

Auckland Plan 2050 Evidence Report

Belonging and Participation
June 2018



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Auckland Plan, Strategy and Research Department

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1 Introduction

1.1 Purpose

The Auckland Plan sets out a comprehensive, long-term 30-year strategy for Auckland's growth and development. The purpose of this paper is to inform, support and provide background material for the *Belonging and Participation* outcome in the Auckland Plan 2050.

This paper focuses on specialist knowledge and evidence related to the themes in the *Belonging and Participation* outcome. It investigates the themes and concepts which underpin belonging and participating in society. It considers why these concepts are important for Auckland and provides the rationale for why they are a focus in the Auckland Plan 2050.

The information has been drawn from a wide range of sources including feedback from consultation with Aucklanders during two rounds of engagement in 2017 and public consultation in 2018. Key partners and stakeholders who have provided feedback include central government, mana whenua, mataawaka, community and environmental organisations, the private sector, professional bodies and industry associations. The evidence in this report has been gathered since the 2012 Auckland Plan was adopted and is current as at the date of publication of this document.

Overall, this paper provides background evidence for the strategic framework of the *Belonging and Participation* outcome.

This report is one of a set of interrelated background papers prepared to support the Auckland Plan 2050. The Auckland Plan sets the strategic direction for Auckland and collectively these evidence reports provide the foundational background information that also may assist in the future development of policy positions.

1.2 Outcome

Auckland is experiencing rapid growth and social change (Statistics New Zealand, 2017a). Auckland is a diverse region in terms of a broad range of factors including ethnicity and national origin, culture, socio-economic status, gender, gender identity, sexual orientation, disability, age and rural, island or urban location. This brings multiple shifts in values and lifestyles, demand for goods and services, and civic engagement and democracy. Key drivers include:

- increasing international migration flows and the globalisation of labour markets
- an ageing population
- increasing diversity
- technological advancements across all spheres of life.

It is important that every Aucklander has the opportunity to experience the benefits of Auckland's growth, diversity and social and economic development. Fostering an inclusive

Auckland, reducing disparities in opportunities and promoting participation in society are central to achieving this. This is important not just for the individual, but also for Auckland as a whole.

1.3 Relationship to the Development Strategy and the six outcomes

Achieving a sense of belonging and supporting the ability of Aucklanders to participate requires activity under all the outcomes in the Auckland Plan. Table 1 below summarises the key relationships between the *Belonging and Participation* outcome and the Development Strategy and the other outcomes.

Table 1: The Belonging and Participation outcome's relationship to the Development Strategy and the six outcomes

Outcomes	Relationship
Development Strategy	The Development Strategy shows how Auckland will physically grow and change over the next 30 years. It will help to address spatial inequalities by ensuring people have equitable access to resources and opportunities. The strategy will also help to provide connections within and between communities, and help to create and support features of Auckland and local communities that help people feel like they belong. For instance, the strategy seeks to reduce the impact of development on the environment, and to create diverse and vibrant centres.
Māori Identity and Wellbeing	This outcome has an overarching strategic direction that seeks to advance Māori wellbeing and provide for Te Tiriti o Waitangi/the Treaty of Waitangi outcomes. It recognises the importance of valuing and showcasing Auckland's Māori identity. The focus on providing opportunity and reducing disparities will improve social and cultural outcomes for and with Māori. It also seeks to reflect Māori design principles in the future design of Auckland's urban landscape. A key focus is recognising te reo Māori as a cultural taonga that is heard and visible in public spaces.
Homes and Places	Increasing housing costs entrench disparities and reduce social mobility. Successful homes and places can create inclusive and accessible areas for people to connect and can foster pride and a sense of belonging in a community. More dwellings closer to opportunities can also help people thrive. Belonging and Participation supports social cohesion and inclusion through enhanced representation, transparency and accountability on investment in services, facilities, places and community investments.

Outcomes	Relationship
Transport and Access	<p>Transport and access plays an important role in a person’s social, cultural, financial and environmental wellbeing. An Auckland that is accessible and connected promotes social inclusion by providing access to opportunities and enabling people to participate to improve their living standards. It also reduces barriers that disadvantage, marginalise or exclude people. Making opportunities and services more accessible to people helps support local economies and thriving communities.</p>
Environment and Cultural Heritage	<p>A safe, healthy and sustainable environment can help to build belonging, trust, social capital and a culture of mutual respect in which diversity and inclusion can thrive. Environmental resilience enhances social and cultural resilience. Development in the right locations can help to raise the profile of areas and build stronger communities. Auckland’s environmental and cultural heritage is important to place-making and the delivery of sustainable social outcomes.</p>
Opportunity and Prosperity	<p>Inequality significantly inhibits economic growth. Providing equitable opportunities and reducing disparities will help individuals, whānau and communities become more resilient and able to participate to achieve positive outcomes. This outcome will help to ensure that the opportunities of growth are broadly and equitably available. Auckland’s increasing diversity creates an environment where new skills and talent supports a prosperous economy. Increased diversity also provides opportunities for people to interact and articulate their identity, which strengthens social cohesion.</p>

2 Context

2.1 2012 Auckland Plan direction

Since the release of the Auckland Plan in 2012, New Zealand's population is estimated to have grown from around 4.41 million to 4.79 million, with most of this increase in Auckland (Statistics New Zealand, 2017b). In this time, Auckland has continued the long-term trend of becoming an increasingly diverse city. The *Belonging and Participation* outcome focuses on how to establish and maintain a strong sense of belonging and provide opportunities for all Aucklanders to participate in society in a world of rapid change.

The 2012 Auckland Plan outcomes included 'a fair, safe and healthy Auckland', 'a culturally rich and creative Auckland', and 'a Māori identity that is Auckland's point of difference in the world'. In addition, the plan had transformational shifts, including 'dramatically accelerate the prospects of Auckland's children and young people', 'substantially raise living standards for all Aucklanders and focus on those most in need', and 'significantly lift Māori social and economic wellbeing'.

While there have been significant changes through the refresh of the plan, these themes remain important. The *Belonging and Participation* outcome will be critical for ensuring that the momentum achieved under the first Auckland Plan is maintained. These changes are needed to ensure that there is a clear plan to address the social pressure that can be caused by the rapid growth and change being experienced in Auckland.

2.2 Legislative requirements, relevant national and council policies, strategies and plans

This section provides a broad overview of legislation, national and council policies that support the *Belonging and Participation* outcome. Specific legislative requirements and policy are also discussed in the relevant sections in the evidence section below.

2.2.1 Te Tiriti o Waitangi/the Treaty of Waitangi

Te Tiriti o Waitangi/the Treaty of Waitangi is the foundation of an intercultural Auckland and recognises the special place of Māori. Te Tiriti affirmed the rights tangata whenua had prior to 1840, and gave tauwi and the Crown a set of rights and responsibilities that enabled them to settle in Aotearoa/New Zealand.

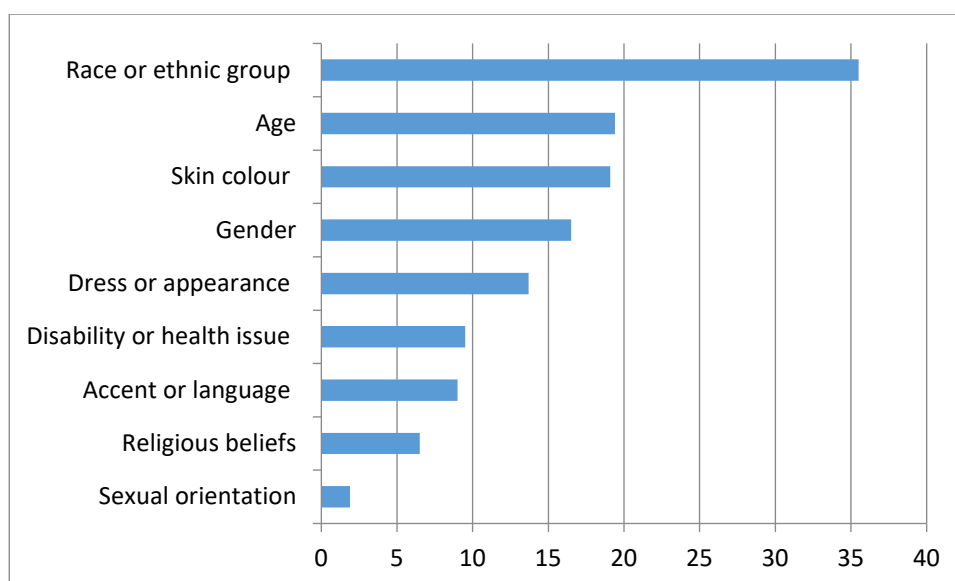
2.2.2 Human rights framework in New Zealand

Aotearoa New Zealand has historically sought to achieve equity across a range of domains (e.g. Treaty of Waitangi, gender equality, human rights and social welfare). The principle of 'fairness' has been incorporated in many different pieces of legislation over time (Treasury, 2015a). Aotearoa New Zealand is located within an international framework of human rights supported by relevant legislation and policy. New Zealand is a signatory to the United Nations' Universal Declaration of Human Rights and has made a commitment to support the work of key organisations in upholding the declaration (United

Nations, 1948). The Declaration sets out 30 articles or statements about human rights and freedoms. The United Nations Declaration on the Rights of Indigenous People provides a set of international human rights standards that apply to the Treaty of Waitangi. The International Covenant on Economic Social and Cultural Rights (ICESCR) protects the fundamental needs of citizens, including an adequate standard of living, the right to work, the right to health and the right to education (United Nations General Assembly, 1996). The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) was adopted by the United Nations General Assembly on 18 December 1979 and ratified by New Zealand in January 1985. New Zealand also ratified the United Nations Convention on the Rights of Persons with Disabilities. This protects the dignity of persons with disabilities and ensures their equal treatment under the law including the right to health services, education and employment (United Nations General Assembly, 2007). The United Nations Convention on the Rights of the Child was ratified by New Zealand in 1993. It guarantees basic and fundamental rights to children and young people (United Nations General Assembly, 1989).

From a national perspective, the principles of anti-discrimination and human rights are enshrined in New Zealand legislation. There are a number of key pieces of legislation that seek to protect people from discrimination such as the Bill of Rights Act 1990 and the Human Rights Act 1993. Further detail is provided in Appendix 1. This legislation helps to limit exclusion. However, discriminatory practices and prejudicial attitudes towards people continue to play out in everyday life and impact on emotional and mental health. In 2014, 17 per cent of New Zealanders aged 15 or over reported experiencing some form of discrimination in the last 12 months. Race or ethnic group was the most common reason people gave for being discriminated against (Figure 1). In 2016, 16.7 per cent of Aucklanders experienced discrimination over the last 12 months (Statistics New Zealand, 2017e). Creating a positive sense of belonging and participation largely relies on central and local government programmes, the work of non-governmental organisations (NGOs). It is the responsibility of all Aucklanders to challenge prejudice and intolerance through our everyday actions.

Figure 1: Respondents who felt discriminated against by reason



Source: MSD (2016) The social report

2.2.3 National strategies and policies

There is no overarching national policy on belonging and participation. However, there are a large number of strategies and policies that are relevant to the issues addressed in this evidence report. These include:

- The New Zealand Health Strategy 2016: Future direction (Ministry of Health, 2016a)
- He Korowai Oranga, the Māori Health Strategy 2014 (Ministry of Health, 2014a)
- 'Ala Mo'ui: Pathways to Pacific Health and Wellbeing 2014-2018 (Ministry of Health, 2014b)
- Healthy Ageing Strategy (Ministry of Health, 2016b)
- Community Sport Strategy 2015-2020 (Sport New Zealand, 2015) and High Performance Sport New Zealand Strategy 2017-2020 (Sport New Zealand, 2017)
- Suicide Prevention Strategy 2006-2016¹ (Ministry of Health, 2006)
- New Zealand Disability Strategy 2016-2026 (Office for Disability Issues, 2006).

In addition, a number of government departments and ministries have a role in promoting aspects of belonging and participation. For example, Creative New Zealand encourages, promotes and supports the arts in New Zealand for the benefit of all New Zealanders through funding, capability building, an international programme and advocacy (Creative New Zealand, 2018a). Various Ministry of Culture and Heritage projects, such as projects on the New Zealand Wars, also contribute to cultural wellbeing.

In addition, some individual ministries have diversity and inclusion policies or strategies relating to their area of responsibility, such as:

¹ A new draft strategy has been developed and was released for public consultation on 12 April 2017. Public consultation closed on 26 June 2017.

- Ministry of Social Development Social Inclusion and Participation: A Guide for Policy and Planning (Ministry of Social Development, 2007)
- State Services Commission Public Sector Diversity and Inclusion policy (State Services Commission, 2016).

The Treasury's vision of achieving higher living standards for New Zealanders through its Living Standards Framework is also relevant (Treasury, 2017).

2.2.4 Future direction

The Labour-NZ First Coalition Government, elected in 2017, may choose to develop new strategies or refresh existing strategies in supporting its aim to “foster a kinder, more caring society, where fairness, equality of opportunity and the wellbeing of all New Zealanders is at the heart of all we do”. For example, it has begun work on the development of a new child wellbeing strategy. It recently announced that the new coalition government “will be a government of inclusion”, where every child will be “encouraged to reach their full potential”. It intends to address New Zealand's ‘social deficit’ by investing in children and families and there is a clear focus on reducing inequality and improving the wellbeing and living standards of all New Zealanders. Its vision is of New Zealand as a nation in which “all communities are empowered”. The Local Government (Community Well-being) Amendment Bill seeks to restore the purpose of local government to ‘promoting social, cultural, economic and environmental well-being’, which was removed in 2012. The government's investing for social wellbeing approach seeks to enable choices that build individual, family and community wellbeing (Cabinet Social Wellbeing Committee, 2018).

To help ease pressures on housing, infrastructure and public services, the government intends to ensure that immigration settings are right and invest in housing, health,² education, police and infrastructure.

The new government recognises the Treaty as providing “a place for all peoples in this country” and recently announced that it is “time to start considering what the Treaty relationship might look like after historical grievances are settled” and moving forward in ways that “honour the original Treaty promise”. Its vision is for Māori values to sit alongside those of European New Zealanders and other more recent arrivals and “manaakitanga, kaitiakitanga and whanaungatanga inform our decision-making”. It also aspires for New Zealand to be a country “where all are accepted, no matter who they are, where they come from, how they live or what their religious beliefs are” and aims to foster a more open and democratic society (Ardern, 2017).

2.2.5 Local Government Act 2002

Social well-being in New Zealand has traditionally been thought of as the domain of central government. Since the introduction of the Local Government Act 2002, there has been greater involvement of councils in social issues. However, councils' involvement in

² This includes increased funding for alcohol and drug addiction services and a review of mental health and addiction services.

promoting social wellbeing, as well as the type and extent of its involvement, is largely at the discretion of each local authority.

The Local Government Act 2002 requires Auckland Council to take into account the diversity of the community, the social and cultural interests of people and communities and the reasonably foreseeable needs of future generations when making decisions. Although the focus of the act changed in 2010 and 2012 from promoting the social, economic, environmental and cultural well-being of their communities, the act still enables local authorities to play a broad role in meeting the current and future needs of their communities for good-quality local infrastructure and local public services. Libraries, museums, reserves, and other recreational facilities and community amenities are identified as core infrastructure. It also enables councils to make bylaws to protect, promote and maintain public health and safety.

The Local Government (Community Well-being) Amendment Bill aims to restore the purpose of local government "to promote the social, economic, environmental, and cultural well-being of communities of communities in the present and for the future." It also seeks to repeal the section on core services to be considered in performing its role and to broaden the definition of community infrastructure to "land, or development assets on land, owned or controlled by the territorial authority for the purpose of providing public amenities." This is intended to restore territorial authorities' power to collect development contributions for any public amenities needed as a consequence of development to assist in the provision of facilities such as sports grounds, swimming pools and libraries (New Zealand Government, 2018a).

The role of Auckland's legacy councils in promoting social wellbeing varied according to local history, the councils' political priorities and their communities' needs profile. The restructure of local government in Auckland provided opportunities to take a more systematic approach to the provision of social and community infrastructure. It was also recognised that local government is best placed to understand and address issues facing individuals, families and communities.

2.2.6 Local Government (Auckland Council) Act 2009

The Local Government (Auckland Council) Act 2009 requires that the Auckland Plan contributes to Auckland's social, economic, environmental, and cultural wellbeing through a comprehensive and effective long-term (20- to 30-year) strategy for Auckland's growth and development. It is intended to enable coherent and co-ordinated decision-making by the Auckland Council and other parties in determining the future location and timing of critical infrastructure, services and investment within Auckland. This includes services relating to cultural and social infrastructure including open space. The plan is also required to identify nationally and regionally significant recreational areas and open space areas within Auckland.

2.2.7 Auckland Council strategies

Auckland Council already has a number of strategies that contribute to belonging and participation in Auckland. These include:

- I Am Auckland: an Auckland-wide Strategic Action Plan for Children and Young People (2014)
- Ngā Hapori Momoho/Thriving Communities: Community and Social Development Action Plan (2014)
- Toi Whītiki - Auckland's Arts and Culture Strategic Action Plan (undated)
- Parks and Open Space Strategic Action Plan 2013
- Open Space Provision Policy 2016
- Auckland Sport and Recreation Strategic Action Plan 2014-2024 (refreshed 2017)
- Community Facilities Network Plan 2015.

Further detail is provided in Appendix 2.

2.2.8 Demographics and trends pertinent to outcome

Tāmaki Makaurau Auckland's population is growing rapidly, and Auckland is projected to experience the majority of New Zealand's population growth to 2043 (Statistics New Zealand, 2015a). Auckland also faces social change alongside increasing ethnic diversity. The literature shows that the challenges of social cohesion are exacerbated where demographic trends change quickly and that the pace of change has the potential to create tension between newly arrived groups and established communities (Gooder, 2017). There is also the potential for tension between different groups within society such as older people and young people.

2.2.9 Auckland is becoming more ethnically diverse

Auckland is the fourth most ethnically diverse city in the world behind Dubai, Brussels and Toronto (International Organisation for Migration, 2015). The term 'superdiversity' attempts to capture the changing complexity of urban societies (Vertovec, 2007; Chen, 2015a; Chen & New Zealand Law Foundation, 2015b). Technically, the term refers to cities where more than one quarter of the total population is from more than 100 different ethnicities. However, it is also used to refer to people from multiple countries of origin, belonging to more than one home, layering of older and newer migrant groups, different religious affiliations and multiple language groups. This implies relationships that are layered and relational (Gooder, 2017). More recently, the term 'hyper-diversity' goes beyond ethnic diversity and encompasses the many differences with respect to lifestyles, attitudes and activities (Tasan-Kok et al., 2013). The implications of such hyper-diversity may be significant, not only in terms of people living together in a city or neighbourhood, but also in terms of urban policies and governance.

Tāmaki Makaurau Auckland is already a culturally and ethnically diverse city. Over the last twenty years, Auckland has become more diverse (Figure 2). Statistics New Zealand identifies ethnicity as a measure of cultural affiliation and the broad categories below are

not mutually exclusive as people can identify with more than one ethnicity, and ethnic identity can change over time.

Figure 2: Population change by ethnic group (Statistics NZ Estimated resident population (ERP), subnational population by ethnic group)

	Population 1996	Population 2013	Derived percentage of Auckland population 1996	Derived percentage of Auckland Population 2013
European or other	816,900	886,400	73	59
Asian	116,600	348,900	10	23
Māori	140,900	169,800	13	11
Pacific	150,800	227,000	14	15
Middle Eastern/Latin American/African	8,990	28,200	1	2
Total people, ethnic group	1,115,800	1,493,200	111	111

Source: Statistics New Zealand (2017) Subnational ethnic population projections: 2013(base)–2038 update

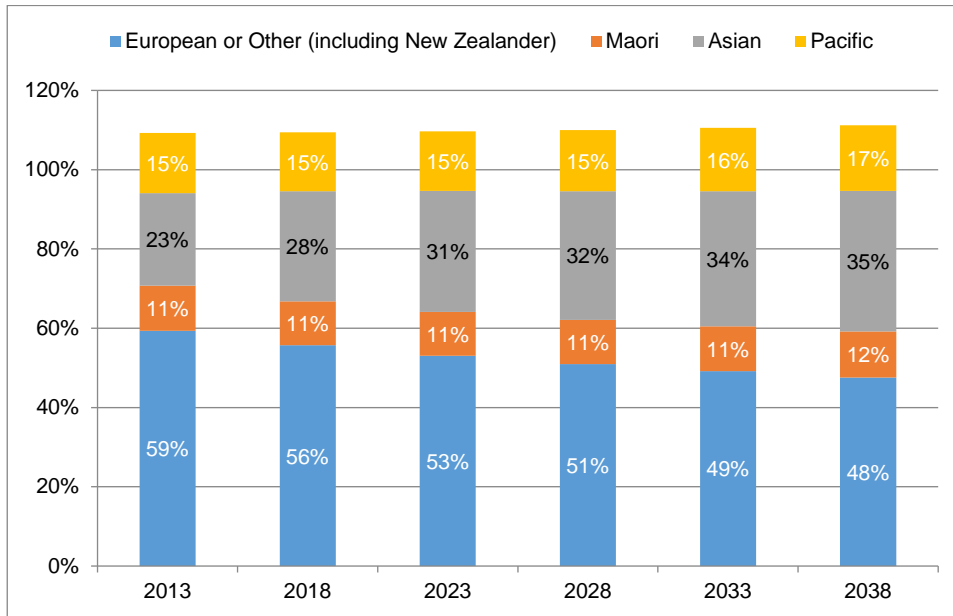
The majority of the European or other category includes those who identify as ‘New Zealand European’. It also includes those who identify as British, Irish, Dutch, Australian, German and ‘other European’. Chinese and Indian are the two largest Asian ethnic sub-groups followed by Korean, Filipino and Sri Lankan. Samoan is the largest Pacific sub-group, followed by Tongan, Cook Island Māori, Niuean and Fijian. There is also a small but growing Latin American, African and Middle Eastern population (Auckland Council, 2014a).

Figure 3 shows the projected change in the distribution of each of the four main ethnic groups over the next 20 years. While Auckland has a very different ethnic composition to the rest of New Zealand and its ‘super diversity’ is also projected to increase, diversity is not limited to ethnicity. Diversity encompasses age, gender, gender identity, sexual orientation, disability, nationality, religion and culture. For example, by 2043 Statistics New Zealand population projections (medium series) suggest that the number of people aged 65 and over will more than double in the decades between 2013 and 2043 (Statistics New Zealand, 2017d). The proportion of people aged 65 and over could account for 18.4 per cent of the population by 2043, compared to 11.4 per cent in 2013.

Auckland has been referred to as an immigrant gateway city or primary point of entry of migrants into a country (Friesen, 2012). Its population represents more than 180 different ethnic groups and 39.1 per cent of residents were born overseas (over half a million people). The Auckland region accounts for two-thirds of Aotearoa New Zealand’s Pacific and Asian ethnic group populations and half of its Middle Eastern, Latin American and African ethnic group population. Auckland has become increasingly transnational as

people and businesses develop or maintain contacts with other parts of the world, especially Asia.

Figure 3: Projected ethnicity distribution, Auckland



Source: Source: Stats NZ 2013-base (update) ethnic population projections (released 2017)

2.2.10 Auckland is still a youthful city especially in the south

Children and young people (age 0-24 years old) represent over a third of Auckland’s population (35.9% in 2013). There is an increasingly youthful Asian, Pacific and Māori populations. From 2001 to 2013, the number of Asian young people (0-24 years old) has nearly doubled. Among Māori and Pacific population groups, over half of both groups are under the age of 25 (Auckland Council, 2016c).

Statistics New Zealand’s projections (medium series) suggest that the number of children and young people will continue to increase over the next twenty-five years from an estimated 572,140 in 2018 to 653,820 in 2043. However, the proportion of children and young people will decrease from 34 per cent to 28 per cent in line with population ageing. This will require formal and informal learning environments to grow, as well as continued need for services and infrastructure for children and youth.

Although children and young people live in every area of Auckland, there are larger numbers and proportions of young people in the south. In 2013, the four local board areas that constitute the ‘Southern Initiative’ area were home to nearly a quarter (23.3%) of Auckland’s children and young people. In the Māngere-Ōtāhuhu Local Board area, 45.4 per cent of people in the area were 0-24 year olds, followed by Ōtara-Papatoetoe and Manurewa (both 43.2%), and Papakura (39.2%) local board areas.

Aucklanders are also increasingly identifying with more than one ethnic group. Recent research indicates that young people have higher levels of multi-ethnic identification, multilingualism and experience everyday diversity in their neighbourhoods. These young people tend to view diversity as a positive element of life in Auckland, helping to broaden

horizons and mitigate racism and discrimination (Cain et. al., 2016). However, being in close proximity to people who share the same ethnicity and learning about their cultural background also brought a sense of belonging. This includes pride in local areas and a sense of community and belonging that they did not feel elsewhere in Auckland (Ibid).

2.2.11 Auckland also has an ageing population

Over the next few decades, Auckland will be home to significantly older people who will represent a greater proportion of the overall population. The demographic phenomenon of population ageing is occurring across New Zealand, as well as many other countries.³ Statistics New Zealand population projections (medium series) suggest that the number of people aged 65 and over may more than double in the decades between 2018 and 2043, reaching a total of 432,800 (Statistics New Zealand, 2017d).

Unlike projections for the rest of New Zealand and across the world, young people (0-24 years old) will still outnumber the older population in Auckland (Auckland Council, 2016c; Statistics New Zealand, 2017d). The large gain in numbers of older people will present challenges in particular geographical areas in terms of demand on and access to services. This is likely to require further investment in services and facilities that enable older people to participate fully in a city where they are visible, valued and respected.

2.2.12 People living with disability represent a fifth of all Aucklanders

In 2013, an estimated 24 per cent of people living in New Zealand were identified as living with a disability (Statistics New Zealand, 2014a).⁴ Both the number of people living with disability and the disability rate are higher than in earlier surveys (20 per cent in 2001). This can partly be explained by the growing proportion of the New Zealand population in older age groups. The Auckland rate (19%) is lower than the national average, in part reflecting the younger age structure of the Auckland population, but still represents a sizeable proportion of the Auckland population [271,000 people](Statistics New Zealand, 2014).

2.2.13 Rainbow communities' visibility

There is little visibility of sexual and gender diversity in New Zealand's Official Statistics System. At present, there is no statistical standard in New Zealand for measuring sexual orientation or gender identity (Reid, Lysnar & Ennor, 2017). This means that Auckland Council has limited access to data required to quantify issues affecting the rainbow community.

Statistics New Zealand is currently developing a statistical standard for sexual identity as part of a proposed framework for sexual orientation (Statistics New Zealand, 2018). Auckland Council submitted a joint submission with the Rainbow Communities Advisory

³ Population ageing has several drivers including improvements in life expectancy and longevity, combined with a decline in birth rates, which decreases the proportion of the population that is young and thereby increases the proportion that is old.

⁴ Disability is defined as long-term limitation (resulting from impairment) in a person's ability to carry out daily activities.

panel. This will ensure that the data collected will inform the development of services across a broad range of policy areas.

2.3 Opportunities and challenges

The section outlines the key opportunities and challenges facing Auckland over the next 30 years.

2.3.1 Opportunities

Auckland's population is growing and changing. What it means to fully participate and belong will continue to be important issues for all Aucklanders. While Auckland's belonging and participation challenges are significant and growing, there are also new opportunities for addressing these challenges. These include:

- recognising the continued importance of te Tiriti o Waitangi/the Treaty of Waitangi and the rights of Māori as tangata whenua of New Zealand in the context of Auckland's rapid population growth and increased diversity while embracing an intercultural future (Constitutional Advisory Group, 2013)
- unleashing latent potential – through addressing unequal opportunities. Giving people the opportunity to achieve their potential will realise economic, social, cultural and environmental benefits for all (e.g. young people, older people, other disadvantaged groups)
- partnering with central government - opportunity to lead and shape the social wellbeing agenda. There is a need to engage with central government on a strategic approach to social infrastructure, which is crucial as central government controls funding and delivery of major infrastructure such as schools, prisons, hospitals and social services
- realising the benefits of diversity - attracting and retaining talent, investment and cultural richness
- collaborative partnerships with central government to address complex social challenges in increasing equity and equality of outcomes.

2.3.2 Key challenges

Maintaining a shared sense of belonging in an increasingly diverse city

Auckland is already a culturally and ethnically diverse city. Diversity can strengthen social cohesion or undermine it (Laurence & Bentley, 2015; Sturgis et. al., 2014). To be the international city that New Zealand needs Auckland to be, it is essential that the social, economic and cultural benefits of diversity are fully captured. This will require inclusion, equity, valuing and respect. To build cohesion, Auckland must strike a balance whereby a sharing of common values combines with respect for cultural diversity and differences, to together contribute to a shared sense of belonging. The risks, if we fail to respond successfully to our increasing diversity, are that:

- some individuals or groups will feel isolated and excluded and may react against this
- levels of trust and participation will decline

- some individuals will be unable to achieve their potential, with impacts for not only themselves, but their community and the wider region
- there will be increasing economic disparity and tension (which can create a vicious cycle) (The Migration Observatory, 2017).

The potential negative effects of this would not just be social, but economic and cultural in discouraging the maintenance of strong cultural identities and limiting social cohesion.

Many Aucklanders already have a strong sense of belonging. A sense of belonging is different for everyone as all people have unique experiences, backgrounds, cultures, heritages and histories. A sense of belonging is often the first step in making decisions and participating in social action within a community (Chadwick, 2008). Auckland's growing population provides an opportunity to share this sense of belonging amongst Aucklanders and with newcomers.

The challenge that Auckland faces is to maximise the benefits of diversity by creating an environment, which welcomes and celebrates diverse people, communities and businesses (Auckland Council, 2017b).

Long-standing inequality (deprivation, disadvantage and marginalisation)

Inequalities undermine social cohesion and weaken social bonds (G20 Insights, 2017). Inequality has also been shown to have a number of negative consequences, including for life expectancy and health (Kondo et. al., 2009), social cohesion and trust (Lawrence & Bentley, 2015), educational performance and employment (Gibb, Fergusson & Horwood, 2012; Agasisti et. al., 2018), crime prevention (Fajnzylber, Lederman & Loayza, 2002) and social, cultural and civic participation (Lawrence & Bentley, 2015). Inequality also significantly inhibits economic growth (Citi GPS, 2017). The OECD has estimated that rising inequality has reduced growth in New Zealand by 10 percentage points (OECD, 2014) and that inequality in New Zealand is worse than the OECD average (OECD, 2016a).

The 2013 deprivation index shows there are distinct patterns of socio-economic disadvantage across Auckland in terms of income, employment and educational achievement (Ministry of Health, 2014c). Persistent and deep-seated inequalities between different socio-economic groups in the region remain a major challenge. For example, the median personal income for adults in Auckland was \$29,600 per annum (Statistics New Zealand, 2013a). However, the median personal income for adults in Māngere-Ōtāhuhu was \$19,700 per annum. Half (50.5%) of adults in Māngere-Ōtāhuhu had a personal income of \$20,000 or less, compared to 39.0 per cent in Auckland as a whole (Statistics New Zealand, 2013b). Socio-economic inequality is also interwoven with cultural difference and diversity in Auckland (Statistics New Zealand, 2016). Significant social and economic inequalities are experienced by minority ethnic groups and these could undermine harmonious relations and limit cultural interaction (Multicultural New Zealand (2015).

Housing costs have become an increasingly large part of the expenses of many low income households, which has serious consequences for inequality (Ministry of Social Development, 2016b). Higher housing costs relative to income can mean that households do not have enough to meet their basic needs such as food, clothing and medical care (Statistics New Zealand, 2015c). Increasing housing costs entrench wealth divisions, including neighbourhood segregation and reduce economic mobility (Figure.NZ, 2015). The Auckland Plan acknowledges that prosperity and opportunity are unevenly distributed in Auckland and that growth must be inclusive and equitable so that all Aucklanders can enjoy its benefits.

Auckland Council is involved in mitigating the impacts of socio-economic inequality through providing facilities and services and working with stakeholders to help build resilient and independent communities. There is a need for greater understanding of the extent of socio-economic inequality within Auckland, the consequences of that inequality and the council's role in addressing these. Further research would assist us to understand the level of inequality within Auckland and to track this over time. Providing equality of opportunity is easier and is the option most cities take (i.e. providing access). However, addressing inequality of outcome is a deeper and more difficult approach that recognises intersectional inequalities can affect outcome, regardless of opportunities.

Rapid population growth and challenges for services/facilities

The literature shows that the challenge of social cohesion is exacerbated where demographics change quickly and that the pace of change has the potential to create tension between newly arrived groups and established communities (Gooder, 2017).

Rapid population growth also increases pressure on existing social and community infrastructure, undermining the social fabric of communities (International Organization for Migration, 2015). Auckland needs to meet the demands of its growing number of inhabitants by expanding and making better use of existing community services and social and cultural infrastructure to support larger populations as well as building new facilities.

The role of the council also becomes more complex as we will need to engage with and enable Auckland's diverse communities and Māori in ways that ensure their requirements are central to the council's thinking, services, processes, decisions, behaviour and communication (i.e. customer centred).

3 Evidence

This section discusses a number of cross-cutting themes underpinning the Belonging and Participation outcome and presents key evidence that has guided the prioritisation of the plan's directions and focus areas.

The two directions of the Belonging and Participation outcome are:

- Direction 1: Foster an inclusive Auckland where everyone belongs
- Direction 2: Improve health and wellbeing for all Aucklanders by reducing harm and disparities in opportunities.

The cross-cutting themes discussed in the evidence section are:

- social capital
- inclusion
- social cohesion
- health and wellbeing
- equity.

Further evidence is also provided to support each of the focus areas. These are:

- Opportunities for people to meet, connect, participate in and enjoy community and civic life
- Accessible services and social and cultural infrastructure
- Supporting and working with communities to develop resilience
- Te Tiriti o Waitangi/the Treaty of Waitangi as the bicultural foundation for an intercultural Auckland
- Diversity, inclusion and belonging
- Focusing investment to address disparities and serve communities of greatest need
- Recognising the value of arts, culture, sport and recreation to quality of life.

3.1 Social capital

3.1.1 Introduction

The Auckland Plan 2050 aims to foster an inclusive Auckland where everyone belongs. Social capital is widely recognised as a multi-dimensional concept. It refers to the collective value of social networks and the shared norms, reciprocity and understandings that enable individuals and groups to communicate, trust each other and form bonds (Keeley, 2007; Putnam, 2000). The core idea is that social networks have value and that social contact can increase the productivity of individuals and groups and their participation in society. Social capital may be viewed as a characteristic of communities, either geographically within neighbourhoods and areas, or more broadly as networks of individuals linked or bonded by social ties and interactions. Bonds of trust and belonging are crucial to successful and resilient cities (Statistics New Zealand, 2002a; OECD, 2001; Australian Bureau of Statistics, 2002; OECD, 2010; Plumb, Millinship Hayes & Bell, 2016).

From an individual perspective, social capital refers to the network of connections a person has that are durable, trustworthy and reciprocal, which include the exchange of social support, information channels and social resources (Ministry of Social Development, 2001; Canterbury District Health Board, 2016). Collective social capital is the integration of the social capital owned by individual members of a group and comprises dimensions such as social cohesion, the ability of the network to undertake collective action, and civic engagement and participation. Active participation in society provides opportunities for social interaction and support and is a major source of social capital (Statistics New Zealand, 2002a; Villalonga-Olives, Adams, & Kawachi, 2016; Statistics New Zealand, 2002b).

Social connectedness relates to the social network or quality and quantity of relationships a person has with other people. Social connectedness creates social capital and helps people to feel that they belong, are included and have a part to play in society (Ministry of Social Development, 2001; Canterbury District Health Board, 2016). Social connectedness is fostered when family relationships are positive and when people have the skills and opportunities to make friends and interact positively with others (Kawachi, 1999; Statistics New Zealand, 2002b, OECD, 2017a).

3.1.2 The role of social capital in community life

Social capital plays an important role in the functioning of community life across multiple domains, ranging from crime prevention, the enhancement of schooling and education and good health and psychological wellbeing, to the encouragement of political participation. Inadequate social capital is associated with health risk behaviours, perceived poor health status, mental health disorders and increased mortality (Chen, Stanton & Gong, 2009).

Formal community networks and formal systems of social engagement such as civic associations, religious and spiritual groups, political parties or sports clubs are important mechanisms for building social capital. Informal social networks that operate in a community, such as social interaction between neighbours, groups of friends and informal interest groups, are also important components of social capital. Tolerance, acceptance and respect for different beliefs and cultures stems from shared experiences and social interactions within and across communities (Australian Bureau of Statistics, 2002; Keeley, 2007).

There are different forms of social capital. One important distinction is between bonding and bridging social capital. Bonding social capital refers to strengthening the connections that link people together within a network, with the bonds being formed through common interests, mutual attraction or a common identity such as people who have a shared culture or ethnicity (Chen, Stanton & Gong, 2009; Kim, Subramanian & Kawachi, 2006). Bridging social capital refers to strengthening connections between people that are from different communities. For example, people who are from different socio-economic statuses, generations or ethnicities (Keeley, 2007; Gooder, 2017).

It is widely acknowledged that social capital is not distributed equally (Treasury, 2015a). In a society, there will ideally be a good balance between bonding and bridging social capital. A weak social network without bonded social capital can result in limited economic opportunities, a lack of contact with others and potential feelings of isolation. Once socially isolated, individuals may face greater difficulties not only reintegrating in society as a contributing member, but also fulfilling personal aspirations with respect to work, family and friends (Kawachi, 1999; Statistics New Zealand, 2002b; OECD Better Life Index, 2017a). Strong bridging social capital is often more important in multicultural societies, as it helps build social cohesion across disparate groups (Treasury, 2013).

Increasingly diverse neighbourhoods will lead to higher levels of trust, but only if people also have diverse social networks. Groups which lack bridging social capital are constrained by the totality of resources available within their network. This can also result in a community that has low trust and cooperation with those outside their own network (Keeley, 2007; Australian Bureau of Statistics, 2002; Plumb, Millinship Hayes & Bell, 2016). The presence of bridging social capital helps to build trust, social cohesion and maintain channels of resources and communication across and between networks. When people from different backgrounds get to know one another and lead interconnected lives, trust grows and communities flourish (Villalonga-Olives, Adams, & Kawachi, 2016; Uslaner, 2012). Creating and supporting meaningful opportunities for people to participate contributes towards bridging and bonding social capital, which works towards creating a stronger, more socially cohesive society; one that is built upon inclusion and equity (Centre for Multicultural Youth, 2014).

There is a strong sense of community and high levels of civic participation in New Zealand, where 95 per cent of people believe that they know someone they could rely on in time of need (OECD, 2015). Similarly, the majority of Aucklanders (89%) say they have someone to turn to for help if they are faced with a serious illness or injury, or need emotional support during a difficult time (Auckland Council, 2016b).

3.2 Inclusion

3.2.1 Introduction

Social inclusion is the process of improving the terms for individuals and groups to take part in society, particularly for people who are disadvantaged on the basis of age, gender, disability, ethnicity, religion, economic or any other status, through equity and the enhancement of opportunities, access to resources, voice and respect for rights (United Nations, 2016; World Bank, 2013; Spoonley et. al., 2005).

Participation in society is at the core of social inclusion. Participation involves opportunities to contribute to neighbourhood, community and national life and to influence decisions that have an impact, for example by taking part in local governance and consultation processes and voting in local and national elections. Participation may be hindered when people lack equitable access to material resources, including income, employment, land and housing,

or to such services as education and health care, which are essential foundations of wellbeing. Participation can also be limited when people are unable to exercise their voices or interact with each other, and when their rights and dignity are not accorded equal respect and protection (United Nations, 2016; Bromell, & Hyland, 2007).

3.2.2 The role of inclusion in community life

When people are not included in society, they experience social exclusion. Social exclusion is the process in which people or groups are systematically blocked from or denied full access to various rights, opportunities and resources that are normally available in society. When people encounter barriers to their participation, they may passively withdraw or actively choose to live outside prevailing social customs. Social exclusion therefore can involve material deprivation, a lack of control over important decisions and feelings of alienation and inadequacy (United Nations, 2016; Bromell & Hyland, 2007).

Being socially included means that people have the resources, opportunities and capabilities they need to:

- learn - participate in education and training
- work - participate in employment, unpaid or voluntary work including family and carer responsibilities
- engage - connect with people, use local services and participate in local, cultural, civic and recreational activities
- have a voice - influence decisions that affect them (Australian Government & Australian Social Inclusion Board, 2012).

Resources refer to the skills and assets people have or their various types of capital, including human, social and economic capital. Capabilities refer to an individual's ability to use these resources to achieve positive outcomes. Access to opportunities enables people to use their capabilities and resources to achieve positive outcomes. Participation in work, training and social connections help build a person's capabilities and resources which further assists participation (Ibid).

Gaps in resources, opportunities and capabilities can lead to people not being able to fully participate in society. This can be exacerbated over time as low participation further reduces resources and participation. Some of the most disadvantaged people in society experience multiple deprivation, which increases the likelihood of being socially excluded (Ibid). Not all socially excluded groups are economically disadvantaged. People can be excluded due to a disability or because of their sexual orientation, without necessarily living in poverty (United Nations, 2016).

Social inclusion is both a process and a goal. It means having equal opportunity to access the labour market, services, institutions and social networks. The process of fostering inclusion is incremental. It requires time and commitment (World Bank, 2013). Enhancing social inclusion requires both tackling social exclusion by removing barriers to people's participation in society and taking active steps to facilitate participation in society. Social inclusion is a deliberate process of encompassing and welcoming all persons and

embracing greater equality and tolerance. Building an inclusive city is a collaborative endeavour as the aspects that underpin a sense of belonging are diverse and not within the control of any single agency (United Nations, 2016; Bromell, & Hyland, 2007).

Tasan-Kok et. al. (2013) also discuss ways of enhancing citizens' social mobility and the importance of policies to guarantee equal opportunities for individuals. *Social mobility* refers to the opportunity of individuals or groups to move up or down the 'social ladder', such as with respect to jobs, income, status and power.

3.3 Social cohesion

3.3.1 Introduction

Fundamentally, social cohesion is the willingness to live and work together, exhibited by tolerance, trust and mutual respect. Social cohesion exists where people feel part of society, personal relationships are strong, differences are respected and people feel safe and supported by others (Bromell, & Hyland, 2007). Building relationships is an important aspect of social cohesion. In order to build cohesion, the sharing of common values must be balanced with respect for diversity and differences (Statistics New Zealand, 2002a; Cloete & Kotze, 2009; Price, & Chacko, 2012; Gooder, 2017).

People are inherently social beings. Relationships between people are fundamental to human life. Just as these relationships are complex and subject to interpretation, so are the various elements of social cohesion. Social cohesion has five main elements:

- *Belonging* - a sense of being part of the wider community, trust in other people, a common respect for the rule of law and for civil and human rights
- *Inclusion* - participation and the equity of opportunities and outcomes
- *Participation* - involvement in social activities, in community groups and organisations, and in political and civic life
- *Recognition* - valuing diversity and respecting differences by all groups, protection from discrimination and harassment, and a sense of safety
- *Legitimacy* - confidence in public institutions that act to protect rights and interests and to mediate conflicts, and institutional responsiveness (Spoonley et. al., 2005; OECD, 2001; Statistics New Zealand, 2002a; Jenson, 1998; New Zealand Immigration Service, 2004).

These positive elements are often contrasted with negative elements to describe the absence of cohesion. These include exclusion, isolation, non-involvement, rejection and illegitimacy. Inequality and economic disadvantage impacts on trust, participation, community cohesion and social capital (Letki, 2011; Lawrence, 2011; Demireva, 2015; Spoonley et. al., 2005; Larsen, 2014; Putnam, 2007; United Nations, 2012; Villalonga-Olives, Adams & Kawachi, 2016).

3.3.2 The role of social cohesion in community life

Fostering social cohesion requires striving for greater inclusiveness, more social participation and creating opportunities for upward social mobility. Tasan-Kok et. al. (2013)

also discuss ways of enhancing citizens' social mobility and the importance of policies to guarantee equal opportunities for individuals.

Promoting meaningful contact between people from different backgrounds is critical to building cohesion, as are opportunities to engage in society (OECD, 2001; Spoonley et. al., 2005; Statistics New Zealand, 2002a). Socially cohesive societies enhance the wellbeing of their members by ensuring that they are not excluded or marginalised. Cohesive societies are more effective at realising collective goals because they are better at protecting and including individuals and groups and therefore can take better advantage of the human capital of all their members (Stephan, Ybarra & Morrison, 2009; Plumb, Millinship Hayes & Bell, 2016; OECD, 2016).

When people from different backgrounds get to know one another and lead inter-connected lives, trust grows and communities thrive. Taking proactive steps to encourage people from different backgrounds and walks of life to meet and mix can create common experiences, which inspire shared identities (Plumb, Millinship Hayes & Bell, 2016). This is increasingly important in times of rapid population growth and change as rapidly growing populations can strengthen social cohesion or undermine it (Laurence & Bentley, 2015; Laurence & Bentley, 2016; Sturgis, et. al., 2014). Negative impacts occur where there is inequality and fear of difference, which can lead to a lack of connection or shared vision for a community, as well as social disturbances (Gooder, 2017). Meaningfully engaging with different ethnicities, age groups and socio-economic groups makes people more likely to view that group positively and put more faith in people as a whole (Social Integration Commission, 2015).

In 2016, around 8 out of 10 Aucklanders had a strong sense of belonging to New Zealand. 71 per cent of Aucklanders felt a sense of belonging to the region, while 55 per cent felt a sense of belonging to their neighbourhood. Aucklanders identified the importance of natural scenery and the environment, closely followed by the importance of freedom, rights and peace in New Zealand and sport and sporting achievements in defining New Zealand (Statistics New Zealand, 2017f).

3.4 Health and wellbeing

3.4.1 Introduction

The Auckland Plan aims to improve the health and wellbeing of all Aucklanders by reducing harm and disparities in opportunities. Good health and wellbeing has individual benefits in helping people be happy, healthy, connected and able to participate in activities that they value. Good health brings many benefits, including enhanced access to education and the job market, good social relations and a longer life. Good health is a resource that enables people to realise their potential and to contribute to the overall development of society. It also has wider benefits for society including lower health care costs and increased productivity. Poor health can limit potential, reduce happiness and drain resources across all sectors of society (World Health Organisation, 2017; OECD, 2017; Ryan, 2005; Ministry of Health, 2009).

Determinants of the health of a community include water supply, food safety, physical activity, housing, social integration, education, employment, safety, transport and access to facilities. Definitions of health can reflect cultural differences. For example, the Māori word for health ‘hauora’ includes tinana (body), wairua (spirit), hinengaro (mind/mental) and whānau (family), as well as land, language and environment (Ministry of Health, 2017). Rivers and other water bodies have spiritual and environmental significance to Māori, so care of waterways also has a public health impact for Māori (Ministry of Health, 2009).

Health is central to wellbeing and a person’s health can impact their ability to fully participate in society. Wellbeing is a complex, multi-dimensional concept, which encompasses broader aspects of an individual’s social, environmental, cultural and economic context (Grimes & Hyland, 2015; Ministry of Health, 2009). While there is no single formula for wellbeing, the OECD has identified 11 themes that are essential for wellbeing grouped under two broad headings:

- material conditions:
 - incomes and wealth
 - jobs and earnings
 - housing
- quality of life:
 - health status
 - work-life balance
 - education and skills
 - social connections
 - civic engagement and governance
 - environmental quality
 - personal security
 - subjective wellbeing (OECD Better Life Index, 2017b).

MSD’s Social Report provides a snapshot of current wellbeing in New Zealand. It uses similar domains but also includes a cultural identity domain recognising that issues of culture, belonging and identity are of fundamental importance to assessing wellbeing in New Zealand (MSD, 2016).

The OECD model makes a distinction between “here and now” and the future or the sustainability of wellbeing over time through its focus on four capital stocks that underpin future wellbeing outcomes: natural capital, human capital, economic capital and social capital. Intergenerational wellbeing is sustainable if the level of the capital stocks is not declining. To gain a meaningful picture of current wellbeing, it is necessary to know the distribution of outcomes across the population across multiple domains (Smith, 2018).

3.4.2 The role of health and wellbeing in community life

Social connections influence multiple and inter-related health outcomes, including health behaviours, mental health, physical health and mortality risk (Umberson & Montez, 2010; New Zealand Mental Health Foundation, 2017). The frequency of our contact with others and the quality of our personal relationships are crucial determinants of wellbeing (OECD Better Life Index, 2017a).

Developing social capital and connections can benefit a person's health in a number of ways. Relationships can create healthy social norms, help people connect with local services, provide emotional support, and increase knowledge about health within and across social networks (Umberson & Montez, 2010). Social ties can instil an individual with a sense of responsibility and concern for others that leads them to engage in behaviours that protect the health of others (Canterbury District Health Board, 2016; OECD, 2010).

Health inequalities can be defined as differences in health status or in the distribution of health determinants between different population groups. It is important to distinguish between inequality and inequity in health. Health equity means working to ensure that we all have a fair opportunity to be healthy, regardless of ethnicity, gender, income or the neighbourhood in which we live. People are not at equal risk for health behaviours, morbidity, and premature mortality. Some health inequalities are attributable to biological variations or free choice and others are attributable to the external environment and conditions mainly outside the control of the individuals concerned (WHO, 2018).

Supporting people to make healthy living choices can help establish long term habits (Healthy Auckland Together, 2017).

Life exposes us to social conditions that promote or undermine health, and over time these conditions accumulate to create growing advantage or disadvantage for health in socially patterned ways. Research has shown that higher levels of perceived social connectedness are associated with better immune responses, lower blood pressure rates and lower levels of stress hormones, all of which contribute to the prevention of chronic disease (Umberson & Montez, 2010; Uchino, Cacioppo & Kiecolt-Glase 1996). These processes unfold over the entire life course. Emotionally supportive childhood environments promote healthy development of regulatory systems, including metabolic, immune and nervous systems. Social support in adulthood reduces physiological responses such as cardiovascular reactivity to both anticipated and existing stressors (OECD, 2010; Umberson & Montez, 2010).

A lack of social connectedness can increase stress levels and lead to behaviour that increases health risks, such as increased substance use, or reduce healthy behaviours, such as eating well, exercising and getting adequate sleep. Isolation can also mask illness symptoms and increase the delay in seeking care (Canterbury District Health Board, 2016; Kawachi, 1999). Reducing the prevalence of behavioural risk factors such as consumption of alcohol and smoking, and increasing positive behaviours such as healthy diet and physical activity will translate into substantial health, economic and financial benefits. This

will also enhance a person's sense of belonging and ability to participate in society (Cadilhac, et. al., 2009).

3.4.3 Health, wellbeing and equity

People who are from a higher socio-economic status are more likely to experience lower mortality, morbidity and disability rates. People with higher levels of education and social capital are also less likely to engage in risky health behaviours, more likely to demonstrate healthy behaviours such as healthy diet and exercise and live a longer, happier and healthier life (Kaplan, Spittel & David, 2015; Canterbury District Health Board, 2016; Kawachi, 1999). Good health and feeling safe and secure all increase a person's likelihood of developing positive relationships (Ministry of Social Development, 2001). Breaking the cycle of generational poverty, increasing a person's access to opportunities and strengthening social capital within and across communities can provide an important avenue for reducing disparities in health (OECD, 2010).

In 2016, 80 per cent of Aucklanders rated their health positively, while 79 per cent rated their overall quality of life positively. Among those who had rated their quality of life negatively, common themes included poor physical health, issues with employment and poor financial wellbeing and housing. Those less likely to rate their quality of life positively were of Pacific (71%) or Māori (66%) ethnicity. Those of Pacific (33%), Asian/Indian (32%) and Māori (31%) ethnicity were also less likely to rate their health positively (Auckland Council, 2016b).

Nine indicators are used to provide a picture of the current state of New Zealanders' health (MSD, 2016). These are:

- life expectancy
- health expectancy
- suicide
- self-rated health
- psychological distress
- obesity
- cigarette smoking
- potentially hazardous drinking and
- participation in physical activity.

Although health outcomes have generally improved in recent years, inequalities still persist. Poor health outcomes for Māori and Pacific people are still unacceptably high compared with the rest of the population, and rates of youth suicide and disease and death from smoking (particularly among Māori and Pacific people) remain a problem (MSD, 2016; Human Rights Commission, 2010). In Auckland, obesity rates have continued upwards for adults and in children aged 0 to 14 years old (Healthy Auckland Together, 2018a).

An engaged and empowered community is one in which individuals and organisations apply their skills and resources to gain increased influence over the determinants of health, address health priorities and meet their respective health needs (Tasmanian Government, 2015). Many of the complex, interactive determinants of health and wellbeing

arise at the community level. A wide range of central and local government agencies, the private sector and the voluntary and community sectors all play an important role in promoting public health and wellbeing (Ministry of Health, 2009). For example, Healthy Auckland Together is a coalition of 26 organisations representing local government, mana whenua, health agencies, NGOs, university and consumer interest groups working together to “change policy, infrastructure design and planning...(to) encourage physical activity and good nutrition” (Healthy Auckland Together, 2018b). To reach a state of complete physical, mental and social wellbeing, an individual or community must be able to identify and to realise aspirations, to satisfy needs, and to change or cope with the environment (Ryan, 2005).

3.5 Equity and equality

3.5.1 Introduction

Equity and fairness are often viewed as core values of New Zealand society (Treasury, 2015a). Although there are various definitions of equity, the term is used in the Auckland Plan 2050 to mean equality of opportunity, enabling all to participate in society in a way that they value or giving people a ‘fair go’ (Treasury, 2015a). It also encompasses support for the most vulnerable members of society and directing resources to where they will have the greatest impact. Increasing equity involves extending the range of opportunities and choices available, building the capability of individuals, whānau and communities and addressing barriers that prevent people from making the most of their life chances.

Equity can also focus on equality of outcomes or on the end results. A lack of equity is often visible through inequality in outcomes. Looking at the spatial and non-spatial distribution of outcomes provides insight into where inequities exist and how to reduce disparity between different groups of communities (e.g. disparities in life expectancy or educational performance between low and high income groups or different ethnic groups).

Socio-economic inequality is a measure of the distribution of resources among social groups and is correlated with a large number of negative consequences and societal problems, including health and life expectancy, social cohesion and trust, educational performance and employment, crime and social, cultural and civic participation (Pickett & Wilkinson, 2009; OECD, 2014a). Inequality measures compare the difference between people in order to arrive at a measure of the relative difference in a society. A more equitable distribution of outcomes contributes to social cohesion and reduces the potential for tension.

OECD research shows that when income inequality rises, economic growth falls. As such, “policies that help to limit or reverse inequality may not only make societies less unfair, but also wealthier” (OECD, 2014b, p.3). Increasing access to public services, such as high-quality education, training and healthcare, constitute long-term social investment to create greater equality of opportunities in the long term.

3.5.2 The role of equity in community life

There is a close link between equality and social cohesion as measured by the level of trust between members of society. It has been suggested that more equal societies have better health because they are more socially cohesive (Wilkinson, 1996). Increasing equity and social cohesion are two separate but related domains within the Treasury's Living Standards Framework. It notes that "social cohesion, social infrastructure and community involvement are important for promoting inclusiveness and equitable outcomes" (Treasury, 2015a:2).

In New Zealand, the Quality of Life surveys suggest that people's trust for each other has been historically strong but has fallen [from 78 per cent of people saying that people can usually or always be trusted in 2008, to 65 per cent in 2012 and 2014] (Nielsen, 2009; Nielsen, 2013; Nielsen, 2015). The percentage for Auckland is slightly lower (63%) although this trend may continue as inequality worsens and becomes more entrenched (Nielsen, 2015).

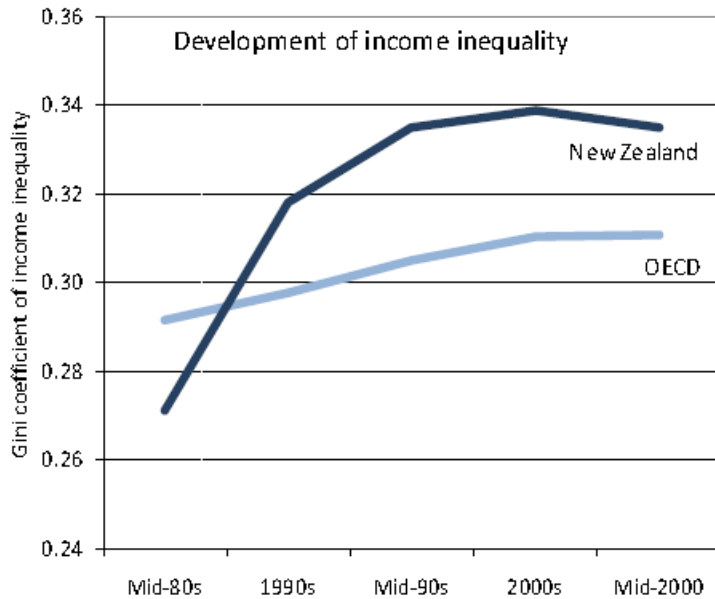
A 2013 survey noted that 71 per cent of New Zealanders believe the gap between rich and poor in New Zealand is widening and 50 per cent were very concerned with growing inequality in New Zealand (UMR Research, 2013).

3.5.3 Equality and equity

Historically, socio-economic inequality has been measured through differences in incomes. Although income does have a significant impact on an individual's ability to participate in society, there are other outcomes that can affect the wellbeing of Aucklanders. The Treasury's Living Standards Framework encourages policy makers to look beyond income measures and consider other factors like wealth, education, employment and health and consider barriers that might limit equity in key areas [such as access to the law, to health institutions, or educational opportunities] (Treasury, 2015a). This can be extended to consideration of the spatial (or distributional) impacts of policies and programmes on outcomes. Similarly, the growing proportion of household income spent on housing means that simple measures of income inequality fail to capture the whole picture of relative wealth within Auckland.

The Gini co-efficient of inequality of income is one measure that is used to assess relative inequality. Figure 4 shows that New Zealand became rapidly more unequal through the late 1980s and the 1990s, the most significant increase in inequality anywhere in the OECD. However, this trend levelled off during the mid-2000s.

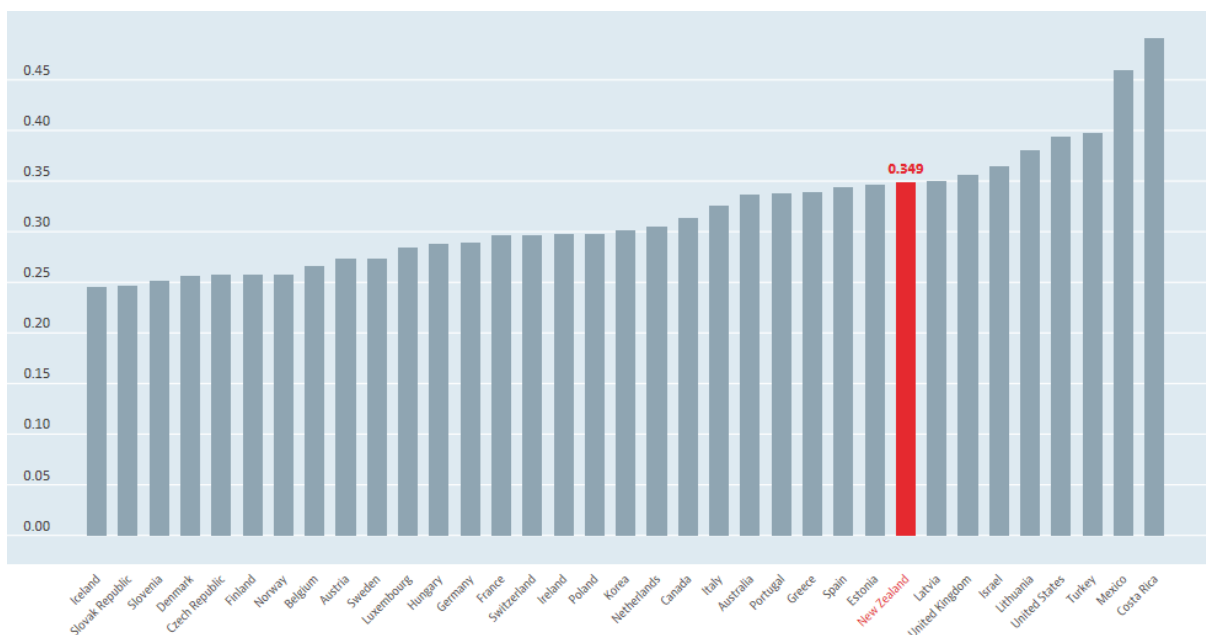
Figure 4: Income inequality in New Zealand compared to OECD average



Source: OECD (2008) Growing unequal? Income distribution and poverty in OECD countries - country note: New Zealand

Figure 5 shows that New Zealand is relatively unequal in comparison to other developed nations. New Zealand's Gini coefficient was at 0.34 in 2014, at about the same level as Australia or Spain. This level of inequality is above average for OECD nations (OECD, 2017d).

Figure 5: Gini coefficients of OECD nations⁵

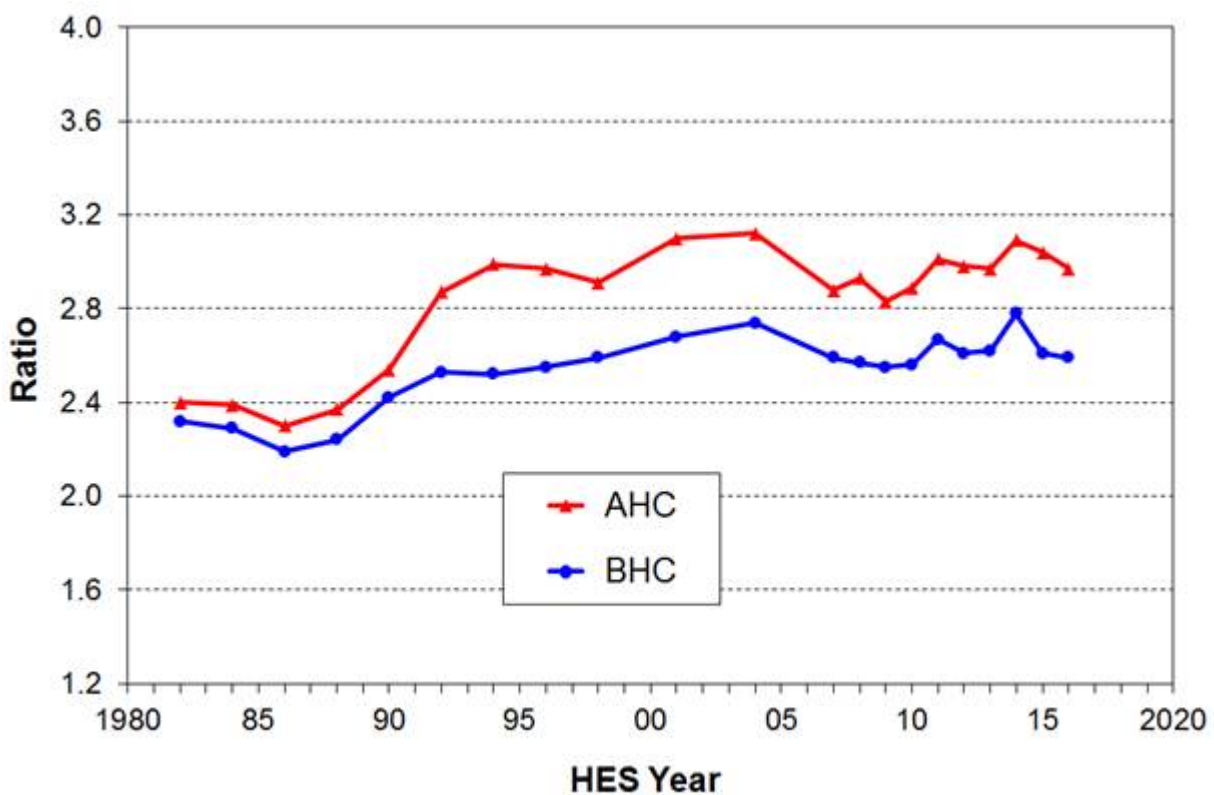


Source: OECD (2017d) Income inequality and poverty, IDD (Income Distribution Database) data update

⁵ The Gini coefficient indicates the level of inequality or dispersion within a region's income distribution. A Gini coefficient of zero means perfect equality, where everyone has exactly the same level of income; a Gini coefficient of one (100%) means that only one person/household is earning all the income.

In general, there is little research looking at regional differences in inequality within New Zealand. The Gini coefficient for Auckland has remained relatively constant at 0.3 from 2001-2013 (Murray & Cardwell, 2015). Measuring the Gini coefficient before housing cost (BHC), New Zealand has remained roughly at this level over the past two decades. However, after deducting housing costs (AHC incomes), household incomes trends tell a different story, especially for low-income households – see Figure 6 (Ministry for Social Development, 2017b). Research conducted by the University of Waikato (utilising a range of measures) suggests that Auckland may be growing more unequal in terms of incomes (Alimi, Maré & Poot, 2013).

Figure 6: Income inequality in New Zealand: the P80/P20 ratio, 1982 to 2014, total population (HES – Household Economic Survey)



Nationally, Auckland has the highest median household income from all sources (\$76,500). However, Auckland also has the highest proportion of people with an annual income of \$15,000 or less (31.3%) (Statistics New Zealand, 2014b). The Quality of Life Survey 2016 found that while over a third (37%) of Aucklanders considered that they have *more than enough* or *enough money* to cover the costs of their everyday things such as accommodation, food, clothing and other necessities, a similar proportion (37%) say they have *just enough money*. About one in five (21%) Aucklanders say they do not have enough money to meet their everyday needs. Those more likely to say that they do not have enough money to meet their everyday needs are living in the Māngere-Ōtāhuhu (48%) and Ōtara-Papatoetoe (35%) local board areas (Auckland Council, 2016b).

Inequality in Auckland also has an ethnic component. Table 2 shows that median personal incomes for Europeans were significantly above other ethnic groups in the 2013 Census.

Similarly, the Quality of life Survey 2016 found that those more likely to say they do not have enough money to meet their everyday needs are of Pacific (37%) or Māori ethnicity (34%) (Auckland Council, 2016b). The differences in Auckland’s wealth may also in part be explained by the fact that the population of Auckland tends to be younger than that of the rest of the country.

Table 2 Median personal income by ethnic group (Auckland and New Zealand)

Median personal income 2013 Census	Auckland Median income (\$)	New Zealand Median income (\$)
Ethnic group		
Total population	29,600	28,500
European	36,500	30,900
Māori	22,500	22,500
Pacific peoples	18,900	19,700
Asian	19,600	20,100
Middle Eastern/Latin American/African	19,100	19,800
Other ethnicity	41,500	37,100

Source: Statistics New Zealand (2013)

Internationally, many cities have developed initiatives to address inequality (e.g. living wage, aligning labour markets to industries, fairness commissions). A significant portion of Auckland Council’s work already helps to reduce or mitigate inequality, but there are opportunities for more intentional work in this space (Auckland Council, undated).

3.6 Opportunities for people to meet, connect, participate in and enjoy community and civic life

3.6.1 Introduction

The Auckland Plan 2050 proposes a focus on providing opportunities for people to meet, connect, participate in and enjoy community and civic life.

The New Zealand Urban Design Protocol aims to make New Zealand towns and cities “healthy, safe and attractive places where business, social and cultural life can flourish” (Ministry for the Environment, 2005, p.2). The protocol is a formal undertaking between the various signatories to support and demonstrate the principles outlined in the document and to make progress towards achieving its vision. The Auckland Design Manual (Auckland

Council, 2018), and managing statutory decision-making processes, ensures quality urban design outcomes at the local level.

Good planning and quality urban design has social and cultural benefits by creating well-connected, inclusive and accessible places (Ibid: 7). It can enhance safety, reduce crime and fear of crime and enhance civic pride. It can help us avoid some of the problems of the past including a lack of distinctive identity, social isolation and reduced physical activity with its associated health-related problems. Poorly designed places “limit the spread of social benefits ... and may even create social (and economic) costs” (Ministry for the Environment, 2005b: 18). Other literature, such as the CABA/DETR study, point to the social value of good urban design including greater city pride, social inclusiveness and wellbeing, increased vitality and safety, and the satisfaction gained by both residents and visitors from the availability of amenities and facilities (Carmona et. al., 2001).

3.6.2 The role of places and spaces in community life

The quality of Auckland’s public space and places has a role in promoting social cohesion. People, the ways in which they use Auckland’s streets, squares, parks and other public open space and the meanings they attach to places encompass the social dimensions of the environment. Social value or the ways in which communities understand and value places are often rooted in stories, events, practices, genealogies and spiritual associations that generate specific, often localised, meanings (Jones, 2017). They are therefore embedded in social relationships and are reworked in everyday contexts where they are passed within and between generations. Attaching meanings to specific localities is also integral to people’s sense of identity, belonging and attachment to place (Johnston, 1994). Studies show that people’s sense of place is made up of locally constituted meanings and values (Harrison 2004; Waterton 2005) and these can be contested over time. Similarly, places can hold multiple values for residents and that these vary significantly between ethnic groups.

Gehl and Gemzøe demonstrate the relationship between the quality of public open spaces and the amount of use they attract (Gehl & Gemzøe, 2000). The public realm provides an inclusive setting for cultural, social, recreational and commercial interaction. As Carr et. al. state, “our parks and plazas and main streets can be precious social binders, which help create and sustain a coherent and inclusive public culture” (Carr et. al., 1992, p. 345).

The evidence suggests that denser urban areas provide opportunities for more social connectedness and vitality (UK Urban Task Force, 1999). A denser urban environment can contribute to greater social connectedness and higher levels of physical activity, and these in turn, have the potential to yield gains in health.

Quality places and spaces provide formal and informal opportunities for social and cultural interaction. Places and spaces have the potential to maintain and enhance social cohesion as sites where people come together. They facilitate casual exchange and encourage encounters between different groups who would not otherwise come into contact with each other. These include streets, markets, shopping areas, neighbourhood parks, community

centres, GP surgeries and outside the school gates. They encourage different groups of people to meet and interact across potential divides such as ethnicity. Public and voluntary bodies also play a role in bringing people together around communities of interest (Cooke and Spencer, 2006).

Places and spaces promote social connection by being accessible, well used and safe. They should be inclusive places and spaces that respect and celebrate Auckland's diversity and are accessible to all Aucklanders, offering opportunities for young and old, people on low incomes and people with disabilities to interact.

3.6.3 Neighbourhood identity

Successful cities have strong and locally distinctive identities that build on the unique strengths and characteristics of each neighbourhood. They offer choice among a wide range of distinct places and experiences (Ministry for the Environment, 2005b).

Neighbourhood character is important because urban neighbourhoods provide an important source of 'identity' or 'meaning' for their residents (Gharai, 1998). They reflect our heritage, culture and increasingly diverse multicultural communities.

Heritage, particularly built heritage, anchors our sense of history and place and helps define what is unique and distinctive about Auckland. Good planning and urban design reflect the unique identity of each neighbourhood and reinforce the positive characteristics that make each place distinctive. This in turn reinforces a strong sense of identity among local residents, fosters local pride, integration, civic engagement and confidence, and stimulates innovation and creativity (Commission of the European Communities, 2004).

In 2016, nearly eight in ten (79%) Auckland respondents agreed that their local area is a great place to live (Auckland Council, 2016b). In addition, almost two thirds (65%) of Aucklanders agreed that they have a sense of pride in the look and feel of their local area although this varied by local board area. The most common reasons among Aucklanders who have a sense of pride in their local area are that *there are plenty of parks, green or open spaces / gardens* (57%) and that it *provides a good overall lifestyle* (57%).

3.6.4 Opportunities for interaction

Amin argues that much of the negotiation of difference occurs at the very local level, through everyday experiences, social contact and encounters (Amin, 2002). Similarly, Vertovec emphasises the importance of such "everyday practices for getting-on with others in the inherently fleeting encounters that comprise city life" (Vertovec, 2007:3). These include "simple forms of acknowledgement, acts of restricted helpfulness, types of personal consideration, courtesies, and 'indifference to diversity'" (Ibid:3). A measure of social cohesion includes whether people feel comfortable in meeting and mixing on a day-to-day basis in a range of settings. For example, places of regular association such as the workplace, schools, colleges, youth centres, sports clubs are likely to promote interaction (Amin, 2002). However, contact is a necessary but not sufficient condition for understanding. Greater understanding and connection are likely to come about when

people are encouraged to step out of their routine environment into other everyday spaces in new settings.

A number of bodies argue that “deep and meaningful interaction between people who come from different backgrounds is key to fostering a sense of belonging” (The Commission for Racial Equality, 2007, p.25). Regular interaction can have a positive influence on attitudes to difference among varied groups. The continuity of such relations over time, and the spaces that support them, is vital to building trust. The UK Commission on Integration and Cohesion also highlighted the importance of positive interactions that are in-depth, sustained and acknowledge differences (Commission on Integration and Cohesion, 2007). They also highlight the importance of shared activities, common issues and activities that take place in everyday, safe contexts.

Several authors suggest that a strong sense of neighbourhood identity encourages residents to become more actively involved in managing the urban environment (Gharai, 1998). This encourages greater participation in community and cultural activities, and enhances civic pride and commitment to the community. Encouraging people to participate in making decisions that affect them ensures that council services are more responsive to users’ needs. Alexander notes that people tend to take responsibility for places if they have a stake in or feel they own it leading to an enhanced sense of community (Alexander et. al., 1987).

In 2016, just over three quarters (77%) of Aucklanders agreed that it is important to feel a sense of community with the people in their local neighbourhood. However, just over half (56%) agreed that they actually feel a sense of community with others in their local neighbourhood. Similarly, the majority of Aucklanders noted that they have had some positive contact with people in their neighbourhood within the last 12 months such as a nod or saying hello. While 41 per cent have had positive contact (e.g. a visit, or asking each other for small favours) and 19 per cent have had *strong positive contact* (e.g. support or close friendship), less than one in ten (8%) Aucklanders reported having *some negative contact* with people in their neighbourhood (e.g. not getting on with them).

The survey also asked respondents if they had ever felt lonely or isolated over the last 12 months. Seven per cent of Aucklanders felt isolated ‘always; or ‘most of the time’. However, an additional 27 per cent felt isolated sometimes’. Those more likely to feel isolated were aged 18-24 (13%) (Auckland Council, 2016b).

3.7 Accessible services and social and cultural infrastructure

3.7.1 Introduction

The Auckland Plan 2050 proposes to focus on providing accessible services and social and cultural infrastructure that are responsive in meeting people’s evolving needs. Infrastructure refers to the basic facilities and services needed for the functioning of a community or society. Social and cultural infrastructure is a subset of the infrastructure

sector and typically includes assets that accommodate a range of services. For example, cultural infrastructure includes assets such as facilities and collections that support delivery and access to a range of arts, cultural and heritage experiences, activities, services and resources (e.g. arts and cultural facilities and venues, marae, libraries, art galleries, museums, concert halls, art spaces and performing arts centres and theatres). It also includes technological infrastructure and virtual spaces that support connectivity and access to digital and online resources and collections (Warfield, Shultz & Johnson, 2007).

However, unlike other infrastructure, which is primarily based around large built projects, social and cultural infrastructure tends to operate as a network of components such as community facilities and libraries that provides the means to connect and strengthen local communities (Auckland Council, 2011). It is multi-layered in that one facility may meet three or four different needs and is delivered by a wide range of agencies. To be effective, services and facilities must be tailored to the needs of each community.

Most social and cultural infrastructure is catchment based. Funding constraints and operational considerations mean that social and cultural infrastructure is often clustered in centres where it can service a number of smaller catchments. Social services and facilities generally operate within a hierarchy of provision, with different scales of infrastructure servicing varying sized catchments. Catchments refer to both geographical areas and the size of the population serviced.

For example, primary schools, childcare centres, community halls and local shops usually service local catchments; secondary schools and larger community facilities service sub-regional catchments; and larger facilities, such as central libraries, museums, hospitals, universities, correctional centres and sports stadia service sub-regional or regional catchments. Understanding future catchment sizes and the likely composition of the future population in areas prioritised for growth provide social and cultural infrastructure providers with more certainty about the nature and timing of growth. However, detailed planning will often occur as part of master planning and/or structure planning exercises.

3.7.2 The role of social and cultural infrastructure and services in community life

Social infrastructure is vital to the delivery of public services. Social and cultural infrastructure and services enhances the wellbeing of families and communities by encouraging and supporting community networks and activity, connecting people and reinforcing local community identity.

The international literature suggests that social infrastructure may be even more important for the successful development of a knowledge-based economy than 'traditional' infrastructure such as roading, stormwater and waste water (Smart Growth, 2009). There is growing recognition that investment in social infrastructure is essential for the health, wellbeing and economic prosperity of communities (Queensland Government, Office of Urban Management, 2007). It plays an important role in bringing people together, developing social capital, maintaining quality of life and developing the skills and resilience essential to strong communities.

Social and cultural infrastructure, and the services they provide, produce a broad range of benefits. They:

- **provide benefits to individuals** – people tend to be more ‘hired, housed, healthy and happy’ if they have access to social and cultural infrastructure. Health service provision through to facilities that encourage physical activity and/or social interaction have positive spillovers for society (e.g. lower health and welfare expenditures, and higher tax receipts).
- **increase sense of belonging, inclusion and social cohesion** through encouraging the formation of new groups, facilitating community interaction, building community cohesion and relationships and linking the community to wider networks through events, programmes, local networks and activities. This strengthens the economy because it makes social disorder less likely.
- **support diverse communities and contribute to sense of identity** – libraries, marae, and other arts and cultural institutions enable participation in a range of activities and provide opportunities for creative and cultural expression, which strengthen individual and community identity. Providing opportunities for people to interact with a mix of cultures, ages and skills assists with integration of new and existing communities.
- **support democratic participation and citizenship** through voting, taking part in civic affairs and standing for election.
- **can reduce the burden on government**, i.e. through strengthening families and communities and encouraging social cohesion. Social norms can be a strong influence on individual decision-making (although norms can be negative as well as positive). Improved health contributes to higher productivity.
- **reduce transaction costs** by promoting cooperative behaviour as well as facilitating and diffusing knowledge and innovation (e.g. allows society to function more efficiently, including business and social transactions).
- **boost community resilience** and regeneration in times of adversity.
- **enhance New Zealand’s international reputation** and attract immigration, trade/business and tourism (e.g. talented professionals are attracted to vibrant cities) (New Zealand Treasury, 2013).

Social and cultural infrastructure can also have a broader role in shaping the development of a community by providing focal points helping to define its identity and character (City of Melbourne, 2014). For example, social infrastructure can be used as a ‘community anchor’, attracting retail, business and services, which support local centres; economic viability and vitality.

Conversely, low levels of social infrastructure:

- **may limit social and economic opportunities**, cause markets to work less efficiently and marginalise some groups
- **can reinforce existing inequalities**
- **may lead to less growth** in the level of living standards than there otherwise would be, all other things being equal (New Zealand Treasury, 2013).

While these benefits are always valuable, they are particularly important at a time of significant social change and financial pressure. To fully realise these benefits, social and cultural infrastructure and associated services must be broadly accessible to users. This

means both that the user can engage and that the service or social and cultural infrastructure is appropriate to their needs.

3.7.3 National context

The Local Government Act 2002 enables local authorities to play a broad role in meeting the current and future needs of their communities for good-quality, local infrastructure and local public services. A local authority must, as part of its long-term plan, prepare and adopt an infrastructure strategy for a period of at least 30 consecutive financial years⁶. Its purpose is to identify significant infrastructure issues for the local authority over the period covered by the strategy and options for managing those issues. The infrastructure assets to be covered by the strategy include any other assets that the local authority, in its discretion, wishes to include in the strategy. These assets can include social infrastructure, for example, community facilities and parks (Office of the Auditor General, 2015).

Auckland Regional Amenities Funding Act 2008 established a mechanism to provide funding to support the on-going sustainability of the organisations named in the Act who deliver arts, culture, recreational, heritage, rescue services and other facilities and services to the wider population of the Auckland region.

The government is the main provider of education, health, justice, police and emergency services, personal welfare services and higher level cultural/exhibition facilities. Central government accounts for the majority of the social sector expenditure in Auckland. Funds for new services are provided by government agencies based on expressed needs and current policy priorities. The previous government's focus has been on ensuring "the best possible return on investment in the social sector to maximise Auckland's human and economic potential" (New Zealand Government, 2011). Long Term Investment Plans have recently been introduced, which outline agencies' investment priorities to support the delivery of an agency's or sector's strategy.

The National Infrastructure Plan 2015 reaffirms the previous Government's long-term vision that "New Zealand's infrastructure is resilient and coordinated and contributes to a strong economy and high living standards" (National Infrastructure Unit, 2015, p.4). Social infrastructure is identified as one of six infrastructure networks. The plan emphasises the importance of social assets in underpinning service delivery and the role of 'fit for purpose' education, health and justice networks in making a key contribution to social wellbeing. The plan proposes to explore options to support long-term, integrated regional infrastructure plans incorporating central and local government objectives.

The private sector is increasingly involved in the development and operation of some social infrastructure. For example, the new prison at Wiri was built and operates under a public-private partnership (PPP). The private sector also has a role in service provision, including medical, allied health, education and training services.

⁶ Local Government Act 2002, Section 101B(1)

3.7.4 Auckland context

Auckland Council is a pivotal player in planning and co-ordinating social and cultural infrastructure provision at the local level. The council has a key role in the development of social and cultural infrastructure to ensure the provision of quality infrastructure for all. In addition, the council provides community, cultural and health and community safety services that enhance the quality of life for all residents, including libraries, community and sports and recreational services, information, events, emergency recovery and health promotion activities.

Auckland Council provides a wide range of facilities that benefit the community, including community centres, venues for hire and rural halls, arts and cultural facilities, libraries, recreation centres, sports fields and swimming pools. Auckland Council has over 350 community facilities that provide community, arts, library, aquatic and leisure services. Most of these facilities are owned and directly managed by the council, but a substantial number – around 300 – are owned and/or operated by community groups, sports organisations and schools through some form of ‘facility partnership’ with the council. Sports club facilities, marae, churches and schools also have a strong presence in communities and fulfil similar roles to council’s network of community facilities (Auckland Council, 2015). A wide range of social infrastructure is also provided by the community sector including community groups, charities and churches.

There have been a number of developments intended to support planning for social services and infrastructure since the Auckland Plan was adopted in 2012. For example, a new business unit has been established within the Ministry of Health to focus on regional planning and health infrastructure investment (National Infrastructure Plan, 2010). Increased coordination with Ministry of Education in development of the Future Urban Land Supply Strategy has informed planning for new schools. For example, the Ministry is developing an Auckland Education Growth Plan to identify how growth in Auckland’s school age population can be managed over the next 30 years, along with a 10 year infrastructure investment and network management plan.

Various Auckland Plan supporting plans and strategies are now in place in relation to particular types of social infrastructure, such as libraries, community facilities, sports and recreation facilities and public open space. For example, a *Sport Facilities Investment Plan* is being developed to guide council’s future investment in sports facilities. There have been some significant improvements in asset management although the approach across agencies continues to mature. The council’s Community Provision Forum (CPF) has been initiated to enable a collaborative, cost effective and efficient mechanism to provide quality advice on the integrated delivery of community services outcomes.

A number of new models of infrastructure delivery have emerged in recent years with regard to co-location (e.g. development of a new aquatic centre and library as part of the Ōtāhuhu recreation precinct). There has also been a greater emphasis on provision of the virtual library as an important information resource complementing the physical presence of libraries in each community. The council has invested in over 75 facility partnership

projects over the past three years, with an investment of \$27 million towards total facility development of \$76 million (National Infrastructure Unit, 2016). A partnerships project has been established to improve utilisation of community and school facilities with Sport NZ, Aktive – Auckland Sport & Recreation and the Ministry of Education.

3.7.5 Key issues in the provision of social and cultural services and infrastructure

Population growth is a significant driver of the demand for social and cultural infrastructure and services across the region as a whole and across various sub-sets of the wider population.

Auckland's continued growth and change will inevitably increase demand on services and infrastructure, and place pressure on providers to expand provision. It is essential that social services and infrastructure provision continues to maintain and enhance community wellbeing and responds to the diverse and changing needs of communities. Planning for future growth helps manage increasing demands on the use of existing social infrastructure and potential conflicts between different users of the same space.

Understanding the future social and cultural infrastructure needs of the city's growing population is critical. Maintaining and expanding Auckland's existing social and cultural infrastructure in a way that is effective and affordable will be a key challenge over the life of the Auckland Plan. However, it is important that this challenge is accepted given the critical benefits discussed above. Sustained, long-term effort to ensure that service supply grows with demand is required to meet the needs of existing residents, as well as new residents migrating to the region.

The National Infrastructure Unit found that there are opportunities to improve decision-making regarding social infrastructure investment (National Infrastructure Unit, 2011), specifically, regarding investment analysis, funding mechanisms, coordination, and accountability and performance.

Key issues include land acquisition and the timing, sequencing and location of key social infrastructure such as hospitals and schools. Accessibility is also a key consideration. Understanding how population growth impacts on existing facilities and networks and areas where there are gaps in service coverage is critical in planning and delivering social infrastructure and services in a consistent, timely and co-ordinated manner to support growth. There is also a need to address the capacity of existing social infrastructure in areas where population growth has already outstripped supply.

It is important that the right facilities are provided at the right time in the right location. While central government agencies plan at a variety of scales for the short to medium term, some social infrastructure providers' planning tends to be reactive rather than proactive, requiring a critical mass of population to make new services feasible. It can be difficult for social infrastructure providers to anticipate when and what type of growth is going to occur and how to provide for this. In addition, some plans / strategies have defined levels of service for different types of centres and areas. However, other plans are more project-focused and lack spatial reference (Waitakere City Council, 2007).

There are limited mechanisms to help plan and co-ordinate social and cultural infrastructure planning across the wide range of providers. There is also a lack of shared understanding between providers of the opportunities to be gained in collaboratively planning and delivering social infrastructure (e.g. integrated delivery of services, accessibility, efficient use of infrastructure). Mechanisms used to coordinate planning and funding in the transport sector should be extended to the social infrastructure sector.

Operating in a fiscally constrained environment requires an efficient and effective use of resources in delivering better outcomes. There is a need to expand the range of infrastructure funding options available in order to provide a secure funding environment for delivery of timely, co-ordinated social services and infrastructure.

Changing demographics and intensification without complementary increases in the provision of social infrastructure has resulted in inadequate infrastructure to meet residents' needs (Auckland Council, 2016a). There are existing gaps in the network, which means that some communities have lower levels of accessibility than others. A number of council-owned facilities are old or in poor condition and may require investment to meet standards and remain operational. Others have physical limitations on how they can be used and may be difficult or expensive to operate.

The availability of land and suitably located sites can be a barrier to providing new social infrastructure in existing areas (Auckland Council, 2016a). Some land intensive social infrastructure such as educational and large scale health facilities need to be planned for in advance of new residential development. Rising land values mean that securing land for facilities in inner urban and urban infill areas is difficult. Retrofitting social facilities into existing areas where land is limited is difficult and expensive. Planning ahead will reduce the likelihood of increased costs in both development and future urban areas. Designating or setting aside land at the outset of development is more cost-effective than trying to purchase land later on.

Auckland's demographic composition is changing and there is an increasing diversity among age groups and ethnicities. This involves recognising and providing for different needs and expectations resulting from a larger and a more diverse population. The changing nature of the population will generate demands for new, and in some cases different, types of social and cultural services and infrastructure. Auckland comprises a series of interconnected communities, each with its own demographic profile and unique needs. As such, there is a need for integrated planning with key regional and community partners at both the Auckland-wide and local level.

In particular, Auckland's population ageing is a key trend that will impact on the provision of services and social infrastructure. For example, a growing proportion of older people is likely to increase the need for health and aged care services (New Zealand Government, 2011). This may also include services that support 'ageing in place', or enable people to remain living in their home and in their local community as they age. However, there is also likely to be an increase in services associated with fit, active and healthy lifestyles,

continuing education and volunteering as people live longer and lead healthier lifestyles (Waitakere City Council, 2007).

Similarly, the proportion of local communities that are children and young people varies significantly across Auckland's 21 local board areas. The four local board areas that constitute the Southern Initiative area have the highest proportions of children and young people. These four areas are Māngere-Ōtāhuhu (45.4%), Ōtara-Papatoetoe and Manurewa (both 43.2%) and Papakura (39.2%). In addition, Henderson-Massey also had a relatively high proportion of children and young people (37.6%) (Auckland Council, 2016c). This in part reflects the high proportion of Māori and Pacific peoples living in these areas and their younger demographic profile. It also indicates higher demand for services for children, young people and their whānau.

Limited accessibility, affordability and inflexible policies around the use of existing assets and facilities deter different communities from using these to their full capacity. These are common barriers to the use of social infrastructure for children, young people, older people and disabled people.

Areas of high socio-economic disadvantage tend to be more reliant on social services and infrastructure than other areas. However, these areas typically have less access to all amenities and infrastructure such as social facilities, employment opportunities, affordable housing and transport options, exacerbating negative social issues. There is also a need to provide adequate access to, and levels of, social services and infrastructure to support the needs of families settling on the affordable urban fringes and in rural towns.

As Auckland grows, the availability and ease of access to social and cultural infrastructure becomes increasingly important to strengthen local identity and character, to create vibrant places for people to meet and participate in community activities, and to enhance community wellbeing. While there will be a range of needs in local communities, many services are likely to be delivered through the main centres. Locating social and cultural infrastructure within existing centres addresses a range of social needs by facilitating access to services, reducing the length and number of private vehicle trips and creating a sense of community.

We need to ensure that people have easy access to a range of social and cultural infrastructure across the city. Enhanced public transport connections improve access to social and cultural infrastructure. Transport options from the suburbs into the main centres will become increasingly important. The provision of local, multi-use spaces that can be used by a range of community-based organisations reinforces community resilience. Planning future growth and provision of social and cultural infrastructure around centres, public transport options and high quality walking and cycling networks creates positive social, economic and environmental outcomes, such as an inclusive community and increased use of assets.

Individual components of social infrastructure are often considered in isolation, and as a result, opportunities for synergy and more efficient use of resources between service

providers are missed. There are opportunities to further co-locate services to strengthen the development of community focal points or local hubs while enhancing the effectiveness and efficiency of service delivery. Similarly, the creation of multi-use facilities can help to ensure residents have easy and convenient access to an appropriate range of services in their locality while ensuring that public funds go further. Non-council facilities also play a significant role in meeting community needs and should be considered as part of future provision. Advances in communications technology will also impact on how we deliver services and use social assets such as libraries and schools (National Infrastructure Unit, 2015).

3.8 Support and work with communities to develop resilience

3.8.1 Introduction

Individuals, whānau and communities increasingly expect to have more influence over decisions that affect their wellbeing and to play a more active role in delivering on outcomes (Cityscope Consultants & Trotman, 2006; Superu, 2015; McKinlay Douglas Ltd, 2014; Auckland Council, 2017c). In 2016, two thirds (66%) of Aucklanders agreed that they would like to have more of a say in what Council does, an increase from 57 per cent in 2014 (Auckland Council, 2016b). This is part of an international trend where active community engagement is increasingly embedded in local government planning, decision-making and delivery of local services. Giving people a sense of ownership over their local community can help to achieve better outcomes and foster a stronger sense of community (Laverack, 2006; Helling, Sorreno & Warren, 2005; World Health Organization, 2009; Scottish Government, 2009; I&DeA, 2010; New Economics Foundation, 2010; DIA, 2011).

Community-led development is a sub-category of community development that is a 'whole of community', cross-sectoral, outcome-driven and place-based approach that emphasises the importance of community leadership (Loomis, 2012; SUPERU, 2015; DIA, 2016). It is about "working together in place to create and achieve locally owned visions and goals" (Inspiring Communities, 2013a, p.8). It also seeks to address broader structural processes that impact on communities that can exacerbate local problems and hinder their future development prospects (e.g. growing inequity, housing affordability and social exclusion).

Supporting local leadership means that the community leads by identifying the issue or issues they want to address, the outcomes they want to achieve, and the process for getting there (Casswell, 2001). It puts community leadership front and centre in achieving long-term, local development. Similar principles and approaches have also been applied to communities of interest or identity.

The literature differentiates between activities that focus on achieving outcomes identified by the community and activities that build community capacity, strengthen relationships, leadership and networks leading to the development of social capital (Casswell, 2001; DIA, 2011; Superu, 2015). However, in practice, the process is as important as the outcomes sought. Community-led development makes an "active and substantial contribution

towards the ways in which people work as well as the outputs and outcomes they achieve together” (Inspiring Communities, 2013b, p.4).

Community development in New Zealand has been heavily influenced, provided and funded by government (Superu, 2015). There have been a wide range of community development programmes undertaken by various government departments and ministries. The Department of Internal Affairs⁷, the Ministry of Social Development⁸, the Department of Labour⁹ (now part of the Ministry of Business, Innovation and Employment), the Ministry of Health¹⁰ and Te Puni Kōkiri¹¹ have funded a range of government-initiated community development and community-led development projects over the last 20 years. Some of these have been initiated or administered by the government to meet government objectives rather than being led by and responsive to the needs of communities. There is also the issue of overlap and competition between various ministry frameworks. Government has also provided community development advisory services and funding for community and voluntary organisations. In addition, service provision has been contracted by government to local provider organisations (e.g. Whānua Ora) (Loomis, 2012).

The role of local government is also central to creating strong communities. Supporting active and engaged citizens within communities requires engagement at a local level. The involvement of local authorities in community development in New Zealand dates from the 1970s (DIA, 2011)¹². Local government in Auckland has a long history of community development. The former councils each had different community and social development models, reflecting the diversity of Auckland’s communities and governance (Auckland Council, 2014b). More recently, Auckland Council is playing a stronger role with a focus on local governance and place-based approaches. For example, Auckland’s local boards provide a level of community governance alongside the governing body’s Auckland-wide decision-making role. Local boards play a critical role in strengthening local communities and supporting community-level initiatives through providing grants and facilities.

The methodological challenges of quantifying capacity building and social capital outcomes and attributing causality are highlighted in the literature (SUPERU, 2015). As such, there is a strong focus in the New Zealand literature on qualitative evaluations and case studies of effective community-development practice with an emphasis on principles, processes and success factors. Key principles include:

- Community self-determination and empowerment: the ability to have a voice, to participate and to exercise control over one’s destiny.

⁷ Local Action Research Projects (2002-2003) as part of the Framework for Developing Sustainable Communities; Sustainable Communities Pilot Projects (2004-2009), a joint initiative with Auckland Regional Council – included Project Papakura and Sustainable Communities Sustainable Catchment; Local Action Projects (2003-2006); Community-led Development pilot (2009-2016), which included Mt Roskill; Community-led Development Programme (2016 -)

⁸ The Whānua Development Project (2000-2004) and Stronger Communities Action Fund (2001-2005), which included Ranui; Community Response Model; Social Sector Trials Programme (-2017)

⁹ Community Economic Development Action Research Project (2002-2003? 3 years)

¹⁰ Intersectoral Community Action for Health Initiative (2001-2008)

¹¹ Local Level Solutions Programme (2000-2004); Whānau Ora Action Research

¹² The 1974 Local Government Act formally recognised local government’s purpose and role in community development.

- A focus on the existing strengths and assets of communities and the importance of tapping into local knowledge (i.e. strengths-based approach).
- An holistic approach, recognising the interconnectedness and complexity of factors and outcomes at various levels: individual, family, community, society.
- A focus on process and relationships as well as tangible outcomes.
- Emphasis on building human and social capital - relationships of trust and respect are the foundations of effective community-level change, and networking within and beyond the community is integral to community capacity-building.
- The importance of collaborative working across sectors to develop solutions to complex social problems (Casswell, 2000; Cram, 2011; DIA, 2011, Inspiring Communities, 2013a; Inspiring Communities, 2013b; Greenaway & Witten, 2006, Superu, 2015).

These processes needed to be community-led, long-term and collaborative to achieve lasting solutions to local issues and sustainable local development (Tett, et al., 2006; Loomis, 2012).

A key finding from case-study reviews is that different communities will require different levels and types of support. Supporting people to work with and lead their own community can drive many positive outcomes. Building strong and positive relationships between individuals, groups and organisations brings diverse communities together, builds social cohesion and a sense of community, community pride and belonging (DIA, 2013). A shared sense of purpose enables people to work together for mutual benefit or to achieve specific outcomes. If people feel they belong and are connected to a community, they are more likely to participate and achieve positive outcomes. There is also an established link between levels of social connectedness and the health and wellbeing of its members (Berkman 1995). Strong relationships between individuals, groups and organisations builds community resilience to change and helps to ensure that both individuals and communities are able to adapt as the world changes.

3.8.2 The role of community leadership in community life

Local boards play a key role in funding community groups to take responsibility for more local service delivery. Some Auckland communities are already effective at shaping and building their community. For others, we will need to work more closely with them to build their capacity and capability. This is likely to include the knowledge, skills and human and financial resources to act (Scottish Government, 2009). Community capacity building empowers communities to gain a sense of ownership and control over the processes that influence their day-to-day lives (Ball & Thornley, 2015). This means being more community-centric, focusing on the quality of our relationships with our diverse communities (Ibid) and building a better understanding of their different aspirations and needs. We will also need to think differently about how we use our resources and tools to meet both current and future challenges for Auckland's communities.

Ngā Hapori Momoho, the 2014 Thriving Communities Community and Social Development Action Plan, seeks to mobilise all parts of Auckland Council to work in community-centric ways to support community-led development and achieve better social outcomes. A

recent assessment highlighted a positive shift in the council's approach to working in more community-centric ways. However, community-led ways of working are not consistently applied across the council family. Further work is required to embed community-led ways of working across the council and focus on improving outcomes for those most in need (Auckland Council, 2018b).

Community involvement is an integral part of creating strong, sustainable and cohesive communities - the 'community voice' needs to be at the very centre of decision-making processes, which is the key tenet of the Empowered Communities Approach (ECA). The impetus for the ECA model came from Ngā Hapori Momoho, the 2014 Thriving Communities Community and Social Development Action Plan and the Mayor's proposal for council's Long Term Plan 2015-2025. This involved moving away from council delivery of services to a model where communities have more influence and control over local planning and service provision. The ECA model involves working in enabling ways that empowers people to play a more active role in decisions that affect their communities. An empowered community is one where individuals, whānau and communities have the power and ability to influence decisions, take action and make change happen. This includes communities of place, interest and identity. Key elements include:

- improved democratic participation and decision-making with diverse communities
- building the capacity and capability of communities to fully engage in managing and implementing community initiatives
- co-planning and co-delivery of efficient and effective local services with communities (i.e. collaborative, joined-up, holistic)
- enabling attitudes and behaviours that put the community at the centre, responsive, flexible, based on trust and good relationships (Auckland Council, 2017c).

Community building focuses on growing social capital by intentionally encouraging participation in projects and events that in turn builds community cohesion and a sense of identity, connection, pride and place. It is about enhancing the capabilities and assets of citizens to work together and in partnership with key stakeholders in order to address locally-defined problems and promote sustained development (DIA, 2005:36). Community building has been linked with community capacity building and involves working with whole communities over a period of time to foster self-reliance, self-confidence and responsibility.

However, structural processes and trends, often outside the community, can result in certain groups being disadvantaged or deprived (e.g. unaffordable housing).

Resilient communities are able to integrate their resources and capability to respond positively to crises and adapt to pressures and changing circumstances (Australian Social Inclusion Board, 2009; Greenaway & Witten, 2006). Resilient communities are characterised by high levels of social capital (networks, relationships, information flows, shared values, trust), active citizen participation and strong community connections.

3.9 Te Tiriti o Waitangi/the Treaty of Waitangi as the bicultural foundation for an intercultural Auckland

This section discusses the role of te Tiriti o Waitangi/the Treaty of Waitangi as it relates to the Belonging and Participation outcome.

3.9.1 National context

Te Tiriti o Waitangi/ the Treaty of Waitangi (te Tiriti) belongs to all New Zealanders. It provides the basis for all people to belong in Aotearoa New Zealand (Human Rights Commission, 2010).

The relationship between Māori and the Crown is guided by te Tiriti and is Aotearoa New Zealand's founding document (Ministry for Culture and Heritage, 2017; Ministry for Culture and Heritage, 2018; Office of Treaty Settlements, 2015). Te Tiriti is central to our understanding of ourselves as a nation. It also provides the history, context and foundation for multiculturalism, which is reflected in law and policy (Multicultural New Zealand, 2015). However, legal residence and citizenship is granted by the Crown through Immigration New Zealand. It has been argued that treating immigration and Māori affairs separately has effectively “erased Māori from national conversations on immigration” (Kukutai & Rata, 2017).

Through te Tiriti, the Crown has the authority to govern in partnership with rangatira and the active protection of rangatiratanga is guaranteed to tangata whenua (Article 2) (Multicultural New Zealand, 2015). The role of Māori as tangata whenua is acknowledged and the indigenous rights of Māori are to be recognised and respected. Te Tiriti is an agreement to share authority, working together in partnership and good faith for mutual benefit.

The bicultural relationships it established are an essential part of Auckland's multicultural society. However, a review of relevant literature questions whether this bicultural vision of shared authority has been realised (Constitutional Advisory Panel, 2013). As such, the role of Māori as tangata whenua and the rights and responsibilities guaranteed by te Tiriti must be carried forward into a multicultural society (New Zealand Federation of Multicultural Councils, 2015).

While te Tiriti established a bicultural foundation for Aotearoa New Zealand, it simultaneously established a basis for multiculturalism (Human Rights Commission, 2010)¹³. Indeed, Ranginui Walker argued in 1995 that te Tiriti should be viewed as the first immigration policy. The Treaty was intended to be a way forward for creating a more peaceful and prosperous relationship within the country, particularly due to the growing numbers of settlers arriving in Aotearoa New Zealand (Treasury, 2015a).

To be Māori is to have a tūrangawaewae (a place of strength and belonging, a place to stand) (Groot et. al., 2010). Belonging, for Māori, is anchored primarily through

¹³ In the preamble, the Treaty refers to (British) subjects who had already settled in New Zealand as well as “the rapid extension of emigration both from Europe and Australia”.

whakapapa or an affiliation through whānau, hapū and iwi and the relationship to the land, which pre-dates te Tiriti. Hence, whakapapa gives Māori a sense of belonging by affirming their status as tangata whenua (Maitike Mai Aotearoa, 2016).

Tauīwi (residents and citizens) gained authority to belong in Aotearoa New Zealand as Tangata Tiriti (or belonging by way of the Treaty) (Constitutional Advisory Panel, 2013). Te Tiriti recognises both the rights of Māori as indigenous people and the rights of all who have subsequently settled here. As such, te Tiriti belongs to all New Zealanders and all New Zealanders have responsibilities towards each other based on belonging to this place (Human Rights Commission, 2010). The future role of te Tiriti is seen as being more about relationships, not just between Māori and the Crown, but also between Māori and all other New Zealand citizens.

3.9.2 Te Tiriti and Tāmaki Makaurau

Te Tiriti holds a significant place within Auckland's fabric extending beyond the signing at Waitangi on 6 February 1840. A number of hui were held within Tāmaki Makaurau where debates similar to those at Waitangi took place between Queen Victoria's representatives and local rangatira (tribal leaders). At least three copies of te Tiriti were signed on at least four occasions on the Waitematā and Manukau harbours by local rangatira. The descendants of these rangatira maintain their presence in Auckland today.

Auckland Council recognises 19 mana whenua organisations in Tāmaki Makaurau who have a sovereign right as mana whenua to manaaki or to extend hospitality and care for manuhiri (visitors/newcomers). The history and culture of mana whenua helped establish, shape and define Auckland today and are an important part of what it means to belong in Auckland. Mana whenua obligations to manaaki manuhiri (nurturing relationships and looking after people) and tikanga Māori (practices) can connect all cultures and ensure that Auckland is a welcoming place for all (Mead, 2016). Auckland's unique Māori identity and vibrant Māori culture are also important in creating a sense of belonging, cohesion and identity for everyone who calls Auckland home. Whanaungatanga or the strength of relationships through shared experiences and working together provides all Aucklanders with a sense of belonging and provides a strong basis for an intercultural Auckland.

There is a need to identify practical, meaningful and successful ways to recognise the role of mana whenua in welcoming newcomers, while simultaneously forming relationships between Māori and existing residents and newcomers.

3.9.3 Towards a Treaty-based framework

In Aotearoa New Zealand, colonisation and immigration are deeply intertwined. Many authors refer to the need to take into account the indigenous-settler-migrant dynamic that shaped the development of Aotearoa New Zealand cities (Gooder, 2017). There is a need to address Auckland's colonial heritage if social cohesion or equity is to be realised.

Māori experiences of immigration have been fraught including usurpation of rangatiratanga, replacement of tikanga with a system built on English common law, large-

scale alienation of land and coercive policies of cultural assimilation. Māori demographic 'swamping' was driven by migration from the United Kingdom and increased Māori mortality as a consequence of exposure to introduced diseases (Kukutai & Rata, 2017).

Furthermore, although multiculturalism was grounded in a concept of equal citizenship, it has been viewed by Māori as a means for successive governments to avoid honouring some or all of its obligations to respect rangatiratanga under Te Tiriti (Hill, 2010). In the past, many Māori activists argued that multiculturalism could only be addressed once rangatiratanga had been recognised and provided for and Māori socio-economic needs had been addressed. Establishing a strong Māori-Pākehā relationship would then provide "the foundation of a multicultural New Zealand" (Ibid: 308). All ethnicities would have the right to retain and enhance their own cultures, which would in turn enrich others.

As a result, some Māori are uneasy about rising immigration. Some commentators have attributed this to losing their 'majority minority' status as Māori population growth fails to keep pace with net migration, particularly from Asian countries and the implications this may have for political power (Kukutai & Rata, 2017). Migrants are also expected to integrate into a society that is marked by increasing inequality. Māori often have socio-economic outcomes that are poorer than those of their non-indigenous counterparts. Perceived competition for jobs, affordable housing and cultural resources have contributed to some uncertainty over the status of the Treaty and biculturalism in a growing multicultural reality.

A commitment to Te Tiriti and recognising New Zealand's bicultural history is not incompatible with multiculturalism. In 2005, Justice Edward Durie, former chair of the Waitangi Tribunal, said that he did not regard "policies for bicultural or multicultural development as mutually exclusive [for] they address different things. Biculturalism is about the relationship between the state's founding cultures...Multiculturalism is about the acceptance of cultural difference generally" (Durie, 2005:1).

3.9.4 Biculturalism, multiculturalism and intercultural approaches

The literature tends to focus on the relationship between Māori and the Crown and, more broadly, with the majority ethno-cultural population group (European-derived Pākehā). There is less on the relationship between Māori and other ethnic groups (Gooder, 2017).

Although there is widespread acknowledgment of the importance of te Tiriti, there is also some concern on the part of Māori that multiculturalism may subsume biculturalism. There are fears that Māori may be subsumed as a minority and further marginalised in a multicultural society (NZ Federation of Multicultural Councils, 2015; Constitutional Advisory Panel, 2013).

Biculturalism implies equal partnership between two peoples, "with the values and traditions of both cultures reflected in society's customs, laws, practice, and institutional arrangements, and with both sharing control over resources and decision making" (Lunt, 1999: 4-5) .

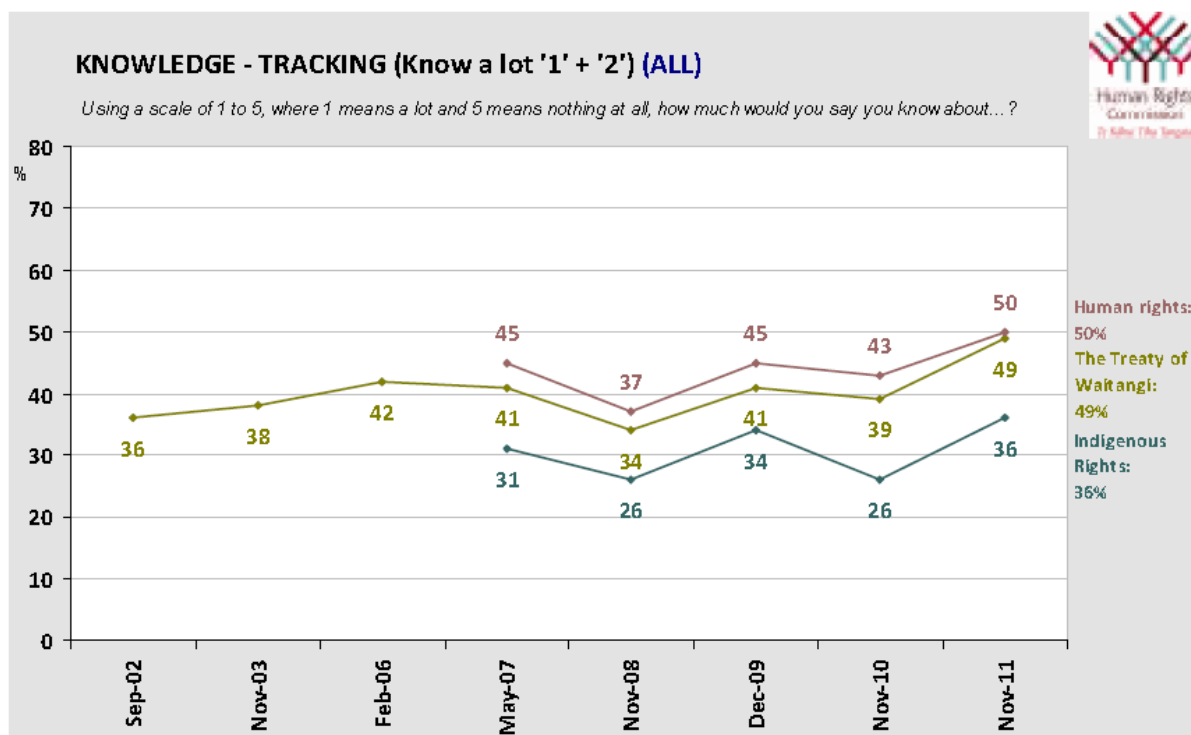
From a Māori perspective, a bicultural society means that the values of both Māori and Pākehā cultures are viewed as overlapping and mutually enriching – “each ethnicity utilised aspects of the other’s culture, while respecting an over-arching set of values, common to both groups” (Hill, 2010: 296). Similarly, the contribution of other groups would be recognised and multicultural diversity valued.

There have been various attempts over the years to reconcile biculturalism and multiculturalism in ways that preserved Māori Treaty rights. More recently, the place of te Tiriti within Aotearoa New Zealand’s increasingly diverse population was considered by the Constitutional Advisory Panel (Constitutional Advisory Panel, 2013). Multiculturalism has been viewed by some as being in opposition to biculturalism. For example, some submitters to the Constitutional Advisory Panel’s inquiry suggested that the multicultural nature of New Zealand means te Tiriti is no longer relevant and that we are now (or should be) one people. Others expressed concern that different histories may ‘privilege’ some groups over others (Ibid).

Others propose that issues relating to te Tiriti remain unresolved and relationships between Māori and Pākehā continue to reflect this. It is argued that these need to be addressed before we progress to multiculturalism.

There continues to be a lack of knowledge about the history and meaning of te Tiriti and the relationship it preserves between Māori and the Crown. As illustrated in Figure 7, a survey commissioned by the Human Rights Commission in 2011 found that 49 per cent of New Zealanders said they had a good knowledge of the Treaty of Waitangi and knowledge amongst Aucklanders had dropped from 44 per cent (2010) to 42 per cent. There is a lack of recognition of the status of Māori as the indigenous people of New Zealand and what that entails. New Zealander’s declared knowledge of indigenous rights was also low at 36 per cent (Human Rights Commission, 2011).

Figure 7: New Zealanders' knowledge of the Treaty of Waitangi, recognition of Māori as indigenous people and knowledge of indigenous rights



There is also a lack of knowledge of te reo Māori, tikanga Māori, the impacts of colonisation and a lack of engagement with Māori. To address this, the Constitutional Advisory Panel recommended the development of a national strategy for civics and citizenship education in schools and the community, including the unique role of te Tiriti (Constitutional Advisory Panel, 2013). The recommendations are still to be addressed by the Government.

Minority ethnic communities, especially new migrants, are uncertain about their place in relation to te Tiriti alongside Māori and Pākehā (New Zealand Federation of Multicultural Councils, 2015). There is a desire that all should have the opportunity to acquire the knowledge needed for life in a diverse society, including an understanding of New Zealand’s history, te Tiriti and the diversity of our cultures. Cultural prosperity means “our communities...recognise the particular cultural significance of Māori as tangata whenua of New Zealand” (Local Government New Zealand, 2016: 12). As expressed by Multicultural New Zealand, “new migrants (should) have the opportunity to experience a pōwhiri on a local marae, to feel validated and grounded by this, to encounter Māori as tangata whenua and to learn about the Treaty of Waitangi” (New Zealand Federation of Multicultural Councils, 2015: 52). This involves facilitating and supporting connections and alliances between Māori, established immigrants and new migrants.

Many commentators felt that te Tiriti could also be used to encourage recent immigrants to feel that they belong or have a stake here - “Te Tiriti was about everyone belonging and having a place here that was equal...to me that has always been the most important thing about it...that we are all in this together” (Matike Mai Aotearoa, 2016: 80). As such, it is

argued that any option for constitutional reform should enhance the sense of belonging that te Tiriti reaffirmed for Māori and offered to others.

However, a more common view is that biculturalism and multiculturalism are not in opposition and that “we can be both, recognising the Treaty and indigenous rights in a multicultural context.” (New Zealand Federation of Multicultural Councils, 2015: 10). The Constitutional Advisory Panel recommended further consideration of and conversations about a Treaty-based multicultural future.

More recently, research has focused on how Māori-migrant relationships might be envisioned through a Treaty-based approach to diversity, which recognises the unique status of Māori as tangata whenua. For example, a report by Matike Mai Aotearoa, an independent iwi working group on constitutional transformation, outlines constitutional arrangements that could better give effect to te Tiriti o Waitangi. The report recognises that the value of place is something which others were entitled to and which many Pākehā have developed over time. It gives special meaning to being tangata Tiriti and therefore belonging to this land (Matike Mai Aotearoa, 2016). The report also recognises the value of belonging and the Treaty relationship’s potential to foster the sense that every immigrant can be viewed as tangata Tiriti.

Kukutai and Rata (2017) discuss how Māori-migrant relationships might be ‘reimagined’ through a Treaty-based approach founded on rangitiratanga and manaakitanga, while also “giving substance to the fullness of multiculturalism”.

Manaakitanga is often understood in reference to hospitality or the hosting responsibilities of mana whenua when meeting visitors. However, its meaning is much broader and can be defined as “the process of showing and receiving care, respect, kindness and hospitality”¹⁴. The concept captures notions of mutual care and respect for people, honouring one another or power sharing. Manaakitanga is also about dialogue and interaction and involves uplifting the mana of both groups. Manaakitanga is also about “expressing concern, generosity, mutual respect, equality and humility and recognising the mana of the guests and the hosts” (Gooder, 2017: 94). Similarly, the term manuhiri refers to ‘guests’ in its broadest sense and can refer to new migrants and existing non-Māori residents.

In many ways, Māori values such as manaakitanga and whanaungatanga predate modern concepts of interculturalism, where cultures exchange and interact constructively, and where there is universal respect for human dignity.

Kukutai and Rata (2017) argue that a system based on care and respect would recognise mana whenua whakapapa relationships and responsibilities to care for people. It would also go further in welcoming and accommodating new migrants once they arrived. However, as the authors point out, “there can be no manaakitanga without mana” (Kukutai & Rata, 2017). Māori will be in a position to fully express manaakitanga to manuhiri when tino rangatiratanga is realised. If Māori are disempowered and alienated from their land,

¹⁴ Benton, R., Frame, A. and Meredith, P. quoted in Kukutai and Rata (2017)

then they lack the capacity to properly care for their own and for others. Without authority and resources, it becomes very challenging for Māori to take care of their own and others. For migrants, it is argued that this model would not require assimilation or integration into a Eurocentric mainstream culture. However, it is important to note that manaakitanga goes both ways; there are behavioural expectations placed on both tangata whenua and manuhiri. Tauwiwi have an opportunity to reciprocate manaakitanga by supporting Māori in their efforts to realise tino rangatiratanga. It also encompasses how we can work together productively, encouraging each other to be mindful and respectful.

Māori have a track record of being generally supportive of the aspirations of other minorities in New Zealand society, especially the marginalised and exploited. As Hill concluded:

Māori have shown themselves to be generous and adaptive in their capacity to share experiences and resources and to respect the perspectives of others - the more so, obviously, when the respect is reciprocal. (Hill, 2010: 310)

There are various examples of collaboration between mana whenua and new migrants. For example, Hill noted strong Māori support for the Auckland Regional Migrant Services Charitable Trust. In turn, the New Zealand Federation of Multicultural Councils' brochure 'A Treaty-based Multicultural New Zealand', sets out the Federation's commitment to uphold the Treaty of Waitangi and a multicultural society based on the Treaty (New Zealand Federation of Multicultural Councils, 2015). This is shown in Figure 8.

Figure 8: Example of a Treaty-based framework for a multicultural future



Source: New Zealand Federation of Multicultural Councils (2015) Treaty-based multicultural New Zealand

3.10 Diversity, inclusion and belonging

3.10.1 Introduction

From a national perspective, the principles of anti-discrimination and human rights are enshrined in New Zealand legislation. The New Zealand Bill of Rights Act 1990 outlines the civic and political rights of all New Zealanders to freedom of expression, religious belief, movement and the right to be free from discrimination. These apply to people in Aotearoa New Zealand, regardless of immigration status. The Human Rights Act 1993 ensures that all people in Aotearoa New Zealand are treated fairly and equally. It also established the Human Rights Commission, whose statutory function to “encourage the maintenance and development of harmonious relations between individuals and among the diverse groups in New Zealand society”¹⁵. Its purpose is to:

Promote and protect the human rights of all people in Aotearoa New Zealand. We work for a free, fair, safe and just New Zealand, where diversity is valued and human dignity and rights are respected” (Human Rights Commission, 2018).

Central government policy has tended to focus on promoting a more diverse and inclusive public service in recognition of New Zealand’s changing population (State Services Commission, 2016). Various agencies also have specific strategies to meet the needs of different population groups (e.g. the Office for Seniors’ Positive Ageing Strategy 2001 and Ministry for Health’s Healthy Aging Strategy 2016). The government recently announced that it will develop a new Positive Ageing Strategy to shape the policies needed to help older New Zealanders live well (New Zealand Government, 2018b).

Auckland Council has recently adopted its Inclusive Auckland Framework (Auckland Council, 2017b). The Framework sets out change actions that will help Auckland Council become a recognised leader on diversity and inclusion. Similarly, the Children and Young People’s Strategic Action plan demonstrates the council’s commitment to help children and young people reach their full potential.

In terms of ethnic diversity, although New Zealand’s immigration policy is nationally determined, Tāmaki Makaurau Auckland’s economic and population dominance, as well as being the city that most migrants settle in, has led to increasing consideration of the impact of immigration and migration on regional development (Spoonley, 2016).

The Office of Ethnic Communities’ strategic plan, *Flourishing Ethnic Diversity: Thriving New Zealand* outlines the Government’s vision and strategy to achieve ethnic communities that are strong and connected, and to have all New Zealand recognise the benefits of ethnic diversity (Office of Ethnic Communities, 2006).

Aotearoa New Zealand’s national Migrant Settlement and Integration Strategy 2014 (Immigration New Zealand, 2014) sets out the previous Government’s approach to effectively settle and integrate migrants in New Zealand so that they “make New Zealand their home, participate fully and contribute to all aspects of New Zealand life” (Ibid). Its

¹⁵ New Zealand Government, Human Rights Act 1993, Section 5 (1)

vision is that “New Zealand’s prosperity is underpinned by an inclusive society, in which the local and national integration of newcomers is supported by responsive services, a welcoming environment and a shared respect for diversity” (Ibid). Immigration New Zealand leads the cross-governmental implementation of the strategy. The Government also provides a range of settlement services and information that help recent migrants to settle successfully in New Zealand.

The Auckland Regional Settlement Strategy 2009-2014 (Auckland Council, 2010) is a regional approach, developed in partnership with central and local government, non-government organisations and other stakeholders with settlement-related interests in Auckland, including migrants, refugees and Pacific people. Over 50 organisations were involved including Auckland Council, Ministry of Health and Ministry of Education, New Zealand Police and Immigration New Zealand. It is a key action of the New Zealand Settlement Strategy to “build Auckland’s capacity to be welcoming and inclusive of newcomers” (Auckland Council, 2010: 4). The strategy was succeeded in 2014 by the Auckland Regional Partnership Agreement between Immigration New Zealand and Auckland Tourism, Events and Economic Development (ATEED). The partnership builds on the strategy, in which Immigration New Zealand and Auckland Council work together with businesses and social agencies, to support better economic and settlement outcomes for new migrants in Auckland (Auckland Council, 2015b). The agreement was renegotiated in 2018 with an additional focus on supporting communities that need extra help, such as Pacific communities, as they settle in New Zealand.

3.10.2 Key issues

There is general consensus that countries, cities and communities are diversifying and that this is only going to increase with patterns of migration in an increasingly globalised world. The world is facing challenging issues around diversity and inclusion, including polarising debates about international migration and refugee resettlement (Auckland Council, 2017b). Although much of the literature focuses on ethnic and cultural diversity, many of the lessons can be applied to other groups experiencing exclusion or social isolation.

Successful cities value diversity as an essential component of community identity, political culture and economic well-being. Diversity encompasses age, gender, gender identity, sexual orientation, race, ethnic or national origin, culture, religious affiliation, class, migrant status, education and/or disability.

Diversity can strengthen social cohesion or undermine it. According to the literature, ethnic diversity has the potential for both negative and positive social impacts.

Diversity is often recognised as an essential and desirable feature of successful cities. Much of the literature focuses on the economic benefits of migration in attracting talented residents and entrepreneurs from around the world. For example, diversity arising from migration can play a part in economic growth including “better international connections and improved productivity” (Office of Ethnic Communities, 2016: 7). Other positive impacts include social and cultural interaction, being respectful towards each other, a lack of

discrimination, feeling safe, civic engagement and vibrancy. Diversity contributes to cultural and social prosperity, indicated through attachment to place, belonging and a shared vision. “It enriches our cultural heritage, increases our international connectedness and contributes to our economic well-being” (Human Rights Commission, 2017: 2). It also challenges us to counter instances of racism and discrimination and to foster intercultural communication, understanding and respect (Multicultural New Zealand, 2015). Diversity and immigration can also drive creativity and new ways of thinking as well as building community resilience through migrants’ connections.

The negative impacts may include reduced social cohesion, contributing to social fragmentation and tension. It is often assumed that as communities, cities and nations become more ethnically and culturally diverse, the potential for social fragmentation increases. However, the research is not clear on whether there is a direct correlation between increasing ethnic diversity and social fragmentation (Gooder, 2017).

Where negative impacts occur, this tends to be where there is inequality, discrimination and fear of difference or the unknown. This can lead to a lack of connection or shared vision, inter and intra-group tension as well as social unrest/disturbances. Low levels of social cohesion, or social fragmentation, may result in economic and social decline undermining trust, reciprocity and social participation. Social fragmentation can include a lack of connections between groups within a society as well as different social groups living ‘parallel lives’ (Casey, 2016) or culturally separate lives resulting in social exclusion.

The term ‘multiculturalism’ recognises that society includes different cultural or ethnic groups. However, they may not necessarily interact.

Globally, cities are actively thinking and planning how to successfully embrace residents from increasingly different backgrounds to realise the opportunities and advantages that diversity brings. They recognise that responding to the challenges and opportunities of increasing diversity requires a more intentional focus on fostering inclusion and building relationships between different communities. The concept of inclusion moves well beyond tolerance of difference to building a shared future based on trust, mutual respect and collaboration.

Growing international recognition of the term ‘interculturalism’ aims to ensure that diverse groups do not merely co-exist but genuinely live together (van Veldon & Reeves, 2010).

3.10.3 Aucklanders’ perceptions of diversity

Auckland is home to a richly diverse mix of people and communities, bringing different experiences, knowledge, creativity, talent and innovative solutions to challenging problems. The challenge Auckland faces is to maximise the benefits of our diversity by creating an environment that welcomes, respects, celebrates and embraces difference.

People’s willingness to accept diversity helps them to become open and welcoming of different views and ways of life. The inability of people to be accepted can impact on

access to education, healthcare, employment and successful participation in their community (Ministry of Social Development, 2016a).

Based on the revised questions in the 2016 New Zealand General Social Survey (NZGSS), New Zealanders aged 15 years and over were asked to indicate their level of comfort with new neighbours from any one of the six selected minority groups listed in Table 3 below (Statistics New Zealand, 2017f).

Table 3 Aucklanders and New Zealanders' perceptions of difference 2016

Measures	Auckland	New Zealand
Percentage who felt very/comfortable about a new neighbour who was from a different religion	88.8	87.4
Percentage who felt very/comfortable about a new neighbour who was of a different sexual orientation	85.0	84.3
Percentage who felt very/comfortable about a new neighbour who was a different ethnicity	90.8	88.7
Percentage who felt very/comfortable about a new neighbour who had a mental illness	49.4	53.2
Percentage who felt very/comfortable about a new neighbour who used a different language	86.9	82.5
Percentage who felt very/comfortable about a new neighbour who had a disability or long-term health condition	81.9	83.7
Percentage who felt they had the ability to express their identity - very/easy	86.1	87.0

Nationally, most people found it very easy or easy to be themselves in New Zealand in 2016. However, in 2014 Pacific peoples, those in the Asian ethnic group, and those in lower socio-economic groups were less likely than others to say this (Ministry of Social Development, 2016a).

In 2014, over half (53%) of respondents living in Auckland felt that New Zealand becoming a home for an increasing number of people with different lifestyles and cultures from different countries makes Auckland a better place to live. The most frequently cited reasons for this positive response were around increasing vibrancy, adding interest and increasing the range of food and restaurants available (Nielsen and Auckland Council,

2014). However, 21 per cent felt that it made Auckland a worse or much worse place to live (Auckland Council, 2016b). Those less likely to think increasing diversity makes Auckland a better place to live are aged 65+ (46%).

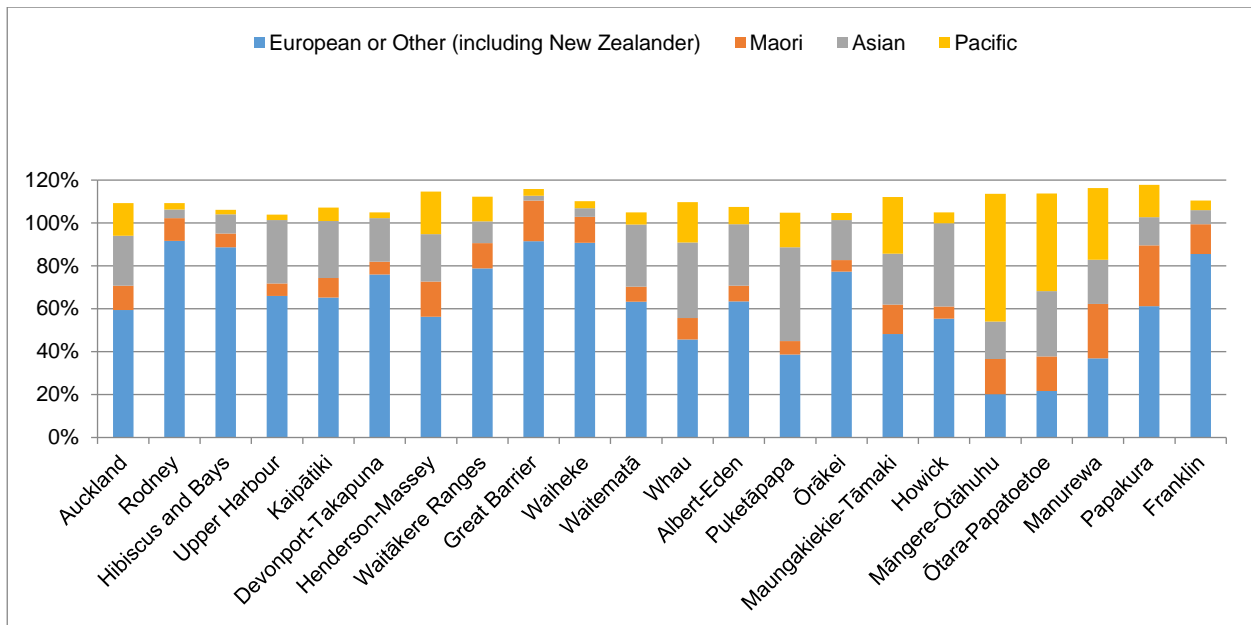
Cain et. al. (2016) characterise different viewpoints as those 'living with diversity', where diversity is embraced and people take advantage of opportunities to actively engage and connect with other cultures different from themselves; 'resisting diversity', where people are concerned that their neighbourhoods and communities might change resulting in increased pressure on existing services and/or 'kiwi values may be undermined'; and those who are 'liberal towards diversity', where diversity is viewed as beneficial as an idea. The researchers note that very few participants in their survey were actively resistant. The majority of residents share the belief that diversity is good for neighbourhoods, communities and the city more broadly. However, the research also highlighted some tensions about what diversity might mean for individuals and Auckland's neighbourhoods and communities.

Friesen (2012) refers to the regionalisation of cultural diversity as new migrants to Auckland link into existing social, cultural and economic networks and facilities. A similar dynamic operates at the sub-regional level.

Socio-economic disparity and entrenched inequalities exist across Auckland, often in distinct geographic patterns (Map 2). Auckland is characterised by significant 'ethno burbs' or residential concentrations of ethnic and immigrant minorities. Ethnically similar communities are clustering in geographic areas. Examples include the British and Irish 'coast-huggers', tending towards the east and bays while Auckland's Indian community is centred in the southwest, mainly around Papatoetoe (Reid, 2014). Similarly, those identifying as Māori and Pacific were more prevalent in the southern local board areas. For example, the proportions of Pacific peoples were more than four times higher in Māngere-Ōtāhuhu at 60.1 per cent than in Auckland as a whole at 14.6 per cent. One fifth of Auckland's Pacific peoples live in the Māngere-Ōtāhuhu Local Board area. The co-location of businesses run by members of the same ethnic community in ethnic precincts is also a feature (Spoonley, 2016).

As Figure 9 demonstrates, there is considerable variation in ethnic composition across each of the local board areas. This presents challenges for Auckland's governance due to the different compositional patterns and the varying needs of communities depending on the area concerned (Cain et. al., 2016).

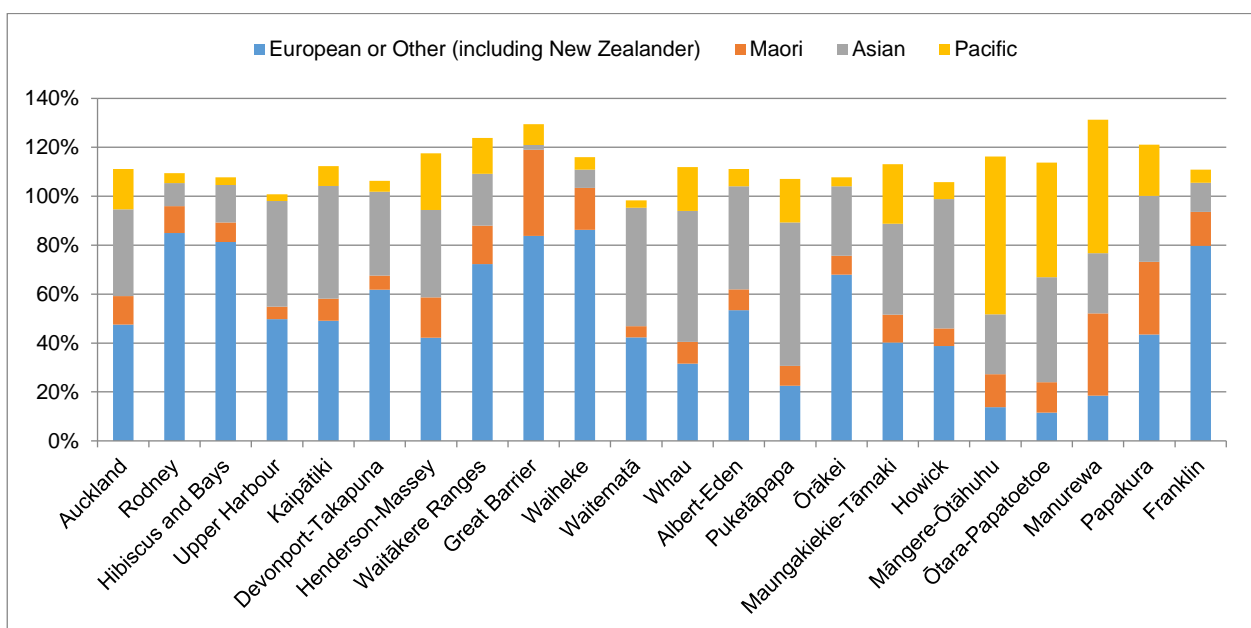
Figure 9: Ethnic composition of Auckland’s local boards (2013 Census)



Source: Stats NZ 2013-base (update) ethnic population projections (released 2017)

Sub-regional ethnic change is also expected at the local level. Figure 10 is based on Statistics New Zealand’s ethnic population projections to 2038. It demonstrates that some local board areas are likely to experience little change over the next 20 years (e.g. Franklin Local Board area). However, others are likely to experience more significant change. For example, by 2038 the percentage of people in Manurewa identifying as European is expected to drop from 37 per cent to 18 per cent - largely replaced by those identifying as Pasifika and Māori (Statistics New Zealand, 2015b). The scale of ethnic change predicted can pose challenges in terms of promoting social cohesion and service provision.

Figure 10: Ethnic population projection by local board (2038)



Source: Stats NZ 2013-base (update) ethnic population projections (released 2017)

3.10.4 City-wide approaches to 'managing' diversity

People feel they belong when they feel comfortable with each other, work together and support each other. Crucially, as Gilchrist highlighted, community cohesion is not the absence of conflict, but the ability to manage differences, and deal with conflict when it arises (Gilchrist, 2004). A key recommendation in the reports that followed the recent social unrest in the United Kingdom was that there was a need for more opportunities for interaction between people of different cultures.

Social inclusion does not just happen organically but requires effort on the part of local governments, key stakeholders, community and voluntary groups, migrants and current residents. Local governments need to ensure that resources are allocated to enable inclusion. When managed successfully, local governments help shape a rich environment within the city that affirms and celebrates diversity and provides a sense of belonging for residents of all backgrounds (Cities of Migration, 2012).

For example, Auckland's ageing population presents us with both opportunities and challenges. The opportunities lie in supporting older peoples' contribution to family and community life and wellbeing in new and expanded ways. Challenges involve providing care and support for older people as they become less independent and more in need of health care. An ageing population, means that local services and infrastructure will need to adapt to meet future demands (Local Government New Zealand, 2016).

The city has become dominant in discussions on ethnic diversity and immigration. The literature outlines how various approaches to ethnic diversity, cohesion and migration have played out at the city level. In general, local government is considered the most appropriate level to address migrant inclusion due to its proximity to the lived experience of migrants and their host communities and as the level of government closest to the people. Focusing on cities provides more immediate ways of addressing issues of immigration, inclusion, diversity and equity (Gooder, 2017).

Various cities are 'managing' diversity through a range of initiatives. A number of strategies to promote the positive social impacts of ethnic diversity are cited in the literature, as well as ways of measuring the success of such strategies. These are intended to promote a sense of belonging, civic participation and connections for newcomers, as well as educating established communities on their role in the face of increasing migration-driven, ethnic diversity.

In terms of new migrants, there are different settlement support needs across various ethnic groups, depending on people's pre-migration experience, cultural and language backgrounds (Ministry of Social Development, 2008). The settlement journey has its own particular opportunities and challenges (Multicultural New Zealand, 2015). The issues raised in relation to settlement support are documented in the Auckland Regional Settlement Strategy 2009-2014 and include: access to settlement related information and services, access to employment, education (including ESOL), health services and housing, the opportunity to be connected to local communities, and involvement in policy

development and service delivery (Auckland Council, 2010). Welcoming, informing and supporting newcomers helps people settle and participate in the community.

Funding is an issue for organisations seeking to help newcomers and promote intercultural understanding and cooperation and for communities wanting to maintain their own language and culture (Multicultural New Zealand, 2015).

In general, cities favour an intercultural approach, which involves celebrating diversity, enabling cultures to thrive and emphasising cross-cultural collaboration. For example, the Council of Europe has developed an approach to fostering social inclusion known as interculturalism. With a strong foundation in human rights and a focus on developing a culture based on shared values, this approach has been shown to have a positive impact on economic development and social cohesion. The Intercultural Cities (ICC) programme aims to connect cities working on ethnic diversity, immigration and interculturalism. Auckland Council has recently completed the Intercultural Cities index to establish a baseline to enable comparison with other cities.

Other city-level initiatives include Integrating Cities, Divercities and Cities of Migration (Gooder, 2017). Key lessons highlight:

- the importance of local context and strong political leadership and commitment
- public awareness raising and discourse
- power sharing with people from diverse backgrounds
- clear communication
- involvement of all key stakeholders
- alternative and participatory methods of citizen involvement
- improving institutional capacity and cultural competency of current systems/institutions
- spontaneous and positive interaction in building trust and social cohesion focusing on migrant and host communities.

Local Government New Zealand's discussion document *2050 Challenge* recognises that long-term planning is fundamental to addressing larger scale, foreseen, future challenges including increasing ethnic diversity. In general, the aim should be moving from accepting and learning to live with difference (i.e. tolerance) to a deeper understanding, respecting and valuing diversity and celebration of difference. The need to empower and enable communities to express and celebrate their diverse cultural heritages is highlighted alongside the importance of developing pathways and networks that support an intercultural society (Local Government New Zealand, 2016).

Other cities focus on developing inter-ethnic relationships and interactions as well as providing opportunities for people to make meaningful connections and mutual understanding. This includes the importance of formal and informal social interaction (Chile & Black, 2015).

Everyday interactions are how people experience diversity in their communities at a personal level. Central and local government, community and voluntary organisations

and businesses play an important role in fostering and supporting diverse communities in celebrating and sharing cultures, through such major events and occasions as Waitangi Day, the Chinese New Year, Pasifika, Race Relations Day, Matariki, Diwali and other cultural and religious festivals and national days. These celebration-based events provide communities with opportunities to express and experience diversity. Providing other opportunities for people to experience intercultural interaction locally helps develop connectivity and cohesion beyond one off events.

Proactively planning for our diverse communities ensures that people have the resilience to adapt to a changing Auckland.

3.11 Focusing investment to address disparities and serve communities of greatest need

3.11.1 Introduction

Increasing equity is often viewed as a central government responsibility as it has most levers when it comes to personal welfare and controls most of the spending in areas like health, education and employment programming. The Policy Observatory report reflects on Auckland's development five years after the creation of the new city boundaries and governance structure. They note the Royal Commission's finding that collaborative efforts between central and local government is 'inadequate' and the lack of "*formal central government-Auckland partnership on social policy and the challenges...can be viewed as a failure of the reforms to date*" (The Policy Observatory, undated: 36). Similarly, the New Zealand Productivity Commission's 2015 report on *More Effective Social Services* highlights the imperative for central government to work differently to better meet the needs of New Zealand's most disadvantaged people (The New Zealand Productivity Commission, 2015). Some of these social issues are complex and deep-seated, and cannot be addressed by agencies working alone.

There is scope for councils and local authorities to deal with inequity directly.

Internationally, many cities have a long history of initiatives to address inequality including area-based regeneration or social inclusion initiatives (Maclennan, 2000).

Auckland Council is well positioned to respond to the geographic nature of inequality. In part, this has already been realised through The Southern Initiative, which enables the high social needs of the area to be addressed. However, the notion of 'bending' mainstream budgets to achieve additional benefits in regeneration areas has long been identified as important (i.e. coordinated locality budgeting) (Carley et. al., 2000). This includes continuing to partner with central government around issues related to socio-economic inequality such as education, employment and health.

The ability of Aucklanders to access those goods and services that improve their quality of life is fundamental to their wellbeing. The distribution of income determines who has access to these goods and services (i.e. economic equity).

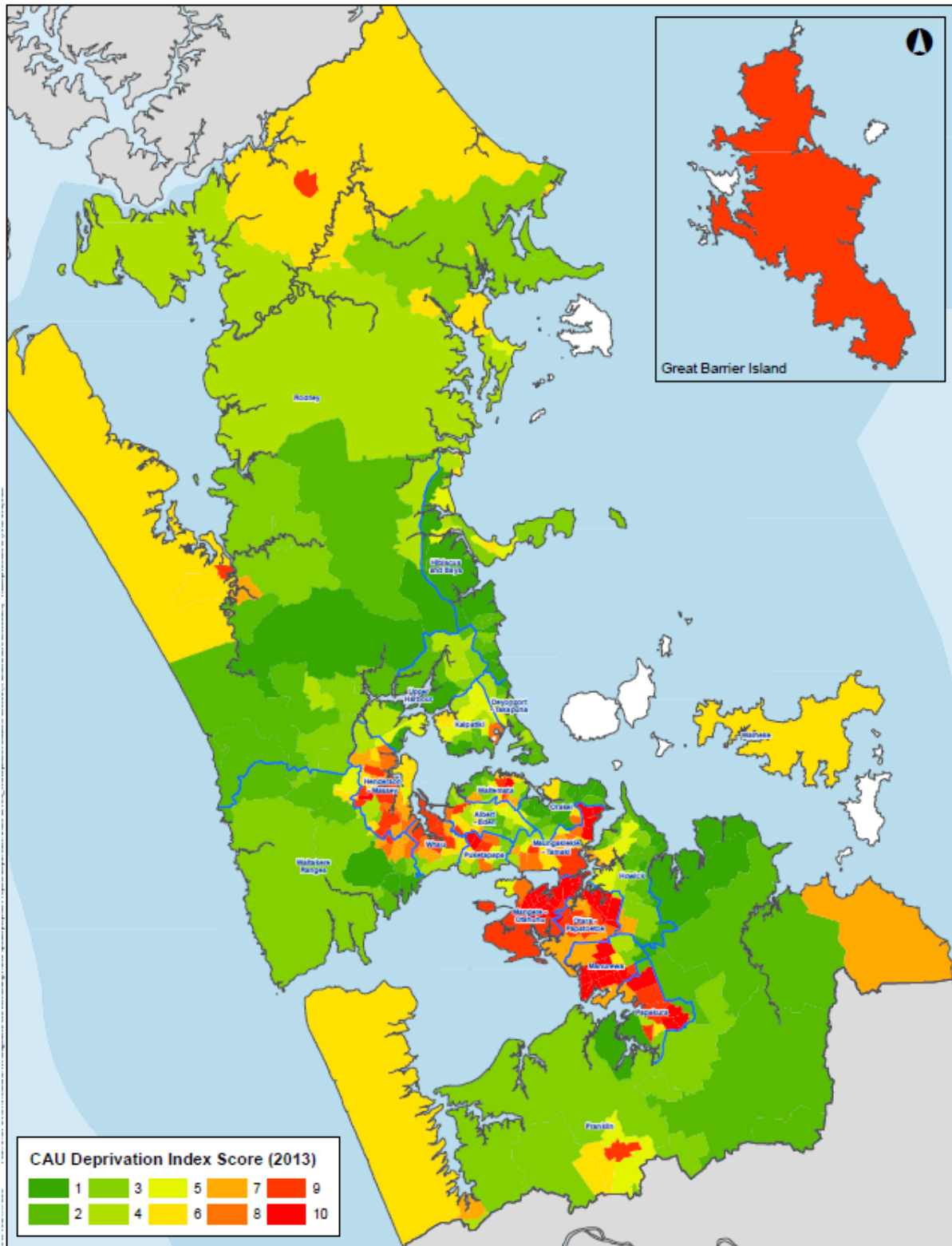
There are distinct geographic patterns of socio-economic disadvantage and need across Auckland. A widely accepted definition of deprivation is “a state of observable and demonstrable disadvantage relative to the local community or the wider society or nations to which an individual, family or group belongs” (Townsend, 1987: 125). Deprivation scores provide insight into the socio-economic wellbeing of the people in specific geographic areas.

Since 1991, the Ministry of Health, through the New Zealand Index of Deprivation (NZDep), has been calculating a range of variables to identify areas where there is more and less deprivation (Atkinson, Salmond & Crampton, 2014).

NZDep groups deprivation scores into deciles, where 1 represents the areas with the least deprived scores and 10 the areas with the most deprived scores. NZDep is designed to measure relative socio-economic deprivation, not absolute socio-economic deprivation.

Deprivation is concentrated in the south along with certain areas of the west, while the isthmus and the North Shore tend to be less deprived (Figure 11).

Figure 11: New Zealand Deprivation Index 2013 (CAU) Auckland Council Local Boards (NZDep2013)



Source: Auckland Council (2013) New Zealand deprivation index (Meshblock) Auckland Council local boards

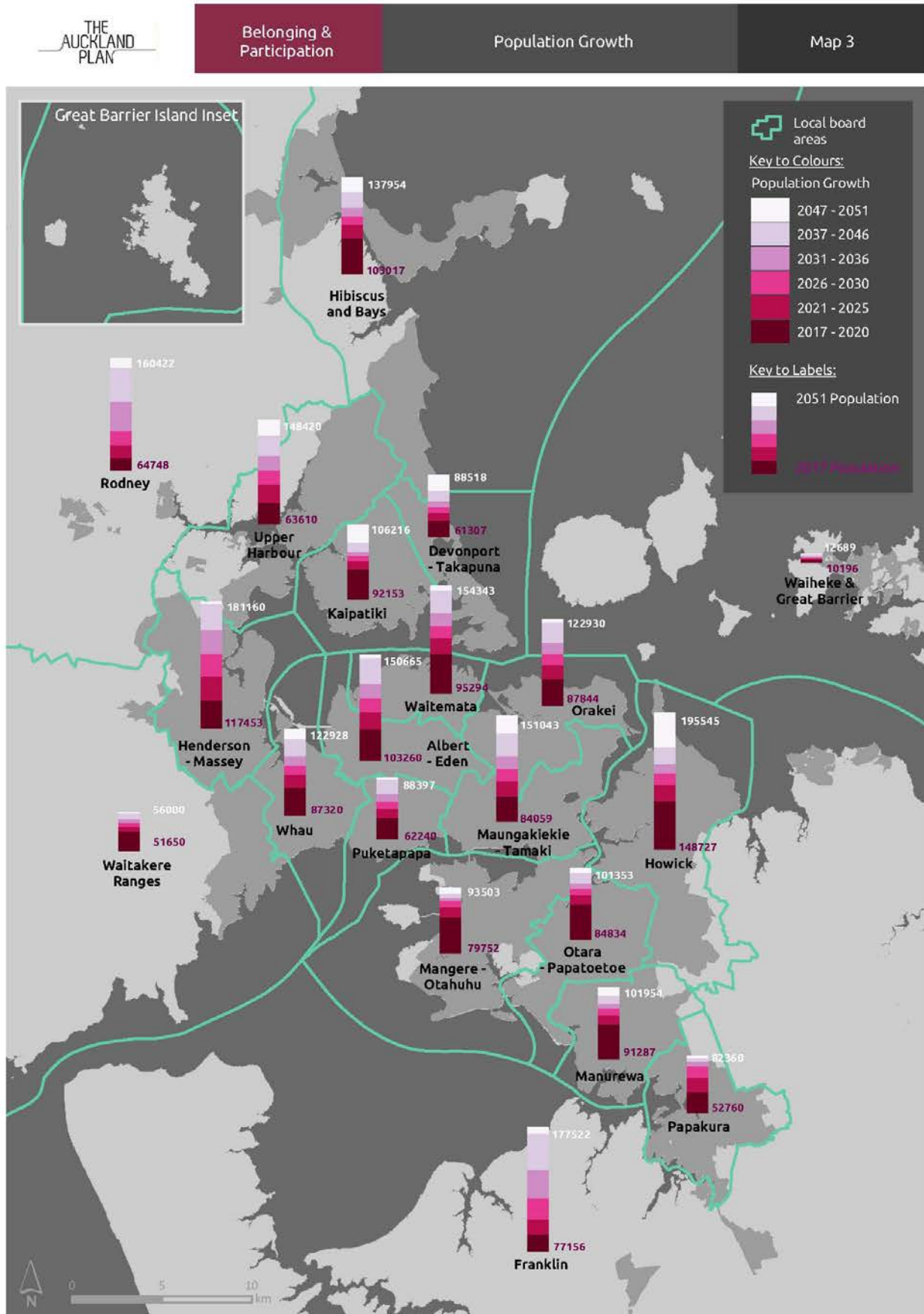
In addition, low social mobility and entrenched inequalities across different socio-economic groups remains a major challenge. Identifying these patterns and focusing efforts to engage specific populations can create the changes needed to generate real and lasting outcomes.

Growing socio-economic inequity in Auckland means that people are not given the opportunity to reach their full potential. This results in a large pool of unrealised potential. As the city grows and successive generations of families begin to experience inequity, the impact of the problem will become more visible and harder to change.

In an environment of constrained resources, it is important that investment is targeted towards areas where it will have the greatest impact. Young people, older people, those with disabilities and those with low incomes now represent the majority of Aucklanders. We must recognise and value the contribution that these groups make to the region's economy and society. Supporting different parts of our community to participate is important as they have much to contribute and they should be enabled to do so. There are others who are held back by their gender, disability or age and are therefore not reaching their full potential, which impacts on all Aucklanders. We need to realise the untapped potential of Auckland's diverse population. Addressing barriers to participation and supporting all parts of our community to achieve their potential will benefit individuals and families now and into the future and will result in wider socio-economic benefits across generations and for all of society.

According to Statistics New Zealand's 2017 update of subnational population projections, all local board areas are expected to accommodate population growth (Figure 12). The city centre is expected to continue to grow with Waitemata Local Board's population estimated to grow by 117 per cent. However, those areas on the urban fringe are also expected to accommodate the majority of population growth. For example, Upper Harbour and Rodney local board areas are expected to experience population growth of 114 per cent and 81 per cent respectively while the figures for Franklin and Papakura local board areas are 82 per cent and 79 per cent respectively. Local board areas like Maungakiekie-Tāmaki, Hibiscus and Bays, Whau and Henderson-Massey are projected to grow by almost 60 per cent by 2043 (Statistics New Zealand, 2017d). These figures do not take into account the areas' capacity to accommodate growth or market demand. However, a more targeted approach will be required in these areas over the next three decades (as outlined in the Development Strategy) to ensure they have the resources, infrastructure and opportunities they need to succeed. Providing a range of housing types and tenures in new developments helps support mixed neighbourhoods.

Figure 12: Auckland local boards projected population growth 2017 (base) to 2043



People-based initiatives put the needs of vulnerable individuals and families at the centre of decision-making and support those most at risk of poor outcomes. Understanding the needs and interests of different population groups is necessary if we are to respond effectively to the needs of our diverse communities. This will help to strengthen those communities and provide real opportunities for their members to participate fully in society and the economy. All Aucklanders should also have equal opportunities to achieve their goals and aspirations.

Place-based schemes, such as the Southern Initiative, focus investment and effort to shift entrenched disparities in outcomes for specific geographical areas in Auckland. Identifying areas experiencing growth and development also provides the opportunity to focus activity to build inclusion and address disparities before they become embedded.

When people feel disadvantaged in relation to other individuals or communities, it reduces social cohesion and affects the development of a sense of belonging, which in turn reduces the likelihood of community and civic participation.

The reasons for socio-economic inequity are many and they often have to be addressed at the same time to make any real, long-lasting impact.

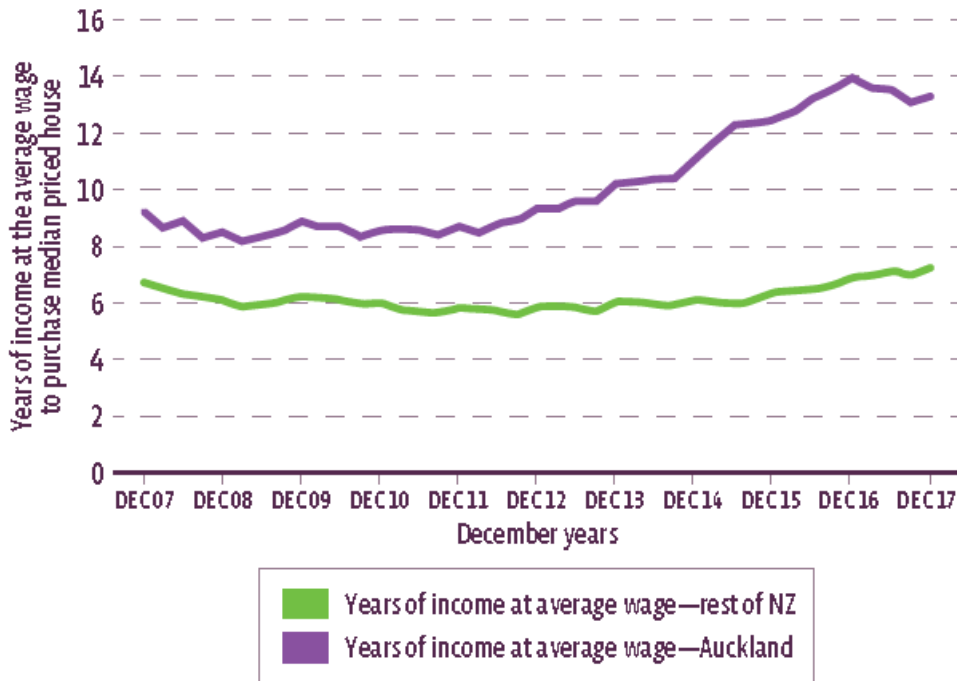
Housing availability and costs are major contributing factors to the rise of inequity in Auckland. Over the past decade, the median house price in Auckland rose 95 per cent while average weekly incomes grew by just over 30 per cent (Salvation Army, 2018). As such, housing costs have become an increasingly large part of the expenses of many low income households, which has serious consequences for inequality (MSD Social Report, 2016). The cost of housing relative to household incomes in Auckland has increased significantly in recent years (Parker, 2015). Figure 13 shows the widening affordability gap between Auckland and the rest of New Zealand. Auckland rents remain 20-30 per cent more than for New Zealand overall (Salvation Army, 2018). Hence, levels of inequality are pronounced when housing is factored into the picture.

Increasing housing costs tend to increase neighbourhood segregation on the basis of wealth, entrench wealth divisions and reduce the social mobility of lower income groups (Treasury, 2015a; Pew Charitable Trust, 2013). Neighbourhood segregation may also perpetuate or increase socio-economic inequality through providing those who are affluent with access to better schooling and more rapidly appreciating housing. Social mobility will continue to decline as home and rental prices rise.

In addition to rapid growth, patterns of social polarisation are occurring. Inner city areas are becoming more characterised by medium to higher income households with fewer children. The high costs of living in Auckland, compared to other parts of New Zealand, mean that many people, particularly older people, young people and families on low incomes are being displaced or priced out from their existing communities and pushed out to the urban fringe and rural areas in search of more affordable housing options. These areas are characterised as having limited access to services and resources. Some traditional (and often socially disadvantaged) lower income households within the suburbs

are being displaced resulting in long commuting times. Evidence suggests that easing access between housing and jobs helps address intergenerational inequality.

Figure 13: House prices to incomes 2007-2017



Source: Salvation Army (2018) Salvation Army (2018) Kei a tātou – it is us: state of the nation report. Auckland: Salvation Army Social Policy and Parliamentary Unit

Place-based initiatives represent a targeted and integrated approach to addressing entrenched issues within a specific geographical area. Institutions and organisations can play their part in addressing disparities (in opportunity) through place-based work such as The Southern Initiative. The council will continue to focus investment on existing place-based initiatives such as The Southern Initiative.

3.12 The value of arts, culture, sport and recreation to quality of life

3.12.1 Introduction

In New Zealand, the four wellbeings are used as a systematic framework through which to view work aimed toward improving the lives of individuals. The OECD has identified quality of life as a key determinant of wellbeing alongside material conditions (OECD Better Life Index, 2017b). Life satisfaction¹⁶ in New Zealand has remained broadly stable and at relatively high levels over the past decade in comparison to OECD countries (OECD, 2017e). The New Zealand General Social Survey also asks respondents about their sense of purpose. In 2016, 86.7 per cent of Aucklanders felt that the things they did in their life were worthwhile (Statistics New Zealand, 2017e).

¹⁶ Life satisfaction indicators measure subjective well-being, which shows how people assess their own well-being.

A number of aspects may influence overall life satisfaction. The Quality of Life Survey measures residents' perceptions across several domains, including:

- overall quality of life
- health and wellbeing
- crime and safety
- community, culture and social networks
- council decision-making processes
- environment (built and natural)
- public transport
- economic wellbeing
- housing.

In 2016, the majority of Aucklanders (79%) rated their overall quality of life positively, with 18 per cent rating it as extremely good and 61 per cent as good. This is broadly similar to the results in 2014. Furthermore, just over a quarter (26%) of Aucklanders felt that their quality of life has increased, and 59 per cent felt it had stayed about the same, when compared with 12 months prior.

People's ability to maintain a balance between paid work and other aspects of life including spending time with family and friends, taking part in leisure and recreational activities, and joining in community activities influences their sense of wellbeing. The balance will differ from person to person (MSD, 2016a). In 2016, 60 per cent of Aucklanders were very satisfied or satisfied with their work-life balance. In addition, 65 per cent of Aucklanders had face-to-face contact with family and 79 per cent had contact with friends at least once a week (Statistics New Zealand, 2016e).

3.12.2 The social impacts of arts, culture, sport and recreation

Wellbeing includes making choices and taking positive actions towards a healthy lifestyle. Engagement in arts, culture, sports and recreation generates a wide range of social impacts. There is evidence from overseas that people who participate in culture and sport or attend cultural events are more likely to report that their health is good and they are more satisfied with their quality of life than those who do not participate (Leadbetter, 2013). The Auckland Plan 2050 recognises and values the potential benefits that participation in arts, culture, sport and recreation bring, not only to individuals but to communities.

Taylor et al. (2015) distinguish between individual and wider community impacts of culture and sport. Individual impacts relate to improved health/fitness, mental health and wellbeing, life satisfaction, cognitive development and the development of social skills. Broader community impacts include development of social capital, increased volunteering, improved community cohesion, perceptions of the quality of the local area, increased educational performance, reduced crime/re-offending, reduced health care needs and economic development and regeneration. In addition, culture and sport volunteers are more likely than average to be involved and influential in their local communities.

3.12.3 The value of arts and culture

The right of everyone to participate freely in the cultural life of the community and to enjoy the arts is enshrined in Article 27 of the United Nations Declaration of Human Rights 1948. This section reviews the evidence on the contribution of arts and culture to enriching our quality of life.

People attend arts events or actively participate in the arts for a wide variety of reasons whether it is for enjoyment and entertainment, developing new skills, meeting new people or celebrating cultural traditions.

Evidence suggests that cultural engagement impacts positively on our general wellbeing and helps to reinforce our resilience in difficult times. Cultural participation is also known to bring benefits in learning and education. More recently, there is growing evidence of the impact of general cultural engagement on health and overall quality of life (Bidwell, 2014).

There is a body of evidence on how arts and culture affects the lives of ordinary people. Many of the benefits the arts bring are to individuals' subjective wellbeing and the personal, aesthetic and cultural experiences valued by individuals. Our experience of arts and culture is shaped by who we are, how our tastes are developed and the demographic we belong to in terms of class, age, ethnicity and locality (Gilmour, 2014).

Creative New Zealand highlights a wide range of evidence that the arts:

- contribute to the economy
- improve educational outcomes through development of inter-personal skills
- create a more highly skilled workforce
- improve health outcomes (e.g. positive effect on peoples' mental health including reduced stress and anxiety and health recovery)
- improve personal wellbeing by enabling self-expression and communication and helping people understand, interpret and adapt to the world
- rejuvenate cities
- support democracy
- create social inclusion
- are important to the lives of New Zealanders (Creative New Zealand, 2018b).

A number of studies have evaluated the strength of evidence. In summary, the evidence highlights positive associations between participation in arts and health, social capital, crime reduction and education. In particular, the evidence of beneficial effects of the arts on mental health appears to be stronger than the evidence on physical health (Taylor et al., 2015). The benefits of arts and culture when contrasted with sports or other exercises are reinforced by the social and creative aspects which can enhance overall wellbeing.

There is evidence that participating in the arts impacts positively on personal development through improved self-esteem, confidence, development of social skills, educational benefits, social connections and overall quality of life. Matarasso (1997) identifies six important individual and social benefits: personal development, social cohesion,

community empowerment and self-determination, local image and identity, imagination and vision, and health and well-being.

There is strong evidence that participation in the arts contributes to community cohesion, reduces social exclusion and isolation, and/or makes communities feel safer and stronger (Arts Council England, 2014). Participation in arts-related activities brings people together leading to increased social interaction and the development of social relationships and networks, which nurture bonding social capital. It is through everyday cultural participation that social bonds and ties are formed, and where associations are made, for example through amateur theatre, crafts clubs, music societies, gardening and knitting groups, and local community festivals.

Stern & Seifert (2013) highlight the role of the arts in building community and linking different communities to one another. The evidence also indicates that arts activities can help break down barriers and bring communities and people from different backgrounds together. Activities can promote intercultural understanding, respect for others and an appreciation of diversity recognising the contribution of all sections of the community. Arts and cultural engagement help minority groups to find a voice and express their identity. Organised arts activities may also help promote the inclusion of disadvantaged groups such as asylum seekers and refugees, disabled people and young people at risk. However, studies also indicate that arts participation may vary by class, employment and income.

Community empowerment and self-determination refers to improved capacity to take part in the collective life of society or 'cultural citizenship'. A small number of studies found that participants in cultural activities are more likely to be socially active than those who do not take part.

There is also a growing body of research which uses concepts such as vitality and vibrancy to articulate how arts and culture has the potential to change the qualities of places (Gilmour, 2014). A small number of studies also refer to the role of cultural festivals in helping to develop a sense of attachment and enhance local image and identity.

3.12.4 The value Aucklanders place on arts and culture

The report *New Zealanders and the arts: attitudes, attendance and participation in Auckland in 2017* outlines Aucklanders' attitudes towards, attendance at and participation in the arts. This includes performing arts, visual arts, craft and object art, Māori arts, Pacific arts and literary arts. It found that the majority of Aucklanders hold positive attitudes towards the arts, which is likely to drive a high level of engagement. In addition, 44 per cent agreed the arts improve how they feel about life in general.

The majority of Aucklanders believe the arts provide a range of benefits for New Zealand, Auckland and themselves. These include developing our national identity, making communities more cohesive and liveable, improving personal well-being and economic growth. For example, approximately two-thirds agreed that the arts help to create

connections between different people (67%) and that they learn about different cultures through the arts (66%).

In addition 64 per cent agreed that Auckland is a great place to live. A further 66 per cent agreed that the arts make Auckland a more vibrant and attractive place to live, while 62 per cent agreed that arts activities, venues and events help make Auckland a more enjoyable place to live and work. Aucklanders place most importance, or value, on regional museums or galleries (71% view this as important). This is closely followed by vibrant and attractive suburban and town centres (69%) and lively public spaces (69%).

The report also surveyed Aucklanders' attendance and participation in the arts (Figure 14). Key findings are presented below.

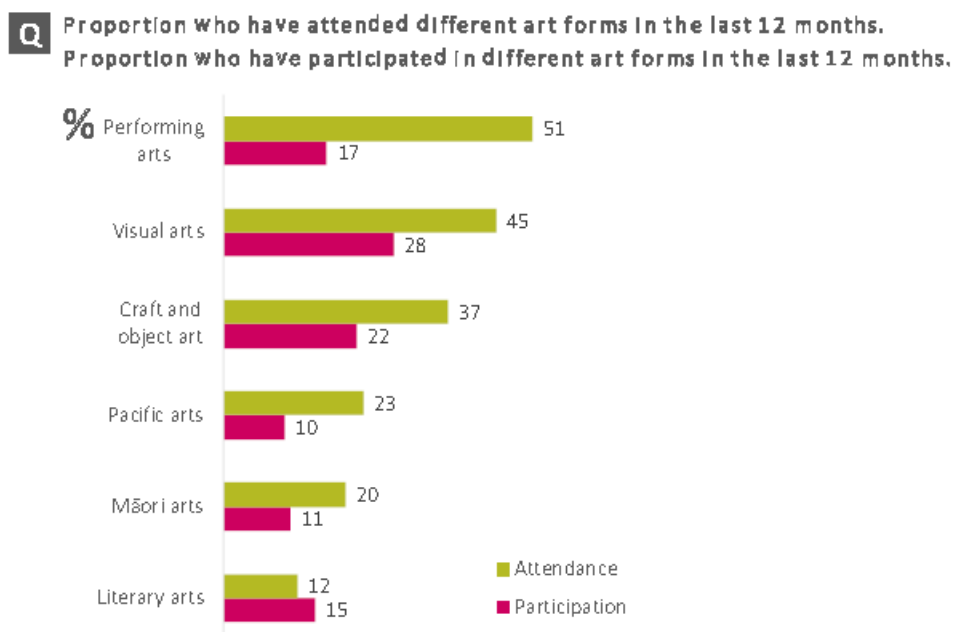
Attendance

- A total of 73 per cent of Aucklanders aged 15 years and over had attended at least one arts event across all arts forms, with 22 per cent attending more than 11 events in the previous 12 months
- the most common arts and cultural activities attended were performing arts (i.e. theatre, dance and music, ballet or contemporary dance performances, live theatre, concerts, musical performances or circuses), with 51 per cent attending at least one performing arts event in the previous 12 months
- visual arts (i.e. visiting art galleries, exhibitions, online galleries or film festivals) was the next most common activity, with 45 per cent of the population attending one or more events in the previous 12 months
- a fifth of the population had attended cultural performances, festivals, exhibitions or celebrations by Māori people or groups (20%); 23 per cent attended cultural performances, festivals, exhibitions or celebrations by Pacific peoples or groups.

Active participation

- in 2017, 48 per cent of Aucklanders had actively participated in the arts in the previous 12 months, compared to 43 per cent in 2014 and 34 per cent in 2011; 19 per cent participated more than 13 times in the previous 12 months
- visual arts (28%) was the most common activity people participated in, along with craft and object arts (i.e. ceramics, furniture, glass, jewellery, embroidery, quilting, pottery, spinning and weaving, and textiles) (22%)
- 17 per cent actively participated in performing arts, 11 per cent participated in Ngā toi Māori, and 10 per cent participated in Pacific arts.

Figure 14: Aucklanders' engagement in the arts 2017



Source: Colmar Brunton | Creative New Zealand (2018) New Zealanders and the arts: attitudes, attendance and participation in Auckland in 2017

However, the report also highlighted that almost a third of Aucklanders do not currently engage with the arts, with Asian New Zealanders and people from local board areas in the south more likely to be less engaged.

Aucklanders were also asked what would inspire them to attend more arts and culture events or participate more frequently in arts and culture activities. Affordable or free events were cited by 20 per cent of respondents followed by making it easier for Aucklanders to physically access activities, providing events with a broader range of appeal and more inclusive events and activities.

The Auckland Plan 2050 supports a range of arts and cultural activities that reflect Auckland's diversity and seeks to provide a variety of experiences that all Aucklanders can enjoy.

3.12.5 The value of sports and recreation

There is a positive association between participation in sport and self-assessed health and life satisfaction (CASE, 2010).

Participation in sport is a means for many of maintaining physical activity levels leading to longer and healthier lives. The evidence base for the physical and mental health benefits of sport and physical activity is now extensive. The report on the *Value of Sport and Active Recreation to New Zealanders* includes an evaluation of the evidence. It highlights a range of benefits relating to physical health, mental health, social cohesion, educational outcomes and economic value (Angus Associates, 2017). These are discussed further below.

The Ministry of Health's [Physical Activity Guidelines](#) outline the minimum levels of physical activity required to gain health benefits and ways to incorporate physical activity into everyday life.

Participation in sport and recreation contributes to social and cultural connections that help build stronger communities (Innovate Change, 2016).

People who live in areas of high socio-economic deprivation have lower participation rates in sport and recreation (Sport NZ 2015a). Aucklanders living in low socio-economic deprivation areas (i.e. those in more affluent communities) take part in more activities (4.7) than those living in high socio-economic deprivation areas (3.7).

Growth, urbanisation and demographic change including increasing diversity alongside changing lifestyles and health issues impact on the future demand for sport and recreation (Synergia, 2015). For example, as people age, finding appropriate physical activity becomes more challenging. Similarly, different ethnic and immigrant groups have different views about the desirability of physical activity (Spoonley & Taiapa, 2009). Shifts in lifestyles, values and priorities impact the incidence, frequency and nature of participation. Time continues to be the main barrier to participation and more people are choosing flexible options for sport and recreation rather than traditional sports club membership (Sports New Zealand & Auckland Council, 2016).

Auckland context

In October 2012, the four Auckland regional sports trusts, Sport New Zealand and Auckland Council signed a Heads of Agreement that laid the foundation for the establishment of Auckland Sport as a charitable trust in May 2013. Active – Auckland Sport and Recreation provides a regional voice to improve the consistency of delivery across Auckland.

Regional sports trusts are 'umbrella' organisations working in partnership across the broad sport and physical recreation spectrum, assisting regional sports organisations, schools and clubs as well as supporting individuals and community groups participating in less structured physical activity.

A range of public and private sector organisations deliver facilities, programmes and services to enable Aucklanders to participate in sport and recreation.

3.12.6 The value New Zealanders place on sports and recreation

The report on the *Value of Sport and Active Recreation to New Zealanders* (Angus Associates, 2017) highlighted that an active, outdoors lifestyle is seen to define who we are as New Zealanders and how we relate to each other. However, the value placed on sports and recreation varies by level of personal physical activity, age, gender and ethnicity. The value is seen to lie in the many contributions that it makes to individuals, families and communities and the country as a whole. For example, those who participate in sports and recreation feel greatest personal benefit. The benefits are viewed to flow from a mix of high performance and community sport and from participation and other

forms of engagement (e.g. volunteering, attendance). However, the research also highlights a gap between 'propensity' and 'action'.

Most New Zealanders see value in community sport and active recreation for its contribution to physical and mental health. Around 9 out of 10 Aucklanders (93%) said that fitness and health is the key reason for taking part in activities (Sports New Zealand and Auckland Council, 2016). The primary benefit is that participation in sport and recreation contributes to more active lifestyles and improved physical health. There is strong evidence of an association between physical and mental health (e.g. reduced instances of cardiovascular disease, Type 2 diabetes and obesity-related disorders). This includes a reduced risk of mortality and improved life expectancy as people live longer and enjoy life because they feel healthier. There is also evidence that being more active supports good mental health and a sense of wellbeing through developing social connections. Active participation in sports and recreation is also viewed as motivating by providing individuals with meaning and a sense of purpose.

New Zealanders also value sport and recreation for its role in bringing people together, creating vibrant and stimulating communities, and instilling a sense of pride in our communities and our country. There is strong evidence that participation in sport and physical activity can have a positive impact on social cohesion by promoting social interaction and building relationships within and across communities and bringing people from different backgrounds together. Engagement can help build friendships, provide social support and establish social networks. Shared experiences also help create a sense of identity and pride.

The evidence on the role of sports and recreation in promoting a sense of belonging and community is more mixed. 87.5 per cent of Aucklanders said that they take part in activities for enjoyment and/or social reasons. There is evidence of the positive impacts of team-based sports upon social bonding and interaction. However, evidence of increased levels of social integration, prevention of anti-social behaviour and increased levels of participation and community pride in New Zealand communities is more limited.

Most New Zealanders see value in the role of sport and active recreation in developing a range of physical and life skills. Nearly 9 out of 10 (85.3%) young people (5-17 years) spend at least three hours per week in organised or informal sport and recreation activity. There is some evidence from research on children and young people that participation in sport and recreation teaches essential life and social skills through enhanced self-discipline, team work/building, sharing, how to interact with others and achieving a common goal. Engagement in sport and recreation is also viewed as providing a platform for achievement, which helps build confidence and self-esteem.

There is also strong evidence that long-term volunteering in sport and recreation activities promotes altruistic attitudes, community orientation, life skills, leadership skills and self-confidence. Volunteered services are particularly important in the sport and recreation sector contributing 22.1 million hours (Sports New Zealand and Auckland Council, 2016).

The report on the value of sport and recreation to New Zealanders highlights a number of benefits cited by New Zealanders:

- 92 per cent of New Zealanders agreed that being active keeps people physically fit and healthy
- 89 per cent agreed that being active helps to relieve stress and is good for mental health
- 88 per cent agreed that sport helps children develop important physical skills that are needed in later life. A further 84 per cent agreed that many essential life skills are learned playing sport and assists with social development
- 84 per cent agreed that sport and physical activity bring people together and promotes a sense of belonging. However, 35 per cent highlighted this as a personal benefit.
- 73 per cent agreed that sport and other physical activities help build vibrant and stimulating communities
- 77 per cent agreed that sport and other physical activities help instil a sense of pride in our communities
- 82 per cent agreed that sport and other physical activities help to motivate people and to create a sense of purpose
- 88 per cent agreed that sport and other physical activities provide people with opportunities to achieve and help build confidence
- 58 per cent agreed that sport and other physical activities take us into natural environments and strengthens our spiritual connection with the land.

3.12.7 Aucklanders' participation in sport and recreation

Sport New Zealand's 2013/14 Active New Zealand Survey provides a snapshot of Aucklanders' participation in sport and recreation. It noted that Aucklanders also engage in sport and recreation as spectators and supporters. Key findings include:

- almost all Auckland adults (96%) take part in one or more sport or recreation activity over the last 12 months
- 78 per cent of Auckland adults take part in sports and recreation in any given week, compared with 74 per cent nationally
- just under 3 out of 10 (28%) adults volunteer (e.g. coach, referee, administrator, parent helper); volunteering levels are higher among those identifying as Pacific (40.5%)
- walking is the most popular activity (61%), followed by swimming (32%) and equipment-based exercise (23%)
- almost all participants (98%) take part in their chosen sports/activities on a casual basis
- around 4 out of 10 participants (44%) belong to a club, gym or recreation centre
- the top three natural settings used for sport and recreation by Auckland region participants are: parks in towns/cities (52%), the beach or by the sea (34%) and in or on the sea (34%)
- 71 per cent said that they want to try something new or do more of an existing activity.

The main barriers preventing adults in the Auckland region from trying new activities are a lack of time (54%), affordability (24%) and not having anyone to do activities with (10.7%). These are common barriers for people of different ages, ethnicities, socio-economic deprivation areas and living in different local board areas.

The Auckland Plan 2050 recognises the value of sport and recreation and highlights the importance of innovative and flexible options to meet the changing needs of Aucklanders. It also highlights the importance of continuing to build the sector's capability to deliver quality sports and recreation experiences for all Aucklanders.

4 Phase 1 and 2: feedback from early engagement

An essential part of developing the Auckland Plan was engagement with key partners, stakeholders and the communities of Auckland. The purpose of early engagement in phase 1 and 2 was to provide opportunities for early input into the direction of the plan before formal consultation in phase 3. The summary of feedback presented below relates to the three phases of engagement that informed development of the Auckland Plan 2050.

4.1 Phase 1: summary of feedback from early engagement (May-June 2017)

This phase involved early engagement with key partners, stakeholders and communities on the “big issues” and the high level strategic direction of the Auckland Plan 2050. A more detailed summary of all feedback received and an example of how we responded to that feedback is provided in Table 4.

Key themes included:

- concern about inequity, inequality and lack of opportunity. In particular, there was feedback on the need for creating a focus on developing opportunities for disadvantaged groups.
- need to celebrate and promote diversity. There was acknowledgement that increasing diversity will pose challenges, particularly around cohesion, but also that these challenges will be easier to surmount if communities value diversity.
- local culture and identity were raised as areas that can create belonging. There was some discussion also of the risks of a loss of local identity with population growth.
- support for the development of community infrastructure. Participants reported that it plays an important role in communities, in creating a sense of belonging and addressing inequity.
- comments on increasing engagement and support for a broader range of groups to participate.
- visibility was stated as important to belonging (it functions as an enabler or a constraint depending on whether the communities of interest that you are a part of are acknowledged visibly).

Table 4: Summary of feedback and an example of response

<p>Inequity and inequality</p> <ul style="list-style-type: none"> • A lot of concern about inequality and lack of opportunity • Particular focus on opportunity for disadvantaged groups
<p>Promoting diversity and inclusion</p> <ul style="list-style-type: none"> • Need to celebrate and promote diversity • Increasing diversity will pose challenges, particularly around cohesion • These challenges will be easier to overcome if the community values diversity • Visibility is important to belonging (it functions as an enabler or a constraint depending on whether communities of interest you are a part of are acknowledged).
<p>Events</p> <ul style="list-style-type: none"> • Events provide good opportunities to learn and interact • But need to be broadly accessible
<p>Local culture and identity</p> <ul style="list-style-type: none"> • Local culture and identity can help to create belonging (note: comments focussed exclusively on ethnic identity) • But, also discussion of risks of loss of local identity with population growth
<p>Community Infrastructure</p> <ul style="list-style-type: none"> • Community infrastructure plays an important role in communities, in creating a sense of belonging and addressing inequity • Changes in the community mean this value is likely to increase • But will need to think innovatively about how to provide
<p>Engagement and participation</p> <ul style="list-style-type: none"> • Need to increase engagement and support a broader range of groups participating
<p>Example of how feedback informed content of the high level strategic framework:</p> <p>Feedback:</p> <ul style="list-style-type: none"> • Inequity, not just inequality was a key theme of the feedback. People need equity of access to jobs; access to public transport; access to culture; access to accommodation; access to publications. This will allow individuals to participate in society, and connect and interact with each other. <p>Action:</p> <ul style="list-style-type: none"> • The concepts and language around inequality and inequity were considered and helped to inform content. Discussion of this theme in the narrative helped to clarify thinking for readers.

4.2 Phase 2: summary of feedback from targeted engagement (July-November 2017)

This phase involved ongoing targeted engagement with partners and stakeholders at a more detailed level on the proposed strategic framework and high-level areas of the Development Strategy. Engagement material included a proposed set of strategic directions and focus areas for each outcome area and material supporting the development strategy approach. A more detailed summary of all feedback received and the response to that feedback is provided in Table 5.

Key themes included the following:

- communities should be connected and everyone's involvement should be welcomed
- strong support for the focus on equity/social justice and strengthening our diverse communities
- the inability of many people to buy a dwelling is one of the biggest barriers to belonging
- the Auckland Plan should reflect the importance of: facilities and services, regional and local events, community programmes, funding community groups, arts and cultural initiatives and sports and recreation in bringing about a shared sense of belonging
- there is a need to support community-led outcomes and empower communities given activities developed and delivered by community groups have many positive flow-on impacts such as increased safety
- the plan needs to reflect the importance of Māori and the strength of our diverse communities, especially with the growing population of Asian communities. Also, the plan should have reference to valuing and celebrating Auckland's diversity with recognition of demographically as well as geographically diverse communities like coastal, rural and island communities, and not just social/ethnic diversity
- there needs to be collaboration with central government to ensure investment in areas like education and health services respond to population growth
- community safety needs to be maintained and enhanced
- the Southern Initiative should remain a key priority
- the plan needs to convey a sense of positive growth and intergenerational benefits.

Table 5: Summary of feedback and response

Summary of feedback by theme	Summary of response to feedback
Public health	
<ul style="list-style-type: none"> • Include 'healthy communities' as a strategic theme. 	<ul style="list-style-type: none"> • Not accepted - the proposed plan is a streamlined, focussed spatial plan which incorporates health and well-being considerations across the relevant outcomes, rather than in a single strategic theme.
<ul style="list-style-type: none"> • Investment in education and health services should respond to population growth. 	<ul style="list-style-type: none"> • Not accepted - directions on investment are out of scope for the plan. However, the narrative partly addresses this through the need for inter-agency collaboration. The implementation section of the plan also covers this need.
<ul style="list-style-type: none"> • Incorporate health throughout the plan. 	<ul style="list-style-type: none"> • Accepted - health has been incorporated throughout the plan.
<ul style="list-style-type: none"> • Auckland Council's role in leveraging health outcomes as a plan for 'all Auckland'. 	<ul style="list-style-type: none"> • Accepted - addressed in the narrative.
<ul style="list-style-type: none"> • Public health measures need to be included. 	<ul style="list-style-type: none"> • Accepted - addressed as part of setting measures.
<ul style="list-style-type: none"> • Health and wellbeing should be anchoring principles for all planning, service design and delivery. 	<ul style="list-style-type: none"> • Accepted in part - the wording of the direction for this outcome has been reworded to, "Improve <u>health and wellbeing</u> for all Aucklanders by reducing harm and disparities in opportunities."
<ul style="list-style-type: none"> • Apply a health lens to all policies. 	<ul style="list-style-type: none"> • Accepted in part - the narrative includes assessing the health and well-being implications of decisions.
<ul style="list-style-type: none"> • The Auckland Plan should set the high-level direction and influence outcomes of initiatives relating to reducing alcohol abuse, smoking and gambling. 	<ul style="list-style-type: none"> • Accepted in part - reducing harm, with some examples, have been incorporated into the narrative.
Community cohesion	
<ul style="list-style-type: none"> • Importance of facilities and services, regional and local events, community programmes, and funding community groups, arts and cultural initiatives and sports and recreation in engendering a shared sense of belonging. 	<ul style="list-style-type: none"> • Accepted - addressed in the narrative through indication of the types of activities that help to build a sense of belonging.
<ul style="list-style-type: none"> • Support community-led outcomes and empowering communities. Activities developed and delivered by community 	<ul style="list-style-type: none"> • Accepted - partly addressed through the relevant focus area, which covers working with communities to

Summary of feedback by theme	Summary of response to feedback
<p>groups have many positive flow-on impacts such as increased safety and a sense of belonging.</p>	<p>develop local leadership in helping to make communities more resilient.</p>
<ul style="list-style-type: none"> • Ensure that the urban environment created enables social interaction and builds communities through well designed open and green spaces that provide for a place where people can meet. 	<ul style="list-style-type: none"> • Accepted - addressed in the focus area on creating ‘safe opportunities for people to meet, connect, participate in and enjoy community and civic life’, and in the Homes and Places outcome.
<ul style="list-style-type: none"> • Recognise that the reliance on technology has changed the way people interact. 	<ul style="list-style-type: none"> • Accepted - addressed in the narrative.
<ul style="list-style-type: none"> • Community safety needs to be enhanced and maintained. 	<ul style="list-style-type: none"> • Accepted in part - mentioned in the narrative and addressed as part of setting measures.
<ul style="list-style-type: none"> • Communities should be connected and everyone’s involvement should be welcomed. 	<ul style="list-style-type: none"> • No further action needed - partly addressed in the narrative.
<p>Community infrastructure</p>	
<ul style="list-style-type: none"> • Concerns over the lack of emphasis on new open space, local parks and sports fields in metropolitan areas; need for continued investment to ensure communities are inclusive, resilient and thriving. 	<ul style="list-style-type: none"> • Accepted - no further action required. The definition of social infrastructure includes open space, sports fields and parks. • Accepted - there is strong emphasis in the focus area on ‘providing accessible services and social infrastructure that are responsive in meeting people’s evolving needs’. It is also addressed in the Development Strategy.
<ul style="list-style-type: none"> • Plan with Central Government agencies like the Ministries of Education and Health to ensure they respond adequately to the significant scale of growth. 	<ul style="list-style-type: none"> • Accepted - partly addressed in the narrative through the need for inter-agency collaboration. The implementation section of the plan also covers this.
<ul style="list-style-type: none"> • New neighbourhoods should reflect community needs. 	<ul style="list-style-type: none"> • Accepted - refers to the need to plan for communities’ needs in the long-term and provide for future communities
<ul style="list-style-type: none"> • Better use of existing facilities and ensure modern, multi-purpose facilities are available for the community to gather, share and practise their cultural knowledge. 	<ul style="list-style-type: none"> • Accepted - there is significant reference to this in the plan.
<ul style="list-style-type: none"> • Importance of major regional facilities and events in creating a vibrant, attractive city. 	<ul style="list-style-type: none"> • Accepted in part – refers to Auckland-wide facilities and events

Summary of feedback by theme	Summary of response to feedback
	in the narrative and in the context section of the plan.
Equity and equality	
<ul style="list-style-type: none"> Current focus is more on constraints, as opposed to “lifting people up” – need to convey sense of positive growth and intergenerational benefits. 	<ul style="list-style-type: none"> Accepted - addressed in the narrative - reworded to convey a sense of positive growth and intergenerational benefits.
<ul style="list-style-type: none"> Enable and support different parts of our community to participate. 	<ul style="list-style-type: none"> Accepted - emphasised, in the narrative, supporting all parts of our community to participate and belong.
<ul style="list-style-type: none"> The Southern Initiative should remain as a key priority. 	<ul style="list-style-type: none"> Accepted - the importance of place-based schemes such as the Southern Initiative as a focus for investment and effort remains.
<ul style="list-style-type: none"> Strongly support focus on ‘equity’/social justice. 	<ul style="list-style-type: none"> No further action needed - included in the narrative.
<ul style="list-style-type: none"> Support greater access and distribution to those in need so that our most disadvantaged significantly have a shift in the quality of life. 	<ul style="list-style-type: none"> No further action needed - the focus area on ‘focusing investment to address disparities and serve communities of greatest need’ addresses this feedback.
<ul style="list-style-type: none"> Support for vulnerable groups. 	<ul style="list-style-type: none"> No further action needed - communities of greatest need include vulnerable groups.
<p>Te Tiriti o Waitangi/the Treaty of Waitangi as Auckland’s bicultural foundation</p> <p>Content on te Tiriti o Waitangi is located in the Belonging and Participation and Māori Identity and Wellbeing outcomes and in the Treaty of Waitangi context section of the plan. The following responses are based on the substantive content rather than where it is located in the plan.</p>	
<ul style="list-style-type: none"> The Treaty underpins the relationship between the Crown (and Auckland Council) and tangata whenua. Support focus on the importance of Māori and Māori values. 	<ul style="list-style-type: none"> Accepted - reference to the Treaty is included in the outcome story, in the Treaty context section of the plan and the Māori Identity and Wellbeing outcome. A focus area on recognising te Tiriti o Waitangi/the Treaty of Waitangi as the bicultural foundation for a multicultural Auckland was included to address feedback received. This includes recognising the importance of Māori and Māori values.
<ul style="list-style-type: none"> Include reference to initiatives that reflect the history of Tāmaki Makaurau, mana whenua 	<ul style="list-style-type: none"> Accepted - reference to providing opportunities for mana whenua to

Summary of feedback by theme	Summary of response to feedback
<p>stories and narratives as a welcome to all cultures.</p>	<p>develop and express Auckland’s Māori identity and to share this with the people of Auckland promotes wider understanding and strengthens our sense of belonging.</p>
<ul style="list-style-type: none"> • Mana whenua should be recognised and visible as our indigenous culture with a strong presence in Tāmaki. 	<ul style="list-style-type: none"> • Accepted in part - the unique role of mana whenua is addressed in a direction on recognising and providing for te Tiriti o Waitangi outcomes and in two focus areas within the Māori Identity and Wellbeing outcome.
<ul style="list-style-type: none"> • Māori culture and tikanga as all-embracing of other cultures. 	<ul style="list-style-type: none"> • Accepted in part – the focus area recognises mana whenua obligations and tikanga Māori can help to connect all cultures and ensure that Auckland is a welcoming place for all.
<p>Aucklanders’ differences as a strength</p>	
<ul style="list-style-type: none"> • Building a sense of belonging and some shared identity is essential for building social cohesion in this multicultural, super-diverse city. 	<ul style="list-style-type: none"> • Accepted - recognised in a new focus area under this outcome – “recognise, value and celebrate Auckland’s differences as a strength”.
<ul style="list-style-type: none"> • Recognise New Zealand’s longstanding, special relationships with Pacific nations - Pacific people are more than just another sub group of multicultural New Zealand. 	<ul style="list-style-type: none"> • Accepted - referenced in the narrative.
<ul style="list-style-type: none"> • Recognise geographical diversity. 	<ul style="list-style-type: none"> • Accepted - included reference to rural or urban location within the definition of “our diverse population”.
<ul style="list-style-type: none"> • Strongly support focus on strengthening our diverse communities and a culturally collaborative future. 	<ul style="list-style-type: none"> • Accepted – included specific focus area on recognising, valuing and celebrating our differences as a strength.
<ul style="list-style-type: none"> • Include opportunities to use and celebrate diverse languages. 	<ul style="list-style-type: none"> • Accepted in part – included reference to providing opportunities for communities to express and celebrate their language and culture.
<ul style="list-style-type: none"> • Need a more obvious focus on our rapidly growing ageing population. 	<ul style="list-style-type: none"> • Accepted in part - no specific reference in this outcome however Auckland’s ageing population is referenced in supporting information and in the context of the plan. Where

Summary of feedback by theme	Summary of response to feedback
	<p>older persons constitute ‘those most in need’, this applies.</p>
<ul style="list-style-type: none"> Urban design should reflect our communities. 	<ul style="list-style-type: none"> Accepted in part – included reference to people needing to see themselves reflected in civic and community life, including public spaces. The Māori Identity and Wellbeing outcome includes references to Te Aranga design principles. Design is referenced in a number of places in the plan.
<p>Quality of life and liveability</p>	
<ul style="list-style-type: none"> Include new strategic direction on quality of life and liveability. Notable absence of reference to the value and contribution the city’s cultural capital, and the role that creativity, can make to the city as a whole. Include reference to “integrating arts and culture into everyday life”. 	<ul style="list-style-type: none"> Not accepted - the proposed plan is a streamlined focussed spatial plan. The plan incorporates these concepts across the plan, for example in the context section of the plan, and broad references to arts and culture in the Belonging and Participation outcome. There are also references in the Opportunity and Prosperity outcome where the value of the creative sector is acknowledged.
<ul style="list-style-type: none"> Concern that there is no explicit reference to arts and culture or to Toi Whītiki – no ‘hooks’. 	<ul style="list-style-type: none"> Accepted in part - Toi Whītiki is referred to as an important strategic action plan in the implementation section.
<ul style="list-style-type: none"> Creativity, culture and arts are what make a city vibrant, positioning Auckland as a world class city. Arts and culture provides a sense of place, of belonging, builds a sense of identity in a place, builds social capital and connections between people 	<ul style="list-style-type: none"> Accepted in part - noted that participation in social and community activities (including sport and arts and culture) help people belong and build community cohesion.
<ul style="list-style-type: none"> Importance of arts, recreation and sports to both physical and mental well-being, as well as a means of fostering belonging. Concern at lack of visibility of the importance of being physically active and healthy, and implications for policy development and investment decisions for the sport and recreation sector. Include reference to sport, recreation, and healthy/active lifestyles. 	<ul style="list-style-type: none"> Accepted in part - partly addressed by a reworded direction that is focussed on improving health and wellbeing, and in the narrative which also references being active.

5 Phase 3 - public consultation

Auckland Council’s Planning Committee approved the draft Auckland Plan 2050 for consultation in November 2017. Formal consultation on the draft plan took place from 28 February to 28 March 2018, alongside the draft 10-year Budget.

Material to support consultation was available online and in libraries, service centres and local board offices. It included a combined draft Auckland Plan 2050 and 10-year Budget consultation document, the draft Auckland Plan 2050 website (the digital plan), an overview document with translations, and full print versions of the whole draft plan.

Feedback was provided in writing (including via an online feedback form), in person (over 50 Have Your Say events) and via social media.

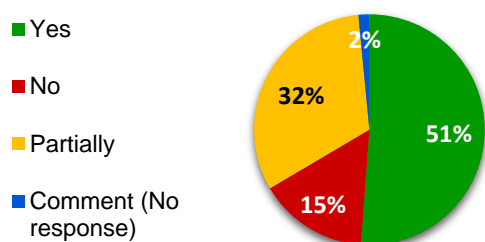
The consultation document contained the following statement and question on the *Belonging and Participation* outcome:

In a fast-growing city of increasing diversity and social change, people may or may not feel included or enjoy positive life experiences. The Auckland Plan proposes an inclusive Auckland where people live together with trust and mutual respect and everyone has the opportunity to participate to their full potential.

Do you think the focus areas identified in 'Belonging and Participation' will achieve this?

There were 14,855 written submissions on the *Belonging and Participation* outcome. Of these, 51 per cent agreed with the focus areas, 32 per cent partially agreed, 15 per cent did not agree and 2 per cent provided commentary but did not tick one of the yes/no/partial boxes.

Figure 5: Quantitative analysis of feedback - Belonging and Participation



In addition to the written submissions, there were 1,145 feedback points from 'Have Your Say' events:

Yes	55%
No	5%
Partial	8%
Provided comment but did not indicate yes, no or partial	32%

A high-level summary of all qualitative feedback is highlighted below. A more detailed summary of all feedback received and the response to that feedback is also provided in Table 6.

Belonging and Participation

There was general support for the need to address inclusion and sense of belonging, and agreement that the focus areas will help to achieve a strong community. The view was that the multicultural nature of Auckland means that this outcome is even more important than elsewhere in New Zealand.

There were also views expressed that there are other more important issues to address, (i.e. basic council services, housing, environment and transport). Some submitters believed the outcome was too high level and did not contain sufficient implementation detail.

New 'quality of life' focus area

In addition to the above points, a significant number of submitters believed there was a gap in the plan in relation to art, culture and heritage, and associated cultural infrastructure. A small number of submitters highlighted the importance of cultural heritage to the community and the need to support our heritage institutions. They wanted these gaps addressed, as well as the value of auaha (creativity/innovation) and related targets embedded across the outcomes.

Similarly, physical activity, sport and recreation, and associated infrastructure and supporting services, were considered a gap in the plan. Submitters who identified this issue wanted physical activity, sports and recreation to be elevated in the plan. The vital role sport and recreation plays in our communities and the contribution it makes to social wellbeing and the health of Aucklanders and communities were common themes.

In response, changes were made to three outcome areas. Under *Belonging and Participation*, a new 'quality of life' focus area (see Focus Area 7) was developed. It recognises a range of elements important to improving Aucklanders' quality of life including arts and culture, heritage, and sport and recreation.

Changes were also made to the *Opportunity and Prosperity* outcome to reference the contribution of the creative sector to innovation, give greater emphasis to the role of arts and culture as an attractor of both people and investment, and note the importance of growing creative skills.

The *Homes and Places* outcome was enhanced to acknowledge the role of public art and built heritage in reflecting the cultures and identities of Aucklanders. It was also updated to give more emphasis to the role of green spaces in facilitating sport and recreation.

An amendment was made to one of the measures based on feedback received:

Outcome	Draft Auckland Plan 2050	New measure
Belonging and Participation	Aucklanders' sense of health	Aucklanders' health

Key feedback themes and response

Table 6: Summary of feedback and response from Auckland Plan consultation

<p>Health</p>	<p><i>Feedback</i></p> <ul style="list-style-type: none"> • A number of submissions requested more focus on public health, mental health and physical wellbeing. <p><i>Response</i></p> <ul style="list-style-type: none"> • Referenced physical and mental health and wellbeing in Direction 2 narrative. • Introduced a new focus area to promote participation in arts, culture, sports and recreation and identifying associated health and wellbeing benefits.
<p>Arts, culture and heritage</p>	<p><i>Feedback</i></p> <ul style="list-style-type: none"> • Significant support for addressing arts and culture in the plan. • Some support to include cultural and heritage institutions within this context. <p><i>Response</i></p> <ul style="list-style-type: none"> • Introduced new “quality of life” focus area as described above. • Amended Focus Area 2 heading to include “cultural infrastructure”. • Added narrative noting cultural expression reinforces our distinctive identity. • Recognised public art as a function of place-making as part of our identity in the built environment (see Homes and Places). • Reflected economic contribution of Auckland’s creative sector and the role it plays in creating a vibrant city that attracts people (see Opportunity and Prosperity).
<p>Physical activity, sport and recreation</p>	<p><i>Feedback</i></p> <ul style="list-style-type: none"> • Perceived gap in relation to physical activity, sport and recreation, and associated infrastructure and supporting services. • Submitters highlighted the significance of volunteers and local groups in supporting participation in sport. <p><i>Response</i></p> <ul style="list-style-type: none"> • Introduced a new “quality of life” focus area that incorporates access for current and future Aucklanders to participate in physical activities, sport and recreation and the benefits of participation. • Included in the narrative the importance of affordable/free activities to enable participation and the role of local sports clubs and volunteers.

<p>Focus Area 1: Safe opportunities to meet and connect</p>	<p><i>Feedback</i></p> <ul style="list-style-type: none"> • Significant support. • Requests to reference the role of heritage and character in defining what is unique and distinctive about Auckland and in contributing to belonging. <p><i>Response</i></p> <ul style="list-style-type: none"> • Added narrative on the role of heritage in reinforcing our sense of history and place. • Added narrative on the unique character of our urban, rural and island communities which make them attractive places to live. • Referenced the contribution of interaction at the neighbourhood level to belonging.
<p>Focus Area 2: Accessible services and social infrastructure</p>	<p><i>Feedback</i></p> <ul style="list-style-type: none"> • Significant support. • Requests to signal the importance of an accessible Auckland and the need for universal design. <p><i>Response</i></p> <ul style="list-style-type: none"> • Made specific reference to location and distribution of a range of social services and infrastructure and the role of transport in enabling access to those places. • Included a link to the Auckland Universal Design website.
<p>Focus Area 3: Supporting and working with communities</p>	<p><i>Feedback</i></p> <ul style="list-style-type: none"> • Majority of feedback in support. • Some misunderstanding of ‘developing local leadership’. <p><i>Response</i></p> <ul style="list-style-type: none"> • Removed ‘local leadership’ from heading and make changes to text to provide more clarity.
<p>Focus Area 4: Te Tiriti o Waitangi as bicultural foundation for multicultural Auckland</p>	<p><i>Feedback</i></p> <ul style="list-style-type: none"> • Significant feedback emphasising importance of te Tiriti as the foundation of New Zealand. • ‘Recognise’ in the heading does not provide strong enough direction. • Submitters who did not support the focus area questioned the continuing relevance of te Tiriti in the context of a multicultural Auckland. <p><i>Response</i></p> <ul style="list-style-type: none"> • Provided more clarity on status of te Tiriti o Waitangi • Strengthened focus area to “value and provide” for te Tiriti o Waitangi/the Treaty of Waitangi as the bicultural foundation for

	an intercultural Auckland.
<p>Focus Area 5: Aucklanders' differences as a strength</p>	<p><i>Feedback</i></p> <ul style="list-style-type: none"> • Significant feedback for valuing and celebrating Auckland's diversity and maintaining an inclusive approach. • Questions on continued emphasis on multicultural approaches versus bringing people together around a shared identity and common values. • A number of submitters noted specific groups not included in plan. <p><i>Response</i></p> <ul style="list-style-type: none"> • Included new narrative and graphic to explain difference between a multicultural and an intercultural city.
<p>Focus Area 6: Address disparities and serve communities of greatest need</p>	<p><i>Feedback</i></p> <ul style="list-style-type: none"> • General support for addressing inequity and focusing on communities of greatest need. <p><i>Response</i></p> <ul style="list-style-type: none"> • Clarified the difference between equity and equality in the narrative and included new graphic.

6 Conclusion

How the Auckland Plan 2050 responds to the evidence and feedback

This section explains how the evidence and feedback provided earlier in this report have shaped the Belonging and Participation Strategic Framework. The Framework comprises directions that identify how the Auckland Plan 2050 will achieve the Belonging and Participation outcome, and focus areas that identify how this will be done.

The Auckland Plan is best seen as a series of interlocking objectives – success in one area will help to deliver success in other areas.

Table 7 Belonging and Participation Strategic Framework (June 2018)

Belonging and Participation Strategic Framework	
Direction	Focus Area
<p>Direction 1</p> <p>Foster an inclusive Auckland where everyone belongs</p>	<p>Focus Area 1</p> <p>Create safe opportunities for people to meet, connect, participate in and enjoy community and civic life</p>
<p>Direction 2</p> <p>Improve health and wellbeing for all Aucklanders by reducing harm and disparities in opportunities</p>	<p>Focus Area 2</p> <p>Provide accessible services and social and cultural infrastructure that are responsive in meeting people’s evolving needs</p>
	<p>Focus Area 3</p> <p>Support and work with communities to develop the resilience to thrive in a changing world</p>
	<p>Focus Area 4</p> <p>Value and provide for te Tiriti o Waitangi/the Treaty of Waitangi as the bicultural foundation for an intercultural Auckland</p>
	<p>Focus Area 5</p> <p>Recognise, value and celebrate Aucklanders’ differences as a strength</p>
	<p>Focus Area 6</p> <p>Focus investment to address disparities and serve communities of greatest need</p>
	<p>Focus Area 7</p> <p>Recognise the value of arts, culture, sport and recreation to quality of life</p>

Direction 1

Foster an inclusive Auckland where everyone belongs

An important aspect of any successful city is that people feel they belong and are included. A sense of belonging is closely linked to wellbeing, identity and attachment to place. Belonging is particular to different individuals and communities as everyone has unique experiences, backgrounds, cultures, heritages and histories. Belonging is also about Aucklanders' willingness to live and work together, to invest in and contribute to Auckland's future development.

The evidence emphasises the importance of social capital in building connection and enhancing social cohesion. Positive, healthy social relationships are central to individual and community wellbeing. The plan aims to ensure that the appropriate conditions are in place for social capital to accumulate. Creating and supporting meaningful opportunities for people to participate contributes to creating a stronger, more socially cohesive society. Stronger, more socially cohesive societies are built on inclusion and equity. The more Aucklanders trust each other, the more connected, productive and thriving they are likely to be.

Fostering an inclusive Auckland is about people having access to the opportunities, capabilities and resources that enable them to contribute to and participate in the social, economic, political and cultural life of their communities and wider society - to learn, work, access services, connect with people and their communities, and to influence decisions, take action and make change happen in their lives and communities.

Many Aucklanders already have a strong sense of belonging. The majority of Aucklanders agree that it is important to feel a sense of community with people in their local neighbourhood. However, just over half of Aucklanders actually feel a sense of community with others in their local neighbourhood (Auckland Council, 2016b). Others experience loneliness and isolation, which impacts on their self-esteem and well-being.

As Auckland's population continues to grow and diversify, it will become increasingly challenging to ensure that this shared sense of belonging is enhanced and maintained, while simultaneously fostering a sense of belonging amongst new migrants from elsewhere in New Zealand and overseas.

Direction 2

Improve health and wellbeing for all Aucklanders by reducing harm and disparities in opportunities

The evidence demonstrates that health is central to wellbeing and a person's health can impact on their ability to fully participate and achieve positive outcomes as part of their community.

Health and wellbeing are influenced by a wide range of factors. Not all Aucklanders navigate their lives from an equal starting position. There are differences in the health status and health determinants between different population groups. The plan aims to

promote health equity by ensuring all have a fair opportunity to be healthy, regardless of ethnicity, gender, income or the neighbourhood in which we live. This includes creating the right social conditions that promote health and wellbeing, while minimising harm from behaviour that increases health risks. This will involve a wide range of central and local government agencies, the private sector, the community and the voluntary sector all playing important roles in promoting wellbeing and reducing harm.

For some groups, long-standing barriers to opportunity have prevented themselves and their community from achieving their full potential. Poverty and inequality, as a result of inadequate incomes and rising housing costs, remains a key challenge. Inequality has been shown to have a number of negative consequences on: life expectancy and health; social cohesion and trust; educational performance and employment; crime and social outcomes, and cultural and civic participation. Entrenched inequality means that these communities do not have the resources to make the most of these opportunities. To address inequality and inequity, it will be necessary to not just remove barriers to participation, but also to work with communities to support them to participate and make positive change happen.

Across Auckland, there are distinct geographic patterns of socio-economic disparity in opportunities and outcomes. Low social mobility and entrenched inequalities across different socio-economic groups remains a major challenge. Choices and opportunities are very limited for some individuals and households, and this often results in poor living standards and a diminished quality of life.

The plan aims to create the conditions for people to thrive. Improved health and wellbeing means that people have access to a range of opportunities and capabilities to live a life that they value, have increased control over their lives and face fewer obstacles to achieve positive outcomes today and in the future. Improved health and wellbeing includes a broad range of factors such as trust, connectedness, prosperity and human capacity.

Focus Area 1

Create safe opportunities for people to meet, connect, participate in and enjoy community and civic life

This focus area seeks to create well-connected, inclusive and accessible places and spaces where social and cultural life can flourish. It aims to promote social cohesion by providing formal and informal places and spaces for social and cultural interaction.

It also builds on locally distinctive identities and characteristics of each neighbourhood in fostering local pride, integration, civic engagement and innovation and creativity.

It aims to promote deep and meaningful interaction between people from different backgrounds (bridging social capital) through providing spaces and places that build relations over time. It also promotes interaction through shared activities that take place in everyday, safe contexts.

It also supports greater participation in community and cultural activities by encouraging people to participate in decisions that affect them and building community responsibility and ownership of Auckland's spaces and places.

Focus Area 2

Provide accessible services and social and cultural infrastructure that are responsive in meeting people's evolving needs

This focus area seeks to improve community wellbeing through supporting the provision of accessible and responsive social and cultural infrastructure and services. This will be delivered through improved national and regional coordination of social infrastructure planning and provision in the Auckland region. This will need to be supported by improved data and information sharing, and strengthened relationships and collaboration between the different agencies involved in the provision of social infrastructure.

Ensuring that social and cultural infrastructure is equitably provided across the region means that all areas have access to appropriate and affordable education, health, social services, and arts, cultural and community facilities. It also seeks to ensure that the communities' diverse needs for social services and infrastructure are met, both now and in the future.

The focus area also seeks to realise opportunities for better integrated and financially efficient delivery of facilities and services through new models of facility provision and delivery (e.g. co-location, shared spaces and facilities).

Similarly, facilitating partnerships with community stakeholders to provide social services and infrastructure will strengthen responsiveness. This may involve building the capacity of communities to manage social and cultural infrastructure.

Focus Area 3

Support and work with communities to develop the resilience to thrive in a changing world

The Auckland Plan 2050 will continue to build on the community-led approach, empowering local people and groups to design and deliver activity that builds community, celebrates diversity and fosters a shared sense of belonging.

This involves providing support and decision-making responsibility to local people and organisations so they can actively shape, influence, lead and be part of what happens in their communities and how it happens.

It also involves supporting a strong and well-networked community sector that delivers services to those in need. Empowered communities are considered to be more resilient communities. This is especially relevant to vulnerable communities and those communities experiencing change and growth where there is a need to plan alongside existing and, where possible, future communities.

Focus Area 4

Value and provide for te Tiriti o Waitangi/the Treaty of Waitangi as the bicultural foundation for an intercultural Auckland

This focus area sees Auckland as diverse and multicultural, where the place of whānau, hapū and iwi as the indigenous people is embraced.

The Auckland Plan 2050 proposes an approach that embraces our bicultural foundation based on the principles of manaakitanga (support), whanaungatanga (community) and tikanga (protocols).

Providing opportunities for mana whenua to shape Auckland's Māori identity and to share this with Aucklanders promotes wider understanding and strengthens our sense of belonging and pride as Aucklanders. It is important to the future of Tāmaki Makaurau that all Aucklanders understand and can confidently engage with Māori culture.

For recent migrants, learning about their new home means learning about New Zealand's history, culture and the role of Auckland's indigenous people. Different groups will incorporate this in different ways as one of the many components that help to make up what it means to belong in Auckland.

Māori language and culture form part of Aucklanders' identity. Māori cultural experiences throughout the city and in suburbs provide opportunities for people to experience Māori culture and connect and learn about the people of this place.

Continuing to build on and celebrate Auckland's Māori identity recognises our shared history and underpins how we welcome people from diverse backgrounds and cultures. Strong positive relationships, built on understanding and mutual respect, ensures all Aucklanders belong.

The plan outlines the importance of strengthening Auckland's bicultural foundation while embracing an intercultural future.

Focus Area 5

Recognise, value and celebrate Aucklanders' differences as a strength

The evidence demonstrates that Auckland is already diverse and that this is set to continue given existing patterns of immigration. It also highlights that those cities that 'manage' diversity are more effective in promoting positive social impacts. Strategies that promote intercultural communication, understanding and respect enable all Aucklanders to participate and contribute and provide a sense of belonging for all.

The plan recognises and values Auckland's diversity as a strength and seeks to adopt a proactive approach to managing and realising its benefits.

Nurturing and supporting Auckland's diverse community identities ensures all of our citizens can fully participate in society.

The plan focuses on a range of initiatives intended to build interaction between and within Auckland's many diverse communities so that all Aucklanders can work together and support each other as well as providing opportunities to express, experience and celebrate differences.

It also involves supporting organisations that provide settlement services and programmes to enable migrants' full participation.

Focus Area 6

Focus investment to address disparities and serve communities of greatest need

The Auckland Plan 2050 acknowledges that currently prosperity and opportunity are unevenly distributed in Auckland and that future growth must be inclusive and equitable so that all Aucklanders can enjoy its benefits.

The evidence indicates that there are distinct geographical patterns of social disadvantage and need across Auckland. There is growing recognition that no one agency is able to address deep-seated socio-economic issues on its own. There is a need for collaboration with partners in developing solutions that address the root causes of complex, inter-related problems. Developing strategic and collaborative partnerships with central government ensures resources are focused on those challenges where they will have most impact. The plan also recognises that Auckland Council is well-positioned to respond to the spatial nature of inequality in outcomes at the local level through taking a targeted and integrated, spatial approach.

The evidence also indicates that specific vulnerable and lower socio-economic groups experience inequality of outcomes. The plan explicitly focuses on those Aucklanders who are most in need. Targeting activity to address the needs of these specific groups ensures all Aucklanders have the opportunity to reach their full potential while simultaneously addressing intergenerational inequity.

Specific areas of Auckland are projected to experience significant population growth over the next thirty years. Prioritising and phasing planning ensures that these areas have the capacity to accommodate growth and have the resources, infrastructure and opportunities they need to succeed.

Focus Area 7

Recognise the value of arts, culture, sport and recreation to quality of life

The Auckland Plan 2050 recognises that our quality of life is central to our physical and mental wellbeing. The ability to take part in activities such as arts, culture, sports and recreation support our overall wellbeing.

The evidence highlights a wide range of benefits from engaging with arts, culture, sports and recreation. These include:

- improved physical and mental health

- personal development and educational outcomes
- social interaction, connection, inclusion and cohesion
- identity and pride
- increased sense of belonging.

Integrating arts and culture into our everyday lives contributes to a culturally rich and creative Auckland. Providing Aucklanders with a wide range of opportunities to participate in sport and recreation enables all Aucklanders to be more active, more often contributing to healthy lifestyles.

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Appendices

Appendix 1 – Relevant legislation

Legislation	Explanation
Bill of Rights Act 1990 ¹⁷	<p>The act sets out the civic and political rights and fundamental freedoms of anyone subject to New Zealand law. These include the right to:</p> <ul style="list-style-type: none"> • Life • Vote • Freedom of thought, conscience, religion and belief • Freedom of expression • Freedom of association • Freedom of movement • Freedom from discrimination (on the grounds set out in the Human Rights Act, see below).
Human Rights Act 1993	<p>The Human Rights Act ensures that all people are treated fairly and equally. It prohibits discrimination (with some important exceptions) on the grounds of:</p> <ul style="list-style-type: none"> • Sex (including pregnancy and childbirth) • Marital status • Religious belief • Ethical belief • Colour • Race • Ethnic or national origins • Disability • Age • Political opinion • Employment status • Family status • Sexual orientation.

¹⁷ New Zealand Bill of Rights Act (1990), <http://www.legislation.govt.nz/act/public/1990/0109/latest/DLM224792.html> [date accessed: 11/01/2018]

Legislation	Explanation
Reserves Act 1977	<p>The act provides for the preservation and management of areas possessing some special feature or values such as recreational use, wildlife, landscape amenity or scenic value for the benefit and enjoyment of the public. It also ensures public access to the coastline, islands, lakeshore and riverbanks and encourages the protection and preservation of the natural character of these areas.</p> <p>The act also provides for the acquisition of land for reserves, and the classification and management of reserves (including leases and licences). It requires that reserve management plans be prepared and kept under continuous review for land held under that act.</p>
The Health Act 1956	<p>The act sets out the roles and responsibilities of individuals to safeguard public health. It requires local authorities to "improve, promote and protect public health within its district".</p>
Public Health and Disability Act 2000	<p>The act establishes the structure for public sector funding and the organisation of health and disability services. It mandates the New Zealand Health Strategy and New Zealand Disability Strategy, establishes District Health Boards and certain other Crown entities, and sets out the duties and roles of key participants.</p>

Appendix 2 – Auckland Council strategies, policies and action plans

Strategy/policy/action plan	Description
I Am Auckland	<p>Auckland Council’s strategic action plan for children and young people. It sets out council’s seven goals for the third of Aucklanders aged under 25. These goals help focus and align council’s work to create a city where all young people belong and have the opportunity to participate. In particular the following goals are strongly aligned to the directives of the belonging and participation outcome:</p> <ul style="list-style-type: none"> • goal 2 - I am important, belong, am cared about and feel safe • goal 3 - I am happy, healthy and thriving • goal 4 - I am given equal opportunities to succeed and to have a fair go.
Ngā Hapori Momoho/Thriving Communities	<p>Auckland Council’s action plan on community and social development. The principles of the action plan include:</p> <ul style="list-style-type: none"> • inclusion and diversity • social equity • self-determination and resourcefulness • He kaunihera aumangea he hapori aumangea (being a determined advocate and supporter of building strong Māori communities).
Toi Whītiki - Auckland’s Arts and Culture Strategic Action Plan	<p>The plan was developed by Auckland Council in collaboration with the arts and culture sector. It seeks to deliver on the vision to ‘integrate arts and culture into everyday lives’ (original Auckland Plan Strategic Directive). The six Toi Whītiki goals and the associated objectives that underpin this vision have linkages to all belonging and participation directions and focus areas.</p>
Parks and Open Space Strategic Action Plan	<p>Open space makes a major contribution to a range of health, social, environmental and economic benefits for Auckland. The plan is Auckland Council’s core strategy for parks and open space. It identifies the challenges, opportunities, priorities and actions for Auckland Council’s involvement in parks and open spaces over the next 10 years.</p>
Open Space Provision	<p>The policy gives effect to the Parks and Open Spaces</p>

Strategy/policy/action plan	Description
Policy 2016	Strategic Action Plan and informs investment decisions to create a high quality open space network that contributes to Aucklanders' quality of life.
Auckland Sport and Recreation Strategic Action Plan (refreshed 2017)	For many Aucklanders participation in sport and recreation is an important part of belonging. The plan's priority areas include increasing participation, and providing access to appropriate infrastructure, including open spaces and a fit-for-purpose network of facilities.
Community Facilities Network Plan 2015	The plan guides council's strategic approach to the provision of community facilities over the next 20 years. It is supported by an accompanying action plan. The goal is to ensure strategically placed and integrated community facilities across Auckland that respond to growth and deliver services in an efficient and cost effective way. The plan takes a regional network approach and provides a mechanism to prioritise and address competing demands for provision and investment across the region. It addresses the provision of arts and culture facilities, community centres, libraries, pools and leisure facilities and venues for hire (community or rural halls).

