

Household Crowding

Data from New Zealand Census of Population and Dwellings, 2006, 2013 and 2018

High-level findings for people with Māori ethnicity

August 2020

RECEIVED Waitangi Tribunal
4 Sep 2020
Ministry of Justice WELLINGTON

These findings have been compiled by the Ministry of Housing and Urban Development for WAI2750. These findings are based on data tables provided by Stats NZ which are available at <https://www.stats.govt.nz/news/almost-1-in-9-people-live-in-a-crowded-house>. This report can be read together with the latest information releases from Stats NZ, available on www.stats.govt.nz.

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High-level findings for people with Māori ethnicity

This analysis provides an overview of household crowding experienced by people with Māori ethnicity, as reported in the 2018 Census. The statistics come from the 2018 Census dataset. The data provides a breakdown of household crowding by:

- Comparison over time (2013 to 2018)
- Age group
- Territorial authority
- Auckland Local Boards

Definition of crowding:

Crowding is caused when the dwellings that people live in are too small to accommodate the number of people in a household. There are many different measures of crowding. The capacity of a dwelling can be measured by floor area, or by the number of bedrooms or rooms. The measure used by Stats NZ is the Canadian National Occupancy Standard (**CNOS**). This measure is complex and calculates the number of bedrooms needed – based on the demographic composition of the household.¹ CNOS states that:

- there should be no more than two people per bedroom
- parents or couples share a room
- children under five years, either of same or opposite sex, may reasonably share a bedroom
- children under 18 years of the same sex may reasonably share a bedroom
- a child aged five to 17 years should not share a bedroom with one under five of the opposite sex
- single adults 18 years and over and any unpaired children require a separate bedroom²

Goodyear, Fabian, and Hay (2011) found CNOS was the best measure to use in the Aotearoa New Zealand context, both for data quality and for our cultural norms.³

Commentary on crowding measures

The *Families and Whānau Status Report*, produced by Superu in 2018, included commentary by Māori researchers⁴ on the relevance of crowding measures for whānau Māori.

¹ Stats NZ (2018) Living in a crowded house: Exploring the ethnicity and wellbeing of people in crowded households (p8). Available: <https://www.stats.govt.nz/reports/living-in-a-crowded-house-exploring-the-ethnicity-and-well-being-of-people-in-crowded-households>

² Stats NZ (2018) Living in a crowded house: Exploring the ethnicity and wellbeing of people in crowded households (p8). Available: <https://www.stats.govt.nz/reports/living-in-a-crowded-house-exploring-the-ethnicity-and-well-being-of-people-in-crowded-households>

³ Goodyear, RK, Fabian, A, & Hay, J (2012). *Finding the crowding index that works best for New Zealand: Applying different crowding indexes to Census of Population and Dwellings data for 1986–2006*. Statistics New Zealand Working Paper No 11–04. Retrieved from www.archive.stats.govt.nz.

⁴ The authors of the chapter entitled *Housing quality, health and whānau wellbeing* were Professor Tahu Kukutai (Ngāti Tipa, Ngāti Kinohaku, Te Aupōuri); Andrew Sporle (Ngāti Apa, Rangitāne, Te Rarawa); and Dr Arama Rata (Ngāruahine, Taranaki, Ngāti Maniapoto).

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[Superu was an autonomous Crown entity established by the Families Commission Act 2003 (the Act). The Act was amended in 2014 and it adopted the name Social Policy Evaluation and Research Unit – or Superu – to better reflect the changed role in the sector. Superu was disestablished pursuant to the Families Commission Act Repeal Act 2018, with the Families Commission ceasing to exist on 30 June 2018. Under the terms of the Act all remaining assets and liabilities of the Commission at the time of disestablishment were transferred to the Ministry of Social Development (MSD).]

Key points included:

- Government initiatives to address crowding in Māori households in the twentieth century were linked to policies of assimilation, as well as interventions to address health issues;⁵
- In 2013, the Te Kupenga survey of Māori wellbeing asked Māori households to self-report whether they perceived their house to be too small. The CNOS measure, described above, was also applied to Māori households participating in the survey. More Māori households self-reported that their houses were too small, than were identified as requiring additional bedrooms through the objective CNOS;⁶
- Limitations of the CNOS standard identified by Kukutai, Sporle and Rata include:
 - "a focus on bedroom number rather than overall household size, or size of other key spaces";
 - "inclusion only of usual residents and thus exclusion of frequent visitors such as whānau members";
 - "the privileging of Western cultural norms that don't include the impact of house or specific space size on whānau functioning such as manaakitanga and the frequent provision of kai or accommodation for whānau beyond those usually resident in the household".⁷

As observed by Kukutai et al., these limitations mean that the applicability of the CNOS standard to understanding whānau function and wellbeing may be limited.⁸

Caveats and limitations

Data quality for people with Māori ethnicity in Census 2018:

The individual form response rate for people with Māori ethnicity in the 2018 Census was much lower than in previous Censuses. Stats NZ have used administrative data⁹ to fill in gaps in the Census collection. This means that the final data set for the 2018 Census includes people enumerated in the traditional way (i.e. from individual and dwelling Census forms) and also from administrative data. As a result, the final data set for Census 2018 is

⁵ Superu (2018) *Families and Whānau Status Report*. Available:

<https://thehub.swa.govt.nz/assets/Uploads/FW-2018-Report-210618-FINAL-Web.pdf>

⁶ Superu (2018) *Families and Whānau Status Report* (p122)

⁷ Superu (2018) *Families and Whānau Status Report* (p122)

⁸ Superu (2018) *Families and Whānau Status Report* (p122)

⁹ 'Administrative data' is data collected in the general business of government, such as birth registrations, marriage family assistance and benefits data, visa applications, tax information etc.

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estimated to cover 96.0% of the Māori ethnic group. These coverage rates can be compared to the coverage rate for the national population of 98.6%.

Crowding data is collected at a household level, through dwelling response forms. Stats NZ have advised that dwelling responses were much more complete than individual responses. However, Māori people were over-represented among people who could not be placed in households, and this could impact on the validity of household crowding data.

To balance this, there were also some improvements in data collected in Census 2018, relating to crowding and ethnicity:

- In Census 2013, bedroom (or room) information was missing for about 5 percent of households, so no crowding index could be generated. Administrative data, including Tenancy Bond data and data from Housing NZ (now Kāinga Ora), has resulted in a more comprehensive Census 2018 dataset relating to dwellings.
- In 2013, no ethnicity information was collected for almost 200,000 people. The decision to use administrative data to complement completed forms from Census 2018 has provided more comprehensive data on ethnicity.

Stats NZ has advised that they are confident that the household crowding data generated from Census 2018 provides a reasonable picture of household crowding for people with Māori ethnicity.

People not included in crowding statistics: The statistics on crowding are derived from the total population living in each household, as stated in dwelling response forms. Households with requisite information missing from their dwelling response form could not be included. People living in non-private dwellings – e.g. motels, student hostels etc were also not included.

Comparison between censuses: Data is not fully comparable between the 2006, 2013 and 2018 censuses, owing to the differences in methodology for the 2018 Census described above.

Rounding of percentages:

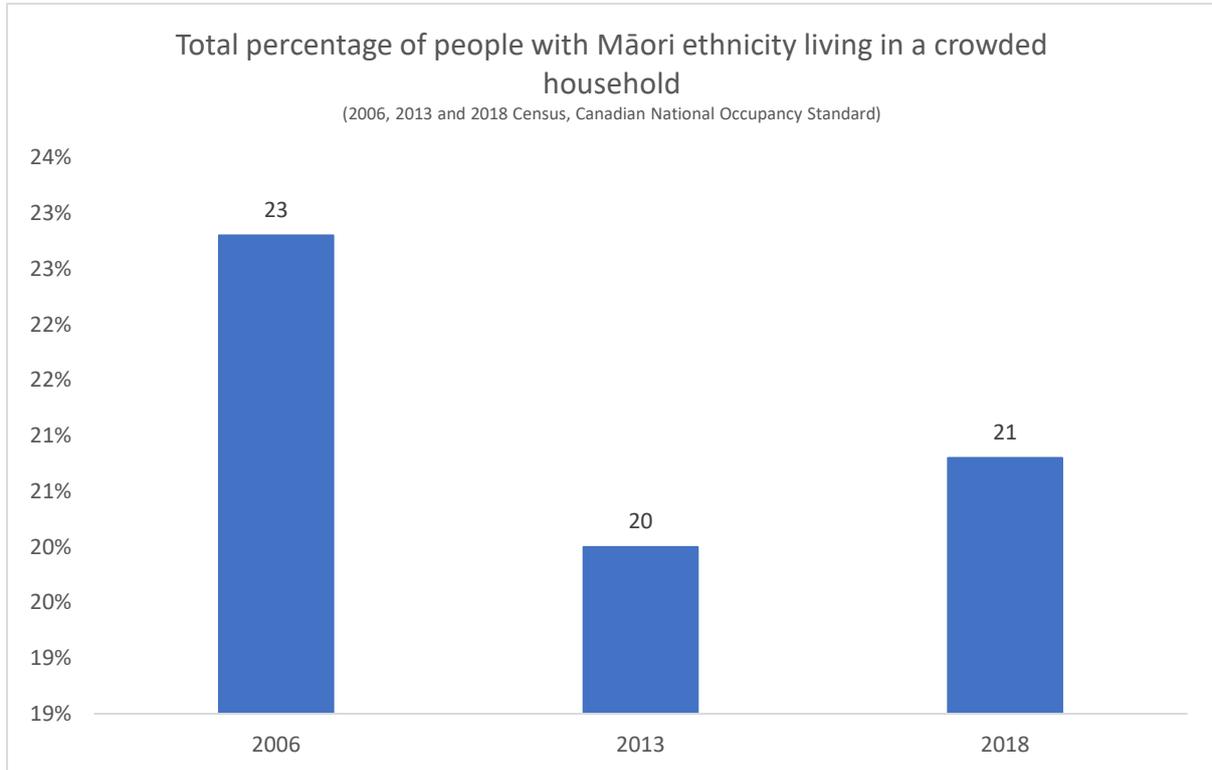
The percentages within this report have been rounded from one decimal place.

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Household crowding for people with Māori ethnicity, by Census year:

Data from the past three Census counts is presented in the graph below.

The graph below shows the percentage of people with Māori ethnicity identified as living in a crowded household, based on data from censuses in 2006, 2013, and 2018. The accompanying table shows, of the total percentage of the population with Māori ethnicity living in a crowded household, the level of crowding.



Canadian National Occupancy Standard	2006	2013	2018
Percentage of people with Māori ethnicity living in a severely crowded household	8%	7%	8%
Percentage of people with Māori ethnicity living in a crowded household	15%	13%	13%

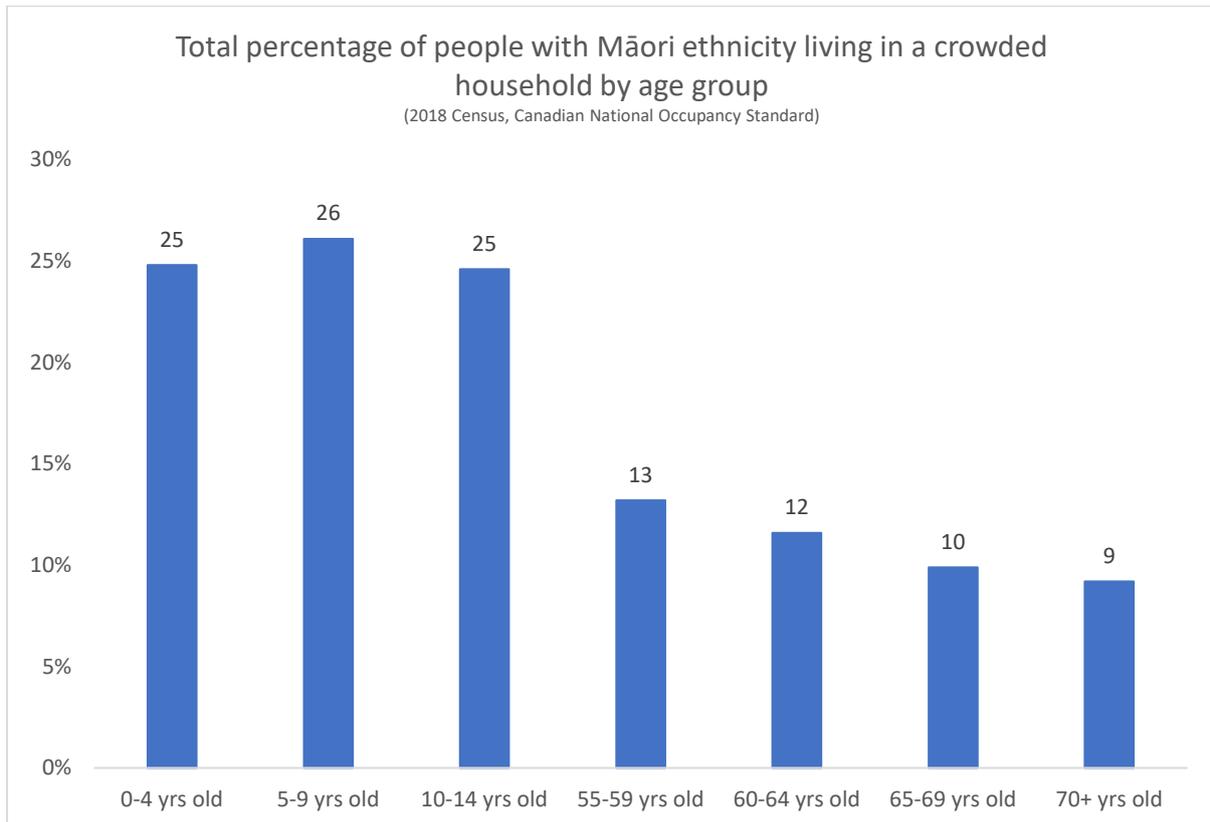
- Within households identified as ‘crowded’, a household where a single bedroom is needed to meet the CNOS is characterised as ‘crowded’. In 2018, 13 percent of people with Māori ethnicity were living in a crowded household.
- A household where two or more bedrooms are needed to meet the CNOS is characterised as ‘severely crowded’. In 2018, 8 percent of people with Māori ethnicity were living in a severely crowded household.

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Household crowding for people with Māori ethnicity, by age group:

Data from Census 2018 shows that people with Māori ethnicity of all age groups are identified as living in crowded households. The 15 – 19 years and 20 – 24 years age ranges have the highest percentages of overall crowding with both at 27 percent.

The graph below shows the percentage of people with Māori ethnicity living in a crowded household. It focuses on the age groups of 0 – 14 years and 55+ years as people in these age groups are most vulnerable to negative health outcomes associated with severe crowding.



The table that follows outlines the levels of crowding and severe crowding for the total percentage of people with Māori ethnicity living in a crowded household, given in the graph above.

Age group (yrs)	0-4	5-9	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70+
% of people living in a crowded household, experiencing crowding	63%	65%	65%	61%	59%	61%	65%	65%	65%	63%	61%	61%	60%	62%	61%
% of people living in a crowded household, experiencing severe crowding	37%	41%	36%	39%	36%	26%	35%	31%	29%	37%	33%	28%	40%	25%	32%

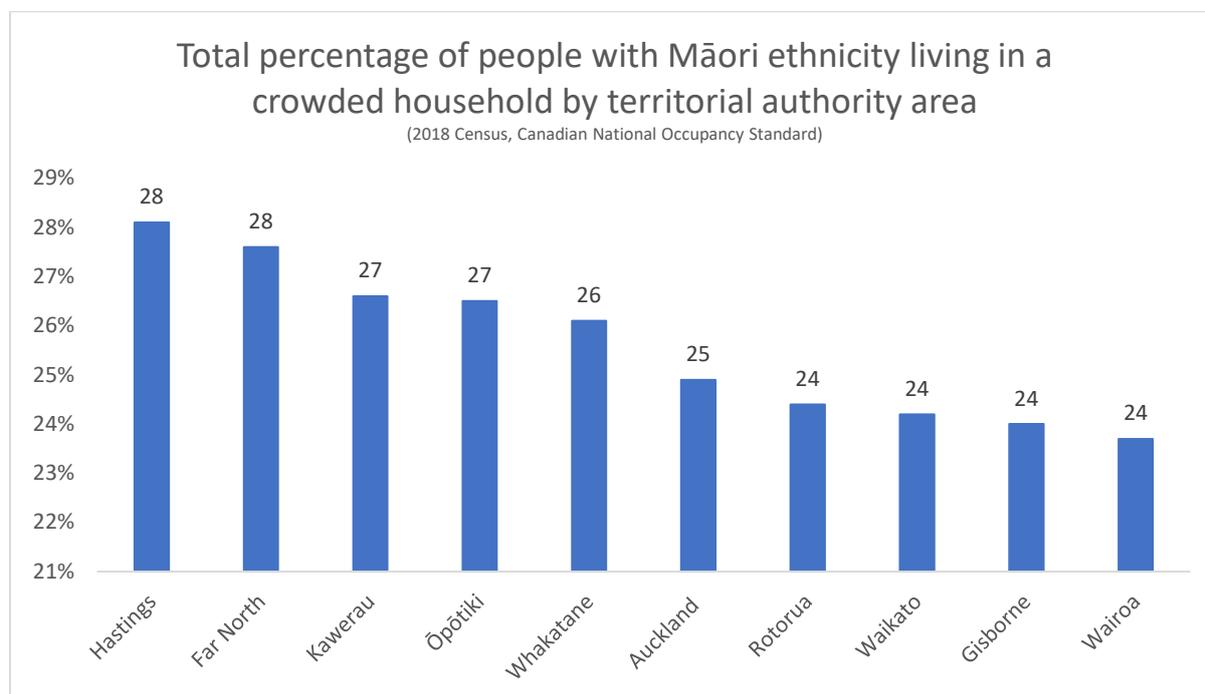
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- Within people with Māori ethnicity living in a crowded household, people in the 5 – 9 years age group experienced the highest percentage of severe crowding. In 2018, 41% of children aged 5 – 9 years who lived in a ‘crowded’ household experienced severe crowding.
- Within people with Māori ethnicity living in a crowded household, people in the age group of 60 – 64 years experienced the second highest percentage of severe crowding. In 2018, 40% of adults aged 60 – 64 years who lives in a ‘crowded’ household, experienced severe crowding.
- Within people with Māori ethnicity living in a crowded household, people in the 15 – 19 years age group also experienced a relatively high level of severe crowding. In 2018, 39% of teenagers aged 15 – 19 years who lived in a ‘crowded’ household, experienced severe crowding.

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Household crowding for people of Māori ethnicity, by territorial authority area:

The graph below shows the ten territorial authorities with the highest levels of overall crowding for people with Māori ethnicity in 2018.



Household crowding was highest for people with Māori ethnicity in the North Island, particularly around the East Cape and Far North.

- The territorial authorities with the highest percentages of crowding at the time of the 2018 Census were Hastings, Far North, Kawerau, Ōpōtiki, Whakatane, Auckland, Rotorua, Waikato, Gisborne, Wairoa and Hamilton (also with 24 percent).
- Around 1 in 4 people with Māori ethnicity in these areas were living in a crowded household in 2018.

The ten territorial authorities listed above were closely followed by Porirua, Western Bay of Plenty, Whangārei, Waitomo and Ruapehu. Within these territorial authorities, 23 percent of people with Māori ethnicity lived in crowded housing in 2018.

The table below provides the percentage of people living in severely crowded and crowded households, for people with Māori ethnicity living in crowded housing.

Territorial authority	% of people living in a crowded household, experiencing severe crowding	% of people living in a crowded household, experiencing crowding
Hastings	41%	59%
Far North	43%	57%
Kawerau	47%	55%
Ōpōtiki	38%	62%
Whakatane	42%	58%
Auckland	40%	60%

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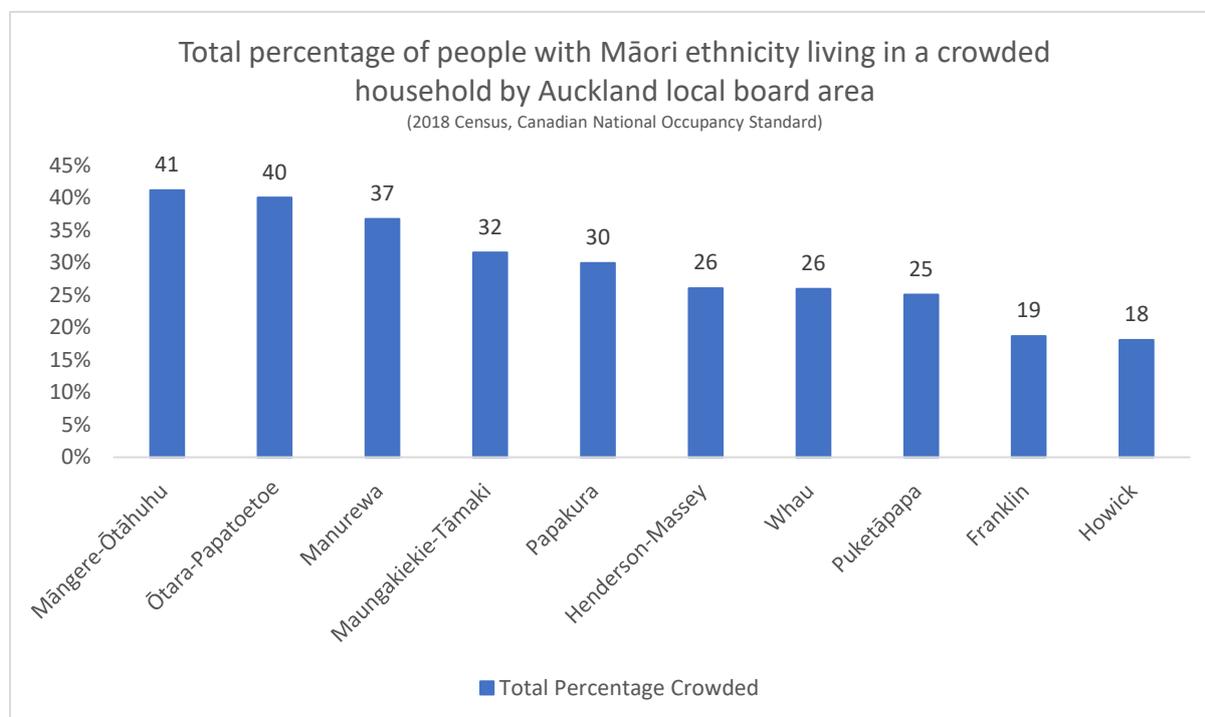
Rotorua	38%	62%
Waikato	42%	58%
Gisborne	37%	63%
Wairoa	40%	60%

- Kawerau district had the highest proportion of Māori living in a severely crowded household. In 2018, 47% of adults living in Kawerau who live in a crowded household, experienced severe crowding.

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Household crowding for people of Māori ethnicity, by Auckland local board area:

The graph below shows the ten Auckland local boards with the highest percentage of people with Māori ethnicity experiencing household crowding.



[Great Barrier is replaced by Howick in this report as the Great Barrier total stated is significantly smaller than others.]

- Māngere-Ōtāhuhu is the local board with the largest proportion of overall crowding at 41 percent, with Ōtara-Papatoetoe the next most crowded overall at 40 percent.
- Around four out of 10 people with Māori ethnicity in Māngere-Otāhuhu, Ōtara-Papatoetoe and Manurewa were living in a crowded household at the time of the 2018 Census.

The table that follows provides the percentage of people living in severely crowded and crowded households across these local boards, for people with Māori ethnicity living in crowded housing.

Auckland local board	% of people living in a crowded household, which is severely crowded	% of people living in a crowded household, which is crowded
Māngere-Ōtāhuhu	45%	55%
Ōtara-Papatoetoe	48%	52%
Manurewa	47%	53%
Maungakiekie-Tāmaki	40%	60%
Papakura	44%	56%
Henderson-Massey	40%	60%
Whau	34%	67%
Puketāpapa	37%	65%

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Franklin	37%	63%
Howick	34%	66%

- Within people with Māori ethnicity living in a crowded household, people living in Ōtara-Papatoetoe experienced the highest percentage of severe crowding, followed by people living in Manurewa, Māngere-Ōtāhuhu and Papakura.