent.

Appendix E continued

Kāinga Ora disability type by age

Figure 8: Disability type and age.

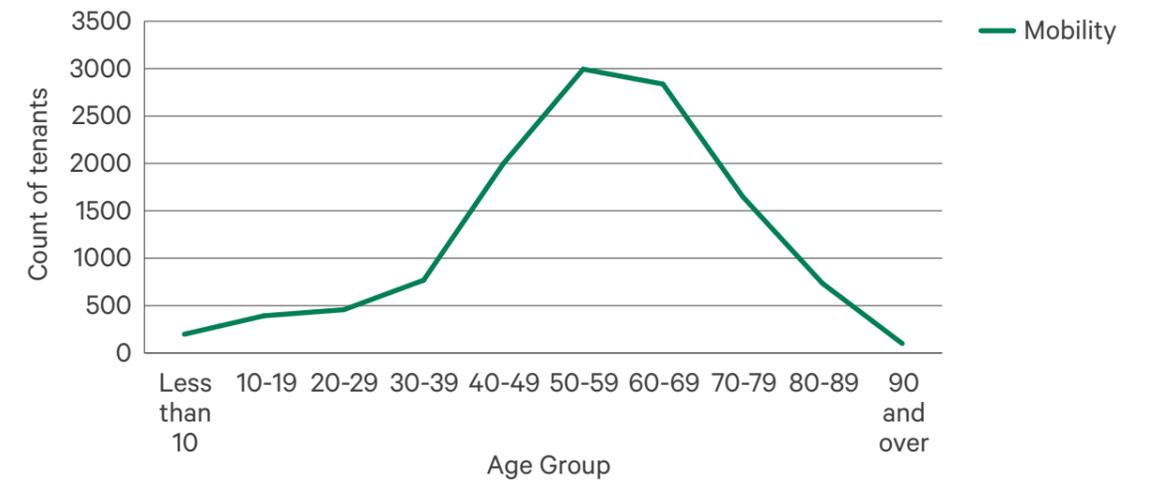


Source: SOCRATES

Figure 8 serves as an additional validation to confirm the prevalence of disability type among Kāinga Ora tenants. The data suggest that there are a particularly large number of Kāinga Ora tenants who are young adults (0-24 years) and who have intellectual, psychological or learning disabilities. In addition, the figure confirms that the older age group (65 and over) is particularly affected by mobility and agility impairments. We need to note, however, that these data are not only from one data source and do not necessarily give us a complete view of our disabled tenants' different disabilities. Note that the Ministry of Health uses the term 'intellectual' disability in a health context as part of its SOCRATES dataset.

Disability type prevalence in Kāinga Ora tenants and household members by age group

Figure 9: Mobility disability by age.

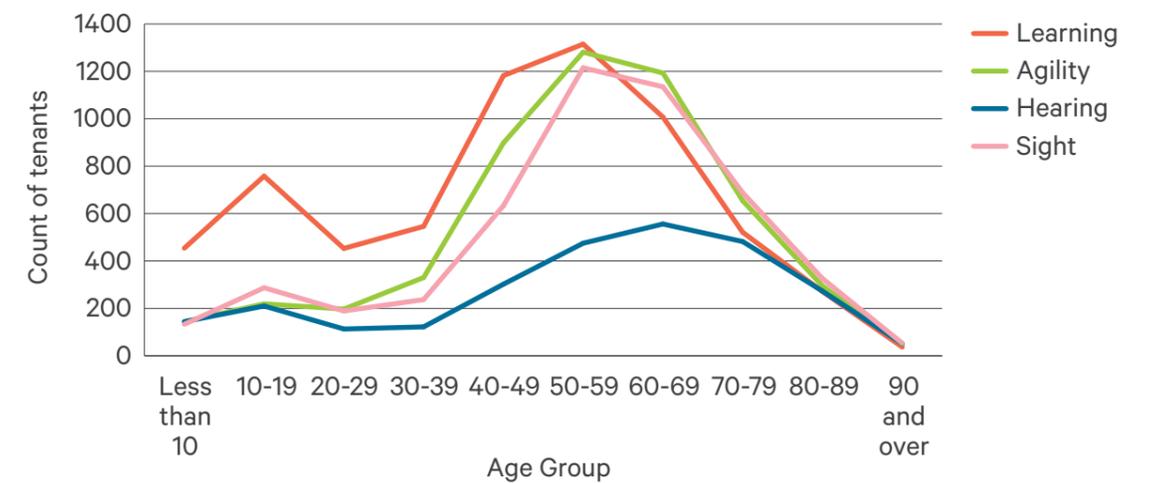


Source: Statistics New Zealand Census 2013

There is a large rise in disability prevalence in the middle age groups, from 40-69 years of age. This is particularly the case for mobility disabilities. As confirmed by the Ministry of Health's SOCRATES data, there is also a noticeable increase in the prevalence of learning disabilities in children (0-19 years of age).

Disability Type Prevalence in Kāinga Ora Tenants and Household Members by Age Group

Figure 10: Disability by age.

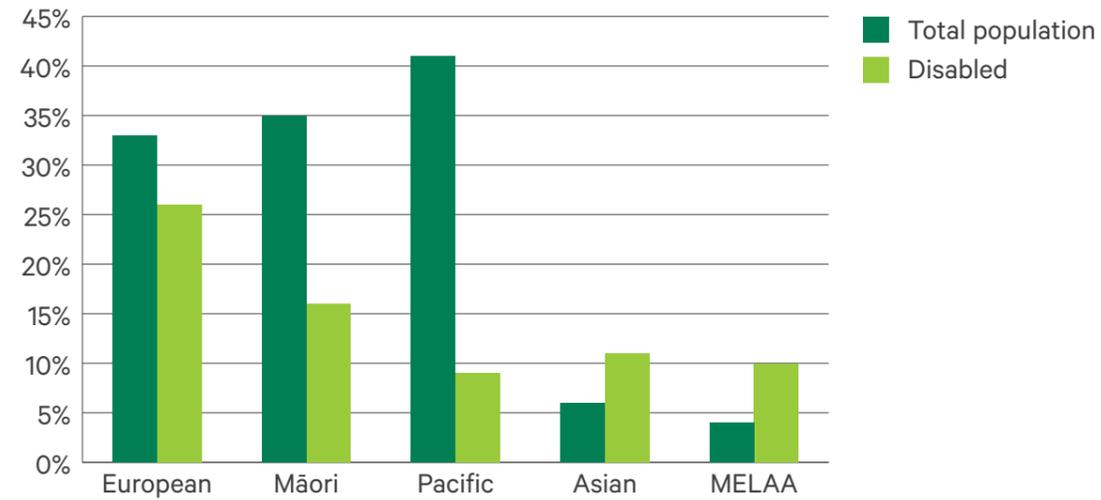


Source: Statistics New Zealand Census 2013

Appendix E continued

Kāinga Ora tenants and household members' disability prevalence by ethnicity

Figure 11: Disability prevalence by ethnicity.

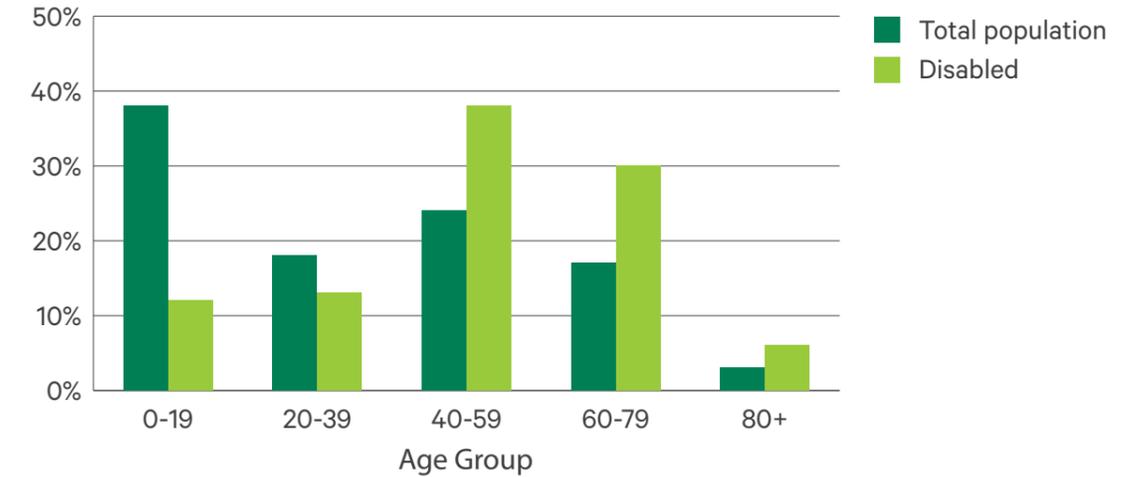


Source: Statistics New Zealand Census 2013

New Zealand Census respondents are permitted to select multiple ethnicities and hence the total will not be 100 percent. New Zealand Europeans living in Kāinga Ora homes are more likely to be disabled than Māori or Pacific peoples. While the Asian and Middle Eastern, Latin American and African (MELAA) ethnicities are overrepresented in the disability statistics compared to their total tenant populations, this is due to small numbers of these ethnicities making up Kāinga Ora's tenant base. Note that the 'total population' in figure 10 refers to Kāinga Ora's total population, not the total number of New Zealand Census respondents. Also note that there are lower than average completion rates for Māori, Pacific peoples and Asian Kāinga Ora tenants.

Kāinga Ora disability prevalence in NZ Europeans

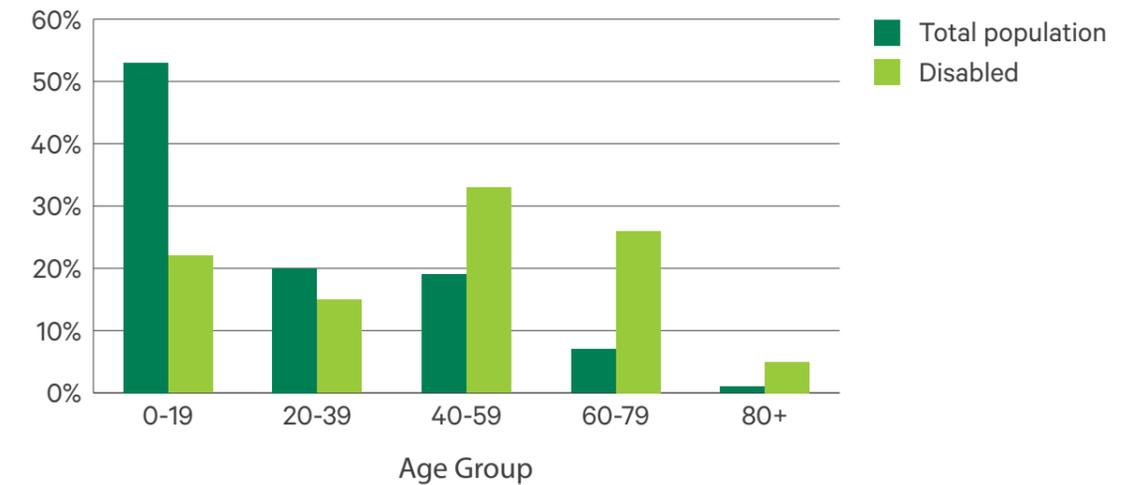
Figure 12: Disability by age in New Zealand Europeans.



Source: Statistics New Zealand Census 2013

Kāinga Ora disability prevalence in Pacific Peoples

Figure 13: Disability by age in Pacific Peoples.



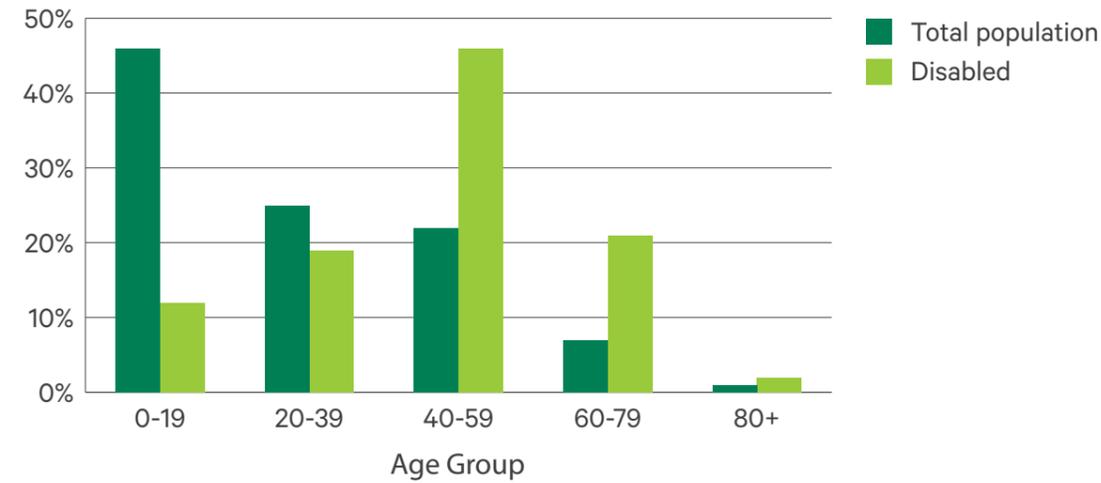
Source: Statistics New Zealand Census 2013

The older population of Pacific peoples are overrepresented in the disability statistics compared to their proportion of the total Kāinga Ora tenancy base.

Appendix E continued

Kāinga Ora disability prevalence in MELAA ethnic groups

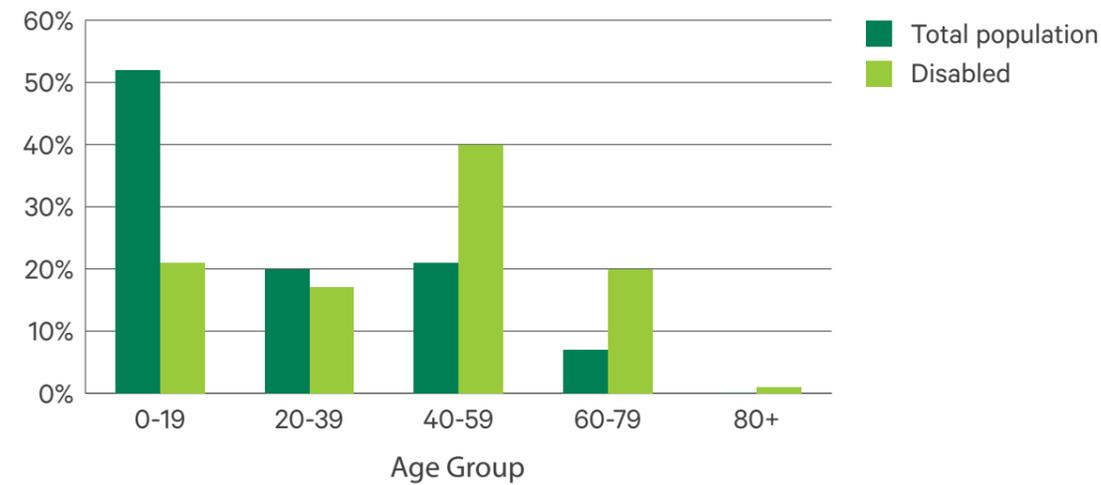
Figure 14: Disability by age in the Middle Eastern, Latin American and African ethnic groups.



Source: Statistics New Zealand Census 2013

Kāinga Ora disability prevalence in Māori

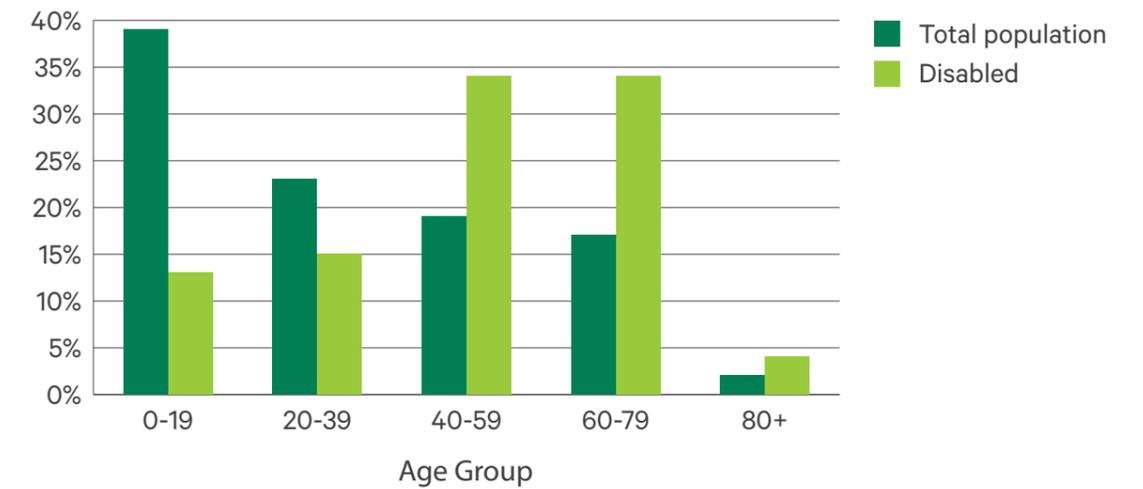
Figure 15: Disability by age in Māori.



Source: Statistics New Zealand Census 2013

Kāinga Ora disability prevalence in Asian ethnic group

Figure 16: Disability by age in Asian ethnic group.



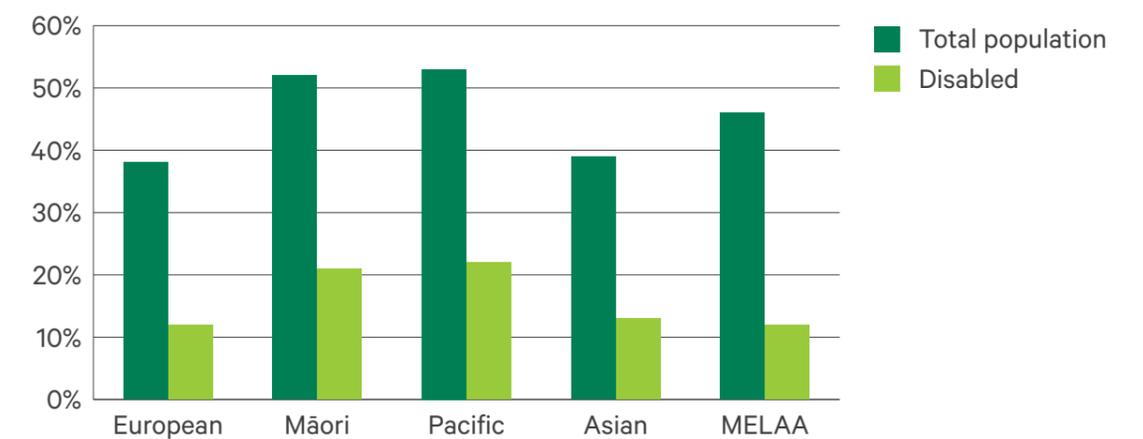
Source: Statistics New Zealand Census 2013

Statistics about children

Children are defined for the purposes of this analysis as ranging from 0 to 19 years of age. Māori and Pasifika children living in Kāinga Ora homes display a high disability prevalence compared to all other ethnic groups.

Kāinga Ora disability prevalence in children by ethnicity

Figure 17: Children's disability prevalence by ethnicity who live in Kāinga Ora homes.

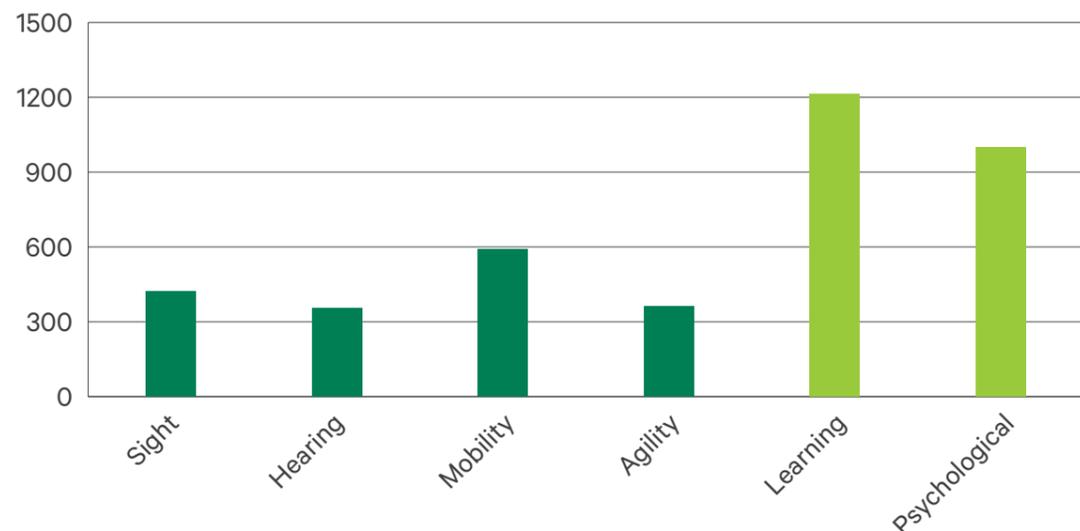


Source: Statistics New Zealand Census 2013

Appendix E continued

Kāinga Ora disability prevalence in children by type

Figure 18: Children's disability prevalence by type.



Source: Statistics New Zealand Census 2013

Figure 18 above suggests that learning and psychological disabilities are most prevalent among the disabled children living in Kāinga Ora homes.

End notes

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6. Ibid, p. 21.
7. McIntosh J and Leah A. 'Mapping housing for the disabled in New Zealand.' New Zealand Medical Journal vol 130, no 1457 (2017): p, 69.
8. Ibid, p. 70.
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11. "Functional impairments are often operationalised in terms of whether a person can accomplish activities of daily living (ADL) or instrumental activities of daily living (IADL). IADL refers to basic tasks of everyday life such as bathing, dressing, transferring, toileting, continence and feeding. ADL refers to a range of activities that are required for independent living in the community, such as preparing meals, housekeeping, taking medication, shopping, managing one's own finances, travelling and using the telephone". Ibid, p. 69.
12. Ibid, p. 66.
13. Ibid.
14. Ibid, p. 67.
15. Ibid, p. 3.

16. Op cit, New Zealand Disability Strategy, p. 32.
17. Ibid, p. 33.
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20. Statistics New Zealand. 2013 Census counted over 97 percent of population. News: 27 May 2014. Retrieved from: <https://www.stats.govt.nz/news/2013-census-counted-over-97-percent-of-population> (6 June 2019)
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