



# **Community Needs Assessment Eastern Bays and Tamaki Wards**

## **Stage 2 Report Community Needs Analysis**

**Prepared for Auckland City Council  
by CityScope Consultants Ltd**

**September 2005**



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## **EXECUTIVE SUMMARY**

### **Aims**

The aims of this study were to identify community needs in the Eastern Bays and Tamaki Wards and to identify ways in which Auckland City Council can better support strengthening the social fabric of communities within them. The Brief contained a range of supplementary aims and research objectives that are addressed in the two study reports.

### **Approach**

The study was conducted in two parts. Stage 1 was completed in April 2005 and comprised a broad issues analysis. This brought together a wide range of material – relevant policies and policy documents, previous research (especially plentiful for Tamaki Ward), independent demand analysis, managers' and providers' views, international trends in community planning, and facilities inspections.

The findings of Stage 1 were reviewed and Stage 2 undertaken in June, July and August 2005. The review called for a broadening of scope, while seeking to test some of the propositions arising from Stage 1.

Stage 2 was based on reviewing additional documents, interviews with key informants inside and outside the Council, and qualitative research into community needs conducted with residents of Eastern Bays Wards.

The study covered a lot of material and canvassed a variety of opinions of both a general nature (regarding the provision framework) and a detailed nature (regarding individual areas and facilities). The two reports document this material. The current summary draws only on general findings to provide pointers to the conclusions reached and recommendations made as a result.

### **The Challenge of Diverse Community Needs**

Communities are increasingly diverse and their demands correspondingly divergent. Catering for diverse needs poses challenges for the Council as a whole, for centre managers, and for individual suppliers of community programmes.

The way to respond to diversity may be to move from a facilities-centric approach, which defines a role for a facility and then places it before the community, to a community-centric approach, which defines the community's needs and seeks to provide or adapt facilities to meet them.

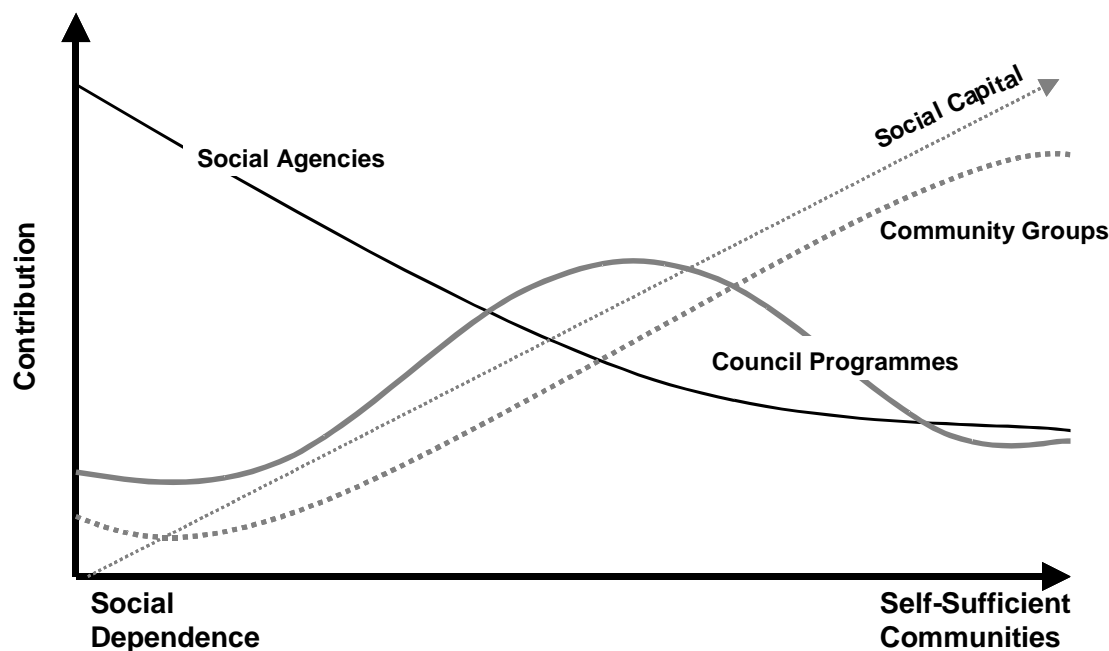
This does not mean simply handing governance over to the community in the hope that the groups within it can readily articulate what they require of community facilities and then make provision to satisfy these requirements.

The practical problems of volunteerism, accountability and limited skills impede the shift to the ideal. Lack of human and financial resources and limited facilities are an impediment to community development, especially in areas that are already deprived. A lack of social capital in a community constrains its capacity to meet its own needs, and creates a gap that councils can help fill.

### **Locating the Council in Community Development**

Consideration of the nature of the agencies and programmes aimed at assisting communities and of the interpretation by providers of their respective roles suggest that a continuum exists from dependent to self-sufficient communities (Figure 1).

At one end of the scale communities are characterised by high shares of individuals and families with particular welfare needs, or subject to intervention by the justice system. Dependent communities lack private resources (typically with high levels of underemployed residents, low levels of qualification and income), have limited social capital, and are typically serviced by specialised government and voluntary agencies. The Council’s role may be limited to supporting these agencies, perhaps with premises, coordinating their activities, and acting as an advocate for the community.



**Figure 1: The Community Development Continuum**

At the other end of the scale, self-sufficient communities have significant private resources and social capital. The Council’s roles may be to provide community facilities that the market would not otherwise provide, maintain the physical quality of the neighbourhood, and provide secure public places for local people to use.

At the same time, there are groups within even well resourced areas that have distinctive and often unmet needs, including youth, recent migrants, and seniors.

### **Resources and Partnerships**

Very few geographical communities are likely to sit at one or other extreme on the community development continuum. The Council’s main role in community development may lie towards the dependency end of the spectrum, though, particularly assisting “communities in transition” to build their social capital and to shift away from dependency towards self-sufficiency.

The Council’s contribution will include facilities and space, funding, and people -- as coordinators, educators, advocates and facilitators, managers of facilities, and delivering programmes. The Council need not provide all the resources, however, but can play a major role through the partnerships it establishes to ensure that the appropriate resources are in the appropriate places.

## The Two Wards – at Different Ends of the Community Development Spectrum

Eastern Bays Ward is a stable and prosperous Ward, lying towards the self-sufficient end of the community development continuum. However, it faces growth pressure from intensification and infill, which places pressure on public resources.

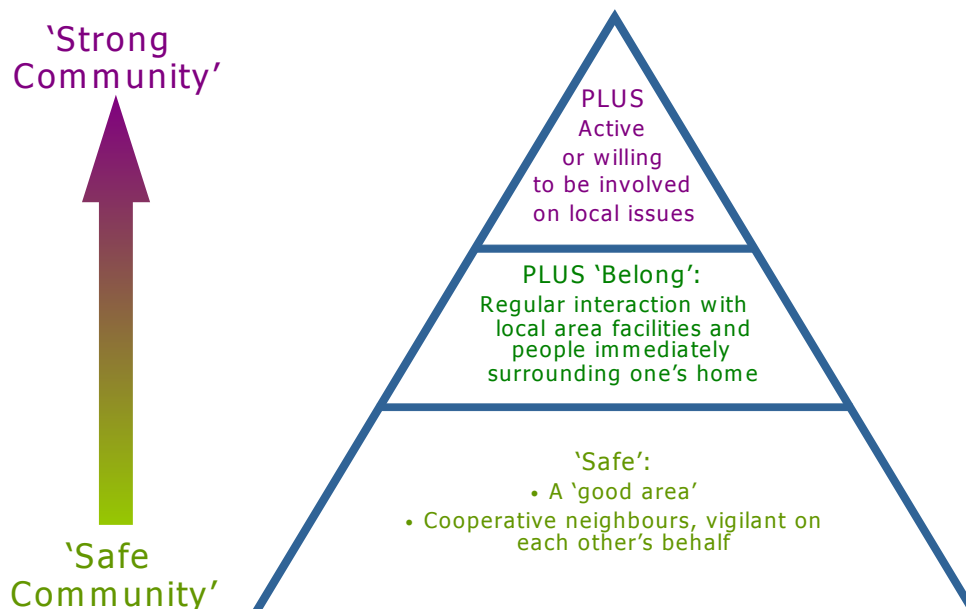
Needs will also grow from an ageing population and pressure on families to maintain two incomes, sustaining demand for childcare. Migrant groups will also seek out community facilities for cultural events and social and leisure purposes. Despite being a “resource-full” community, there are localised issues of dependency, and particular needs associated with recent migrant groups and youth.

Tamaki Ward is a more deprived community, lying towards the left hand end of the continuum (Figure 1). Here, the picture is one of considerable current and future need. This reflects a lack of private resources, a relatively youthful population, and ethnic diversity.

Low projected growth rates may underestimate the disruption from targeting Tamaki as a Strategic Growth Management Area, and thereby under-play future needs.

### The Community View of Strong Communities

Participants in the Eastern Bays focus groups identified three levels of “community belonging” as a means of defining strong communities (Figure 1) The lowest level, is a **Safe Community**, driven by the look of the physical environment, including well maintained houses and neighbours familiar enough to exchange pleasantries and to be vigilant on each other’s behalf.



**Figure 2: Community Participation and Strong Communities**

The next level, ‘belonging’, marks a shift towards a stronger community, with residents interacting with each other on deeper levels than necessary just for

security, active use of local facilities, and participation in local events. The final level requires **active involvement**, and is likely to require sustained participation.

The lowest level – people content with a safe community -- accounted for the bulk of focus groups participants. The next largest group feel a pull toward stronger communities but are wary of personal involvement; and the smallest comprises those would like to see a stronger community and may be prepared to contribute

In practice, all three levels will coexist, although as communities become stronger a significant shift is likely among residents from lower to higher levels.

### **The Council's Roles in Developing Strong Communities**

These two frameworks – one for community development and one for strong communities -- jointly clarify the Council's role. The Council has a responsibility for ensuring a basic level of environmental care and a physical environment that supports personal safety and security across the board.

At an intermediate level – supporting community development and communities in transition, encouraging a greater sense of belonging and creating conditions conducive to greater participation – it can work to encourage community groups to act together, provide spaces in different facilities, support local leadership and initiative, develop and offer or sponsor programmes that increase the level of inclusion. As areas become more self sufficient, its role may be less active, focusing on ensuring that there are adequate public facilities to enable the community to fulfil its social, cultural and leisure needs.

### **Facilities Provision**

The provision of physical facilities and public spaces should continue to be one of the Council's most important contributions to communities at all levels, but especially those in transition. In areas where there is significant and diverse need, there is a new interest in concentration (e.g., recreation precincts), to extract the greatest value from synergies across facilities, to group resources, increase profile, and enhance accessibility. This can include concentrating government and community agencies in particular areas (e.g., Glen Innes Town Centre), and reflects a move from simply providing facilities to providing a resource centre to a community.

This approach can be qualified so that it is not at the expense of isolated or less mobile (and often deprived) groups, which cannot readily access a central locality. Local community centres will continue to play an important role for these groups.

### **Moving from a Facilities Focus ...**

The purely functional delineation between halls, recreation facilities (including aquatic centres) and community centres may be too rigid. They all support community development to a greater or lesser extent.

This wider role is obscured to the extent that performance measurement for facilities tends to focus on utilisation – the share of time occupied and the number of persons using facilities. Recreation centres, because they may meet region-wide demand for particular codes as well as local demand for casual use, will have quite different utilisation characteristics than community centres. Their contribution to local community development though, may be little different.

Utilisation is an indirect measure of “inclusion”, and may only be weakly related to social capital or strong communities. Indicators of social coherence and community

well-being may be more relevant to building strong communities, and for determining how council facilities might best be used to promote it.

### **... to a Community Development Role**

A community-based model of programme delivery should lead to the most effective use of local facilities. On these grounds, the Council could shift its community development focus from provision and operation of facilities to engagement, using facilities as resources to be utilised by the community.

A shift in emphasis towards greater community engagement and increased use of partnerships can be reflected in planning as well as community development, with benefits from greater integration of functions within the Council and across agencies.

### **Change is Already Under Way**

The shift in emphasis proposed is already underway in the Council. It can be seen in the Draft Community Development Framework (as provided to the consultant team) and in the establishment of the Arts, Community and Recreation Directorate.

The Draft Community Development Framework reflects a response to the requirements of the Local Government Act 2002 for a Long Term Council Community Plan that should reflect Community Outcomes.

On these grounds, it is proposed that the Council embraces the community development model to guide community planning, based on a definition along the following lines:

*Community development is a process that strengthens communities by enabling them to cater for their own social and economic needs in a safe and inclusive local environment, where individuals feel free to participate in local decision making and programmes, and where diverse groups can readily come together to meet their recreational, cultural, and artistic needs.*

This implies a shift in emphasis, in crude terms, from structures to people as the driving force of community planning and investment. It also means that qualitative needs analyses more than quantitative gap assessment should drive the management of community assets.

### **Implications for Community Centres**

A change in approach would see community centres assume a strong local role and local identity. Centres that currently appear to be languishing and centres reverted to hall status might be repositioned to fit a more community-focused model.

Management structures could be simplified, with more supportive services offered, helping groups to define and implement their own projects, providing financial advice and oversight, project-oriented management skills, and links to other agencies.

### **The Importance of Internal Co-ordination**

Different policy areas affect community development, including liveable communities plans, resource consent applications, transport corridor planning; community needs assessments for community development and facilities planning, community centre management contracts, asset management plans; and specific topic sector or topic plans (e.g. transport, housing, open space, sports and recreation).

The resulting role merging creates issues of effective voice for the community (who from the Council is it speaking to, and on what issue?) and credibility (how does the Council respond, and through what department?)

The new organisation structure recently announced by the Council (August 2005) takes these issues on board by including most of the Community Development functions within the new Arts, Community and Recreation Division.

One approach to cementing this shift in emphasis would be to rename the newly formed Arts, Community and Recreation Directorate the Community Development Directorate. This would ensure a shared purpose across the constituent departments, disciplines and functions, provide a foundation for coordination of local initiatives with the City Planning Directorate, and signal the role of the constituent activities to the public.

### **The Council in the Community**

At the same time, the establishment of Community Development Officer or Coordinator functions (perhaps transforming the current Community Advisor role) within communities would reflect the shift in emphasis on the ground. Community Development Officers would be charged with promoting and coordinating the full range of council community development initiatives, overseeing and advising on community engagement, and acting as catalysts and coordinators for local partnerships.

These positions would be based within the Arts Community and Recreation Directorate, but staffed in council community offices, ideally at community centres.

### **The Dilemmas of Consultation**

People in the community have concerns about over-consultation. The negative impact of over-consultation and the consequent community reticence to participate further makes needs assessment difficult. Current users of facilities may be willing participants in assessment, but engaging the wider community to voice unmet needs and the needs of groups who do not participate currently is much harder.

Similarly, unconstrained or poorly conceived consultation can be negative. Failing to respond to community expectations reduces confidence and potentially undermines the credibility of council programmes and a community's affinity with its facilities.

### **From Consultation to Engagement**

On the other hand, communities can be strengthened by effective participation. While a sense of belonging should evolve through the natural functioning of society, a focus on community outcomes justifies councils promoting stronger communities.

Consultation can be placed within a wider framework of community engagement. The way in which the Council engages with the community can take a number of forms, from traditional methods of surveying, through various qualitative and participative methods, to co-management and partnerships for resource management and programme delivery. In this way, engagement may itself build social capital and strengthen communities.

There is a need to develop a comprehensive council strategy for community engagement. This could encompass the minimum statutory consultation, at one end of the spectrum, through to devolving implementation to communities, at the other.

## **Rethinking Community Needs Assessment**

A community development approach recognises the diversity of communities and the dynamics of local environments. Estimation of need under these circumstances raises challenges. Shifting to qualitative assessment reduces the impression of objectivity associated with quantitative measures, but also acknowledges uncertainty and the difficulty of defining programmes in a detached manner to meet all needs in a community, and the need for local variability of programmes.

Modifying needs assessment to reflect a community development focus may call for a shift in emphasis rather than a radical shift.

Quantification still provides context, demonstrates relevance, and helps set priorities. How resources are committed, however, calls for greater on-the-ground judgment, and more effective community input.

While, the community development model suggests that the Council's role is simply to enable the community to determine and act on its own needs, accountability for ratepayer funds, resolving competing priorities, and a responsibility for basic civil infrastructure mean that the Council has to retain responsibility for higher order democratic decision-making that will shape and constrain local outcomes.

Needs assessment, then should reflect a combination of:

- (1) Traditional, quantitative methods for determining broad resource allocations;
- (2) Determination of the form of delivery in a local area on the basis of arm's length, qualitative consultation;
- (3) Design of programmes and facilities in close consultation with local communities;
- (4) Local delivery of programmes and day-to-day responsibility for public facilities by community interests, with administrative support and oversight from the Council, and subject to the accountability associated with democratic decision-making.

## **Recommendations**

The preceding conclusions provide a basis for the recommendations, below. The first group deals with the provision framework. The second group comprises recommendations for individual facilities. Their rationale is provided in Report 2.

### ***The Provisions Framework***

#### **Confirming the Community Development Model**

1. Confirm the community development model described in this study as a basis for building strong communities, for facilities needs analyses, and to support the community outcomes in the LTCCP.
2. Recognise the central role of the Arts, Community and Recreation Directorate, renaming it the Community Development Directorate.

#### **Building Coordination into the Model**

3. Establish an effective local area coordinating mechanism between the City Development and Community Development directorates.
4. Encourage the use of cross-directorate project teams (a) to address local development issues across departmental, sectional or facilities boundaries; and (b) to achieve coordination across separate initiatives in an area.

### **Rationalising Community Engagement**

5. Develop a Community Engagement Strategy to guide and coordinate community consultation, sponsor and manage participation and partnership initiatives.
6. Develop a needs assessment programme that is coordinated with and integrated into community-based service delivery, moderated by occasional ward-based qualitative assessment of need, and subject to annual and long-term community and resource planning at a council-wide level.

### **Repositioning Community Centres**

7. Promote a community-centric model of community centres, which will act also as community hubs for representing the council in the community.
8. Consider investment in the profile and positioning of community centres to reflect their dual purpose as resources for local people and the local places where the community and the Council come together to build strong communities.
9. Review the governance and management of community centres to reduce the administrative burden on volunteer-based bodies (by facilitating professional administration) and to advance the local advisory role.
10. Encourage continuous community centre operation staffed by local people, especially in support roles.
11. Use community centres for permanent displays of planning and other issues that may affect the local community.
12. Use community centre management to keep other local groups (including recreation centre managers) informed about local demographics, interests and planning issues.

### **The Council in the Community**

13. Appoint local Community Development Coordinators or Managers within the Community Development Directorate, based in wards, and operating from community centre or, if appropriate, library “hubs

### **Migrants, Youth and Seniors**

14. Consider preparing a cross-directorate policy including provisions for responding to the special challenges presented by the three key groups “in need”: recent migrants, young people, and the ageing but independent members of communities. These policies would address particular facility and programme needs, neighbourhood character and amenities. They would identify and promote partnerships with community groups and with other agencies.

### **Other Facilities**

15. Explore how the Council can encourage the provision of more facilities without having to fund developments itself; i.e. what opportunity is there for more private sector involvement in community services provision?
16. Review booking systems in the light of the above recommendations.
17. Extend the Halls brokerage service to the Eastern Bays area.

### ***The Facilities***

The recommendations are presented as suggestions for further investigation with particular reference to the implications of the community development model. They are organised by area and type.

#### **Eastern Bays: Community Halls**

**Glendowie Hall:** Examine the opportunity to develop a community centre with an emphasis on the needs of local youth.

**St Heliers War Memorial Hall:** Minimum change proposed, but the planned maintenance programme is confirmed. There is a need to consider the possibility of a permanent home for Eastern Bays Arts.

**Tahapa Hall;** Consider the possibility of disposal to release funds for the development of more effective facilities elsewhere.

#### **Eastern Bays: Community Centres**

**Meadowbank Community Centre:** Consider the prospect of repositioning this as a Community Hub, through some minor modification and advancing expansion plans.

**Orakei Community Centre:** Explore the option of repositioning the Centre as a high profile centre and hub as a focus of community engagement.

#### **Eastern Bays: Aquatic and Sports Facilities**

**ASB Stadium:** Examine the potential for additional casual use, especially with the relocation of the Eastern Bays Gymnastics Club.

**Crossfield Reserve:** Explore the potential for Crossfield Reserve to be managed to provide for new sports codes such as American Football, baseball and possibly soccer.

#### **Eastern Bays: Open Spaces and Parks**

**Churchill Park:** Review plans for Churchill Park in light of the prospect for population growth based on residential intensification in the area.

**Churchill Park:** Review safety and security arrangements.

**Kupe North Park:** Review safety and security arrangements

#### **Tamaki: Community Centres**

**Glen Innes Community Hall:** Investigate reinstating Glen Innes Community Hall as a Community Centre with a Hub role.

**Mt Wellington Quarry:** Review the need for community facilities associated with the Quarry development and, if required, determine what form those facilities might take.

**Otahuhu Community Centre:** Examine the prospect for raising the profile of the Centre and establishing a Community Hub, in association with the Public Library.

**Otahuhu Community Centre:** Revise the governance structure in accordance with the community development approach.

**Riverside Community Centre:** Review investment plans and lift focus on the Centre as a place where the Council and the community can meet.

**Dunkirk Road Activity Centre:** Explore the prospect of lifting activity by providing administrative support and promoting community events focused on the Centre.

### **Tamaki: Recreation Centres**

**The Tamaki College Recreation Centre:** Continue to explore alternative uses and methods for involving the local community, including provision for casual use.

**Tamaki: Parks and Open Spaces:** Ensure that the community at large can contribute through consultation.

### **Priorities for Eastern Bays**

The preceding recommendations imply a community development programme for Eastern Bays Ward with priorities to be considered along the following lines:

1. **Crossfield Reserve and Glendowie/Crossfield Hall:** Develop a community recreation precinct, with particular emphasis on informal and innovative uses, with emphasis on migrant and youth groups. This includes elevation of the Hall to Community Centre status.
2. **Meadowbank Community Centre:** Expand and refurbish the Meadowbank Community Centre to meet growing demands, especially for migrant-based programmes and for seniors, but also as a community hub, where the Council builds its presence and profile in the community.
3. **Orakei Community Centre:** Aim to reposition the Centre as a Community Hub through which a range of agencies and the Council could build their local presence, working as far as practical with the local community to achieve this. Some minor investment in facilities design (especially the ancillary space) may widen its capacity to cater for diverse groups.
4. **Local events:** Encourage the staging of local street or neighbourhood events to build the sense of belonging and, especially, to break down cultural barriers.
5. **Maintain the quality of public facilities:** The character of Eastern Bays means that people from outside the Ward use many of its public facilities. The quality of the environment, the cleanliness of public facilities (including toilets and changing rooms), and the capacity to access them are important to the local community.
6. **Undertake a safety audit of public open space and parks:** This should consider the impact of increasing use as a result of population growth, and might focus, initially, on Churchill Park.
7. **Develop partnership arrangement for halls usage:** The high level of demand on Meadowbank Centre suggests that greater use could be made of halls. Extending the brokerage service to Eastern Bays will enable the Council to facilitate community access to halls. This will provide a basis for approaching schools, churches and perhaps school halls to develop partnership arrangements, if only through establishing an inventory of facilities and conditions of access.

These priorities imply the appointment of two Community Development Officers, one based at Meadowbank and the other at Orakei to work with the community across the spectrum of community development initiatives (or perhaps one officer across the two centres).

## Priorities for Tamaki

While there has been considerable prior analysis of community needs in Tamaki Ward, the revised framework in this study suggests raising the profile of community centres, and moving towards more community focused development and delivery of programmes within them. The following priorities can be considered:

1. **Reinstate the Glen Innes Community Centre.** This should be treated as part of a GI Precinct plan. It should allow rationalisation of facilities use by a range of agencies. The Centre's activities should be defined as far as possible through community initiatives facilitated by the Centre Manager. A Community Development Officer could be located there to build council relations with community groups and other social agencies.
2. **Raise the profile of the Otahuhu Community Centre.** This can be done by attention to Centre profile and promotions. A modified governance programme could be developed for which gives more community voice in programmes while reducing the more onerous aspects of governance and administration on volunteers. A community hub can be developed at the Centre through the co-location of a Community Development Officer there. This initiative might be seen as a model which, if successful, might guide similar developments in the future
3. **Review the cumulative impact of growth plans.** Projects such as the Mt Wellington Quarry development, Sylvia Park, and Liveable Communities and the Strategic Growth Management, and likely gentrification in parts of the Ward will have a significant impact on the prospects of existing communities, and will raise community development issues associated with new communities.

# 1 Background

This is the Stage 2 Report of a study commissioned by the Auckland City Council with the principal aims of identifying community needs in the Eastern Bays and Tamaki Wards and ways in which the City Council can best support these needs.

Stage 1 drew on secondary sources, including previous studies, a review of facilities, and officer interviews to identify the main issues and opportunities. The results were used to refine the second stage, which is based mainly on original research.

Stage 2 draws on a combination of focus groups conducted in the Eastern Bays Ward and in-depth interviews with key informants. The aim of this work was to refine and test the conclusions of Stage 1 and to fill some gaps regarding community needs and expectations in Eastern Bays.

## 1.1 Study Aim

The overarching aims of the full assignment (stages 1 and 2) are to identify community needs in the two wards and to identify ways in which the Council can better support strengthening the social fabric of communities in them. These aims are pursued in a changing environment, in which communities must continue to be adaptive, resilient and sustainable.

This aim is supported by a review of:

- Policy and planning frameworks that outline how Council interacts with the community on a number of levels.
- Strategic and long-term planning of community facilities in the Tamaki and Eastern Bays wards.

Although incorporating needs assessment, equal emphasis was requested on the role of Council facilities in contributing to community development and the move towards community empowerment and community sustainability. While the assignment was required to focus on activities associated with current Council facilities it was also to consider the wider needs of the community.

## 1.2 Objectives

The following general objectives were set for the project:

1. To ascertain what people living and working in the Tamaki and Eastern Bays wards require, in order to develop a strong sense of community belonging, well-being and acceptance.
2. To evaluate community needs against the provision frameworks Council has established to support local communities. When gaps in provision are identified, this may include the challenging of current regimes and signalling of new ways of meeting community need in these wards.

A series of specific research objectives were also set:

Objective 1: Identify community needs, any problems and issues and prioritise them.

Objective 2: Explore specific barriers to accessing opportunities for youth and children, elderly, families, ethnic communities and non-users of community facilities.

Objective 3: Explore environmental, social, cultural and recreational trends in these wards and the effects this will have on community needs.

Objective 4: Determine unmet needs.

Objective 5: Propose ways in which gaps can be addressed and opportunities for development.

Under objective 5, both asset based methods (for example suggesting new locations for community facilities) and non-asset based methods were to be considered. The latter could cover new partnerships and services as well as ways in which existing policies might be remodelled.

The Brief also identified “desired outcomes”, noting that the research should take a holistic approach in terms of planning for communities and ideally generate a range of preferred options for delivery. The findings should direct all areas of work within the Community Planning Department, eg, community development, parks and streetscape planning and leisure. They are also to be disseminated to other relevant groups across Council.

Recommendations were required to inform capital works, policy and operational planning in the next ten years.

### **1.3 Specific Facilities Issues for Investigation**

Community needs can be met through a range of approaches and mechanisms. Providing community facilities by way of public spaces and buildings is just one approach. Where such facilities are an effective response, assessment needs to ensure that they are of the right type and scale and in the right place.

The research underlying this report was to investigate a number of specific objectives:

- Whether the level and type of existing community facilities are going to be adequate for anticipated usage over the next ten years;
- What community facilities in the study area should be retained, expanded or disposed of under future growth scenarios;
- Policies and strategies to increase the relevance of community facilities, so that usage levels in community facilities continue to grow;
- What is working well and what is not working well, and why, in terms of community facilities in the wards;
- The issue of flexibility and how it can be built into our community facilities;
- Alternative management structures;
- Possible new directions;
- Whether the capital works projects scheduled in Meadowbank, Orakei and Riverside community centres are justified.

### **1.4 This Report**

In the course of refining the Brief for Stage 2, council officers continued to comment on the preliminary findings of Stage 1, and to provide further reports and data. In addition, workshops were conducted regarding both the findings of Stage 1 and expectations for Stage 2.

The additional material provided during this phase has been considered in relation to the principal conclusions drawn from Stage 1, and is discussed (along with those conclusions) in Section 2 of this report.

The workshops also helped to focus Stage 2 on the findings considered most relevant from Stage 1, a number of which were developed into research hypotheses. These are outlined in Section 3 of this report.

Section 4 then addresses the findings from Stage 1 and the hypotheses arising through review of additional reports provided to the consultant team, consideration of the views of members of key agencies operating in the area, and additional input from Council staff, including officers with an indirect responsibility for or interest in community development.

Section 5 covers outlines the principle findings from the qualitative community research, and assesses them relative to the hypotheses arising from Stage 1.

Section 6 discusses the emerging community development policy framework within which community needs can be assessed and suggests directions for modifying it in light of the findings of the study. Section 7 provides recommendations for consideration to reinforce the implementation of such a framework that, the research in this report suggests, is to some extent already in progress.

## 2 Stage 1 Research: Facilities and Needs Review

The Stage 1 Report was required to review existing documents identifying the policies relevant to community development and facilities planning, provision and management, and to review the results of past and current research into community needs and community development initiatives. It also covered planning documents relevant to the two wards.

Recreation and community centres in the two wards were visited and subject to visual inspections. Interviews were conducted with “providers -- the managers of recreation and community centres -- and with officers charged with the planning and management of facilities. Additional independent research was undertaken using demographic forecasts and Census data to explore the broad parameters of current and future demand.

This section summarises the results of the Stage 1 review.

### 2.1 The Policy Environment

#### *Dual Policy Strands*

Community development is covered in two broad policy strands: physical and social development

On the physical development side, the Auckland Growth Strategy identifies Strategic Growth Management Areas (SGMAs) within the City, and defines how they should develop. SGMAs are supported by Liveable Communities plans setting out measures to accommodate population increase at a local neighbourhood or centre level.

Overall, the physical policy programme is needs based. It relies on demand gap analysis based on, for example, floor space:population ratios and usage as indicators of need, so that delivery is more likely to reflect the distribution and accessibility of facilities across the City rather than the particular needs of local communities.

#### *“Nested” policies*

The social development policy strand refers to capacity building within and among communities. It appears in policies to manage facilities, with the focus on subsidies and assistance for groups that meet criteria relating to community development; favouring groups with fewer private resources and potentially greater material need.

Several policies influence how the need for and supply of community facilities is defined and managed. These cascade down from those dealing with general principles to those addressing specific interests, neighbourhoods, communities or categories of facility.

The Community Assistance Policy sits alongside the growth management policy, providing grounds for mediating community needs on equity grounds and in the interests of strengthening communities. Under the Community Assistance Policy, policies deal with specific facilities or management requirements. These include the Community Facilities Strategy, the Community Centres Policy, the Community and Recreation Lease Policy, the Facility Partnership Policy and Scheme, and the Community Halls Fees policy. They favour groups and activities that build on community initiatives and lift community participation.

The Community Assistance Policy is reinforced by the community outcomes, outlined in the LTCCP, *Focus on the Future* (2004). These emphasise measures to strengthen communities and recognise and celebrate diversity.

## 2.2 Policy Analysis and Research

### Prescribing City-Wide Facilities or Responding to Local Need?

The policy and research reports reviewed are either prescriptive, defining what communities need from a generic or city-wide point of view, or focused on local outcomes, with increasing attention given to areas undergoing change.

The generic or prescriptive reviews use mechanistic tools, particularly the Community Resources Model (CRM) to assess the relative distribution of supply and demand.

With tools like the CRM that rely on “hard” data there is a risk of failing to explore new needs and new ways of responding to them. Furthermore, convergence of findings across studies may not verify a particular pattern of community need so much as reliance on a particular tool and the data it draws on. This reinforces the possibility of a professional convergence of views -- “group think” – that can weaken rather than strengthen policy decisions.<sup>1</sup>

### The Example of Mt Wellington Quarry Development

Application of the CRM underpins the conclusions in the *Mt Wellington Quarry Social and Community Needs Assessment* (2003) report, that current facilities can satisfy expanded needs because they are under-utilised. This assumes that under-utilisation indicates physical capacity for future uptake rather than a possible mismatch between facilities and needs defined in qualitative terms (for particular groups, interests and times in a particular area).

Neighbourhoods surrounding Mt Wellington Quarry already face pressure on resources, and are likely to encounter more as a result of social change, population growth and intensification, regardless of the Quarry development and regardless of current indicators of facility usage. A new “Quarry community” will most likely be sufficiently large and distinctive to warrant its own social infrastructure.

### Strengthening Communities through Physical Projects

The challenge is to deal with social issues influencing how specific facilities are used and how the goal of strengthening communities might be served through their involvement in council-provided or sponsored facilities and by other means.

There are limits to how far community needs and development can be addressed through physical resources and infrastructure, although a holistic and inclusive approach in physical planning should contribute to stronger communities. Liveable Communities, for example, is an approach rooted in urban design and land use

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1 Janis, I.L. (1972), *Victims of Groupthink: A Psychological Study of Foreign Policy Decisions and Fiascos*, Houghton Mifflin, New York.

Callaway M R and Esser HK (1984) “Groupthink: Effects of Cohesiveness and Problem-Solving Procedures On Group Decision Making”, *Journal of Social Behavior and Personality*, 1984, 12, 157-164

Furthermore, reliance on meta-analysis (reviews of other studies) can reinforce this tendency.

planning that recognises communities' basic needs for environments that are inclusive and safe and also makes some provision for community contributions to plans.

Equally, the proposal for a community precinct in Glen Innes reflects a communal tradition that may be highly effective, although it may need to be modified to reflect age, ethnicity and economic diversity. It also gives physical expression to a commitment to engage with other agencies, perhaps in a partnership role, and to engage with the community in planning for its future.

### **Centralised or Localised Projects?**

The idea of a precinct may need further development. Centrality of facilities holds an intuitive appeal by creating a critical mass of activity, enhanced interaction within the community and among agencies; accessibility and efficiency.

On the other hand, precinct development may limit the capacity to engage with potential partners in decentralised facilities (such as schools), and could isolate more geographically distant, needy groups. Creating precincts may be a significant step in enhancing community identity, participation and development, but should not necessarily crowd out localised initiatives. At a pragmatic level, it is important to address access options at the outset of precinct planning, covering public transport, vehicle access and parking, cycle and pedestrian networks, and local traffic barriers.

## **2.3 The Facilities**

### **Community Centres**

Community centres meet several community development functions:

1. Pre-school and after school children's programmes – responding to the increasing predominance of two parents working or single parent families;
2. Seniors' programmes, with isolation being a key issue, particularly for the aging independent group and for the elders of immigrant groups;
3. The growing role of Community Education across a range of skills and interests;
4. Hireage to service clubs, church groups, and community groups;
5. A community base for social services, ranging from Plunket, drug or alcohol abuse and health groups, through to CYFS budgeting advice.

Planning for Community Centres tends to be driven by revealed demand and by the knowledge of staff, informed through community agency networks.

Key issues include:

1. Diminishing volunteerism and associated problems of programme delivery and centre governance;
2. Growing and diverse demand as a result of infill housing, more intensive development, and migration;
3. The persistence of income and poverty related need;
4. Competing demands on facilities;
5. Trade-offs between agency-related social services; community development, education and skills programmes; and interest group activities (the bulk of which meet their costs through hall hireage or usage charges);
6. Capacity (size relative to expanding demand, especially in Eastern Bays) and suitability (ability to cater for varied demands of different groups) issues associated with some facilities;

## 7. A variety of partnership arrangements.

Most centres are doing their best with the resources they have, focussing on community development and hall-for-hire to achieve utilisation objectives.

Yet, the review suggests substantial unfulfilled or emerging demand. Because it is fragmented, demand is not fully reflected in supply gap analysis, or in benchmarking that does not capture different forms of demand among different communities.

The way to respond to diversity may be to move from a facilities-centric approach, which defines a role for a facility and then places it before the community, to a community-centric approach, which defines the community's needs and seeks to provide or adapt facilities to meet them.

A community-centric approach may be what facilities managers aim for, but their capacity to achieve it is constrained by expectations about how facilities should be used by the owner (usually the Council), governance bodies, and users; by physical constraints and some by difficulty in accessing "under-served" groups.

### **Community Halls**

Despite recent gains, measured occupancy rates remain around 20%, suggesting considerable spare hall capacity. Reasons include location relative to demand, hall profile, suitability, and booking clashes (a peak demand problem).

Previous studies have recommended a pro-active approach to marketing halls, and engaging community groups in their usage. This requires groups to be sufficiently organised to take advantage of the space provided; and for the halls to offer the flexibility to meet varied community needs.

### **Recreation Centres**

Provision of recreation facilities is a major commitment. International trends are for increasing demand and demand for higher quality facilities. Apart from the new facility at Tamaki, recreation centres in the wards studied are heavily used and running close to capacity.

Recreation centres address community development needs, through, for example, pre-school, after-school and holiday programmes, or simply through the availability of facilities at different times for casual use. Health and fitness classes promote inclusion as well as health. Even use by well-organised and funded clubs and codes reflects an important community development role.

Demand is diverse and the popularity of different activities changes continuously. This requires flexibility of facilities and in timetabling. Diversity challenges management styles that are financially focused, focused on particular activities, or simply respond to established community needs.

Providing flexibility is a key to long-term planning and development in this environment. The challenge is for managers to fine tune facilities to local community needs while catering for established and often wide-reaching codes, which potentially generate greater demand and revenue. The former emphasises community development, the latter emphasises facilities utilisation.

The problem is not so much how to increase usage among centres (except for Tamaki Recreation Centre), but how to accommodate increasingly diverse needs within existing financial and resource constraints.

## 2.4 Facilities Overview

While the functions of facilities vary, they all contribute to inclusion and through catering for local groups, community development.

Recreation centres provide a focus for activities that the community has generally organised itself. Nevertheless, through fitness classes, pre-school and after school activities, recreation centres play an important role in strengthening communities.

Equally, community centres may offer fitness classes and recreational activity that might otherwise be considered the domain of recreation centres, to improve community health, foster social inclusion, and lift utilisation.

Facilities in Tamaki ward emphasise community development more than facilities in Eastern Bays Ward. This is in part a reflection of the difficulties experienced in organising groups and the resources available to the Tamaki community.

Eastern Bays Ward has greater relative demand for hire facilities by organised groups. Facilities have a high level of utilisation generally, with the exception, currently, of Orakei Community Centre.

Hall utilisation is low, especially when considered alongside the considerable demand both for community centres (especially in Eastern Bays) and for community leases. Halls are important, though, for casual use by emergent and ad hoc groups, and for groups with only occasional demand for facilities.

The Stage 1 review points to possible advantages from considering the promotion, use and management of community facilities on a coordinated and consistent basis across functional categories. This would recognise their overlapping and complementary roles in pursuing the Council's goal of strong communities despite their functional and management differences.

## 2.5 Providers' Expectations

The following comments reflect discussions undertaken with centre managers.

Provision of facilities is no longer the only means by which councils provide for community development. They may opt, for example, to work with intermediaries between the council and the community, delivering programmes through third party contract, or subsidising providers. Resource, expertise and management issues have driven this shift, but increasingly indirect provision is promoted to help communities develop social capital.

Implicit in arm's length provision is the principle of community self-determination. The dominant Auckland model is for the Council to provide premises while communities organise activities.

Managers report growth in demand, more or less across the board. Two centres – Orakei and Otahuhu -- are in "recovery" mode following governance or management difficulties, and Tamaki College Recreation Centre is still experimenting to build up local participation.

In some cases, a low profile may reduce both presence and penetration. Addressing visibility and branding, and complementing those with something more than ad hoc communications strategies should lead to participation gains.

The Eastern Ward centres are facing substantial demand pressure, both on centre-provided programmes and on hireage by community users. The Tamaki Wards face

more long-term issues, but there is little doubt that pressure on facilities will grow as the population grows and becomes both more affluent (as a result of the Strategic Growth Management programme) and more diverse.

## 2.6 Demand Drivers

### Eastern Bays Outlook

Eastern Bays Ward is stable and prosperous, but faces growth pressure from intensification and infill. Needs will also grow from an ageing population and pressure on families to maintain two incomes, sustaining demand for childcare. Migrant groups will also seek out community facilities for social purposes.

While deprivation is not widespread, it does occur and will also place pressure on facilities over and above natural demand from a community with relatively high levels of social capital and continuing growth. Increasing utilisation of existing facilities does not appear to be an option, except for hire halls. The key issue is how to meet additional demands on community and recreation centres.

### Tamaki Outlook

The picture emerges of considerable current and future need given a lack of private resources compared with other parts of Auckland, a relatively youthful population, and ethnic diversity. Low projected growth based on cohort survival forecasting may underestimate the growth stimulus and increased demand that will result from targeting this as a Strategic Growth Management Area.

Indeed, demographic projections could undershoot by a significant margin if redevelopment goes ahead. Economic and demographic indicators of need will also shift in response to SGMA policies, especially if low income households are displaced by gentrification from medium density redevelopment, or further concentrated by the expansion of high density, “affordable” housing.

In any case, demands for community development and facilities will increase. Relative impoverishment and diversity will keep the pressure on. Growth policy creates a further overlay of uncertainty over just how intensive needs will be.

The focus of past assessments on better use of existing facilities by promotion must be questioned. An alternative is to create additional capacity for diverse and changing needs (eg casual user arrangements) and to adopt new management methods to promote more community-driven usage (eg more proactive involvement in the community or making the Halls more accessible).

Growth and diversity will impact existing communities through the Liveable Communities project and the emergence of new communities. Mt Wellington Quarry is likely to introduce between 5,000 and 6,000 new residents, quite possibly within 20 years. This compares with a projected increase of around 19,210 for the Ward in total. This projection to 2021 is derived from the Statistics New Zealand *high* projections for the Census Area Units comprising the Ward, and assumes net *out*-migration of around 1,850 people over the period.

If, as seems probable, the majority of people moving into the Quarry are from outside the Ward, this will substantially lift the population outcome compared with projections. The notion of surplus capacity in facilities or the planned upgrading of

Glen Innes Township as responses to the Quarry proposal at present appear to be a weak response to the likely social impact of such an increment.<sup>2</sup>

Sylvia Park commercial development will have a similar effect. It is likely to pressure land values and lead to intensification and gentrification of nearby communities, including Panmure.

Indeed, planned infill and accelerated development generally in the Ward as part of the Strategic Growth Management Tamaki Edge initiative make a 60% population gain between 2001 and 2021 (30,000 more people) the likely prospect, rather than the 40% gain (19,000 more people) indicated by the high Statistics New Zealand projection).

Any additional demands on community development that this will raise will be reinforced by the potential disruption to current communities from such rapid growth, and the increasing diversity of the resident population.

## 2.7 The International Experience

The Stage 1 review was required to place the community development initiatives in an international framework. Two broadly different approaches were identified from a literature and web review. One can be aligned in very general terms with the UK and the other with the USA. The first focuses on creating the capacity for the community to develop its own programmes in the interests of inclusion and empowerment and the second on intensive community participation in the preparation of local area plans.

Both are reflected within the Auckland City Council policy environment. The community development model is reflected in the application of the consultative and capacity building elements of the Local Government Act (2002), while participative planning model is evident in the Growth Management and Liveable Communities approach to city planning.

More generally, a shift internationally to addressing community needs at a local level is compatible with the Local Government Act 2002 and consistent with a future in which increasing divergence of needs is likely between the Eastern Bays and Tamaki Wards, and among communities within them.

Responding to local groups justifies a selective and flexible approach, focusing on areas deficient in private resources and public facilities, and on communities where the risk of social exclusion is high.

The problems of volunteerism, accountability and limited skills may impede the shift from the ideal to the reality of community-based solutions. Lack of human and financial resources and limited facilities will remain an impediment to development in areas that are already deprived.

The central government approach to social needs in New Zealand leans towards the UK model. The Ministry of Social Development aims to promote “the wellbeing of the population as a whole and of disadvantaged groups within it”. This acknowledges the inter-connected contributions of “health, education, housing, employment, living

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<sup>2</sup> “Mt Wellington quarry development enters new stage”, Press Release, Auckland City Council 1 September 2005. This release lowers the estimate of residential capacity compared with earlier information, to between 2,200 and 2,500 residential units.

standards and safety”, and focuses on “improving social conditions for children and young people [that] will lead to better outcomes for them and their families during their working lives”.

## 2.8 A Community Development Model for Needs Assessment

The uses to which facilities are put can be fine tuned according to a community development supply continuum. This runs from “social welfare” or “social services”, provided for *individuals and families* most in need, through more explicitly *community development*-oriented centres, to passive provision of spaces (and resources) for communities with sufficient *social capital* to use them on their own initiative.

At one end of the continuum are dependent communities; those suffering the greatest levels of deprivation attract a disproportionate share of social services and welfare resources. The principal providers are agencies that address welfare needs by providing resources, advice and, if necessary, direct intervention. Responsibility resides mostly with government agencies and also special purpose non-governmental organisations that focus on meeting the needs of disadvantaged individuals and families.

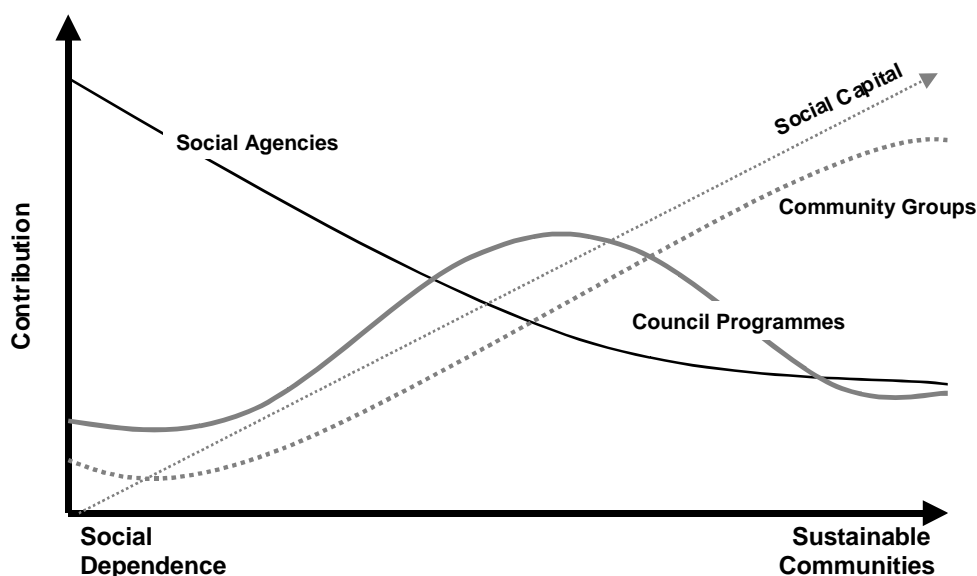
The City Council may have a role coordinating agencies, in facilitation, advocacy for communities, and creating an environment in which social agencies can easily access their “clients” to achieve the best use of resources, and outcomes. This may simply mean providing central premises or offices, perhaps in association with libraries or community centres.

At the other end of the spectrum are communities that are reasonably self-sufficient, with material and social resources, and the capacity, by and large, to meet their own needs. A degree of community or social participation can be expected of this group (not always within the same neighbourhood). The principal providers are volunteers in particular codes, schools, church groups and the like, and private providers. Councils can support community self-sufficiency at this end of the spectrum through such measures, for example, as making appropriate facilities available.

The ideal outcome of community development policy may be to promote a shift from dependence to self-sufficiency (Figure 1). Traditional community development initiatives are one of the means by which communities can be assisted to move across the spectrum, from dependency to self-sufficiency, a movement that may be interpreted as strengthening communities.

It is in this transitional area that a more active council role can be justified, promoting the use of facilities, offering programmes based on them, and encouraging others to offer community-focused programmes. Within this model, the focus of council intervention lies in the middle ground, where assistance strengthening communities is a real prospect

**Figure 3: Contributions to Sustainable Communities**



Within a community development model, the services offered by community and recreation centre managers and their staff will range from programme design, promotion and delivery, through consultation and advice to other providers, to simply managing and booking for users.

The level of direct council involvement will reflect the extent to which a community can cater for its own needs; in other words, the depth of local social capital. A successful community development programme would see a transition from active programme development to a less active role, perhaps based on providing advice, support and appropriate spaces for the community to develop and conduct its own programmes.

Determining an appropriate strategy for community facilities then, means more than matching capacity with demand to achieve citywide numerical equivalency. It means matching facilities, programmes and resources committed to an area with where that particular community sits in terms of social capital and capacity. A programme means considering how a community might best be helped to move from dependence to sustainability or, if it is already well resourced, how it might be supported to maintain self-sufficiency.

## 2.9 Conclusions

### Reconciling Facilities and Community Development Plans

It may not be possible to reconcile the two overarching objectives of the assignment: identifying community needs and their implications for council facilities in the wards, and determining whether provision of those facilities is an appropriate means of fostering community development. If the provision framework needs review, as the Stage 1 report suggests, the concept of needs assessment also needs revision. Movement towards a community development model would see a reduction in dependence on CRM and traditional utilisation indicators for needs assessment purposes.

Performance measurement for facilities has focused on utilisation – the share of time occupied and the number of persons using facilities. However, utilisation is only an indirect measure of “inclusion”, and may not be strongly related to social capital. Indicators of social coherence, inclusion, and community well-being are perhaps more relevant to the Council’s aim of building strong communities, and for determining how its facilities might best be used to this end.

Insofar as the full range of facilities (sports fields, recreation centres, community centres, libraries and halls) offers a combination of amenities and programmes oriented to the needs of children, young persons, families, the elderly, and groups, they all play a role in the emerging model of community development.

### **Community-based Programmes**

There are grounds, locally and internationally, to suggest that community development and a community-based model of programme development and delivery might best serve effective use of local facilities.

There is a qualitative difference between programmes arranged and operated by the community – which denote high levels of social capital – and those offered by Centre staff or hired assistants. The former denote strong existing social capital and are associated with higher levels of community sustainability. The latter are geared towards particular health, fitness, skill, knowledge or social requirements, often on grounds that include lifting participation and are therefore akin to the UK’s civic renewal objectives.

The Stage 1 research suggests Auckland City Council could shift its community development focus from provision and operation of facilities to community engagement and inclusion. Under this approach, the Council would use its facilities as resources to be organised and utilised by the community.

### **Changes Needed in the Governance and Planning**

Currently, the Council tends to operate at arm’s length from the communities it serves. While the principal of community-based governance entities such as community trusts through which it does this is meritorious, practice has become problematic. Management boards of this sort can become a barrier between the Council and the community. Ageing members may not reflect current needs and preferences; and they are increasingly preoccupied with compliance and reporting issues.

Consequently, programme development may be largely in the hands of managers, which risks reducing boards to oversight, at best, and simply rubber-stamping annual plans, at worst. Annual plans are themselves prepared to a blueprint, which, while aiding managers and offering some flexibility, may limit the extent to which they reflect local circumstances.

The practicality for managers who are generally over-stretched and assume a number of roles, in circumstances in which complaints of under-resourcing are common, is that current users, managers’ own views, and the views of peers and staff are the main sources of what planning does take place. This makes for reactive and incremental planning, regardless of the best efforts of managers. What’s worked in the past tends to be what’s offered in the future, subject to some limited experimentation. Programmes that readily attract funding are favoured, along with those that maintain continuity with existing users.

Despite the combination of reactive short-term planning and management, and mechanistic long-term planning through, for example, the CRM, the council acknowledges diversity of demand. It deals with this, in part, through policies providing for subsidised access to facilities. Its criteria for supporting community projects and subsidising fees are intended to encourage social inclusion and build social capital.

Increasing diversity, persistent social problems, particularly among low decile communities, and the likely impact of increasing densities in and around communities already under stress may require a more sensitive and enduring response, however. Hence, in trying to support the development of social capital and strong communities, the Council may have to go beyond providing facilities and programmes to empowering the community itself to make best use of them.

### **A Modified Approach**

The alternative may be to build on the “civic renewal” paradigm to promote strong communities. This modified approach may operate at several levels. The most basic level of engagement requires policies and on the ground activities that assist the community to define and develop its own responses to local needs. The Council may facilitate community groups, provide frameworks and skills to help communities develop and action their own plans, and provide resources to assist.

At another level, the Council can use relationships with other agencies and organisations to encourage and support community programmes. This may involve working through networks of agencies, offering particular skills, supporting initiatives by “lead agencies”, or playing a community advocacy role in forums of relevant agencies. It may also entail the provision of facilities to partners defined in this way.

These shifts in emphasis towards community engagement and partnerships can be reflected in planning as well as community development. This suggests a greater integration of functions within the Council and across agencies. Area-focused project teams within the Council may be the best way to achieve this.

(It should be noted that this shift might be under way in any case within the Council, in different parts, though, and at different rates. The issue may be to make the changing model explicit and seek alignment of management and planning around it).

### **Addressing Community Management Needs**

At the same time, there are bound to be issues of transparency and accountability where community groups access council (or ratepayer) resources. The Council needs to ensure that community groups have the skills and resources available to them to effectively and openly manage their own affairs, rather than simply relying on an elected governance body for oversight. While there may still be a role for community input into the management of a Council facility there are limits to handing over control. The interests of management need to be aligned with those of Council.

In recognition of the limited management, legal, or accounting experience available to community groups and pressures on volunteerism, the Council could supply, sponsor or support people with the necessary expertise or take greater direct responsibility for administrative tasks associated with community facilities. Assistance could extend from administration to assistance with recruitment and HR issues as well as bookkeeping and analysis of the local community.

Alternatively, expert advisors could service a wide range of groups, directly funded by the Council and perhaps coordinated by community advisors.

Under a model that introduced more professional administrative support, centre managers and advisors could move progressively from facilities administration to more active assistance to community groups.

### **Recreation and Community Centres**

While acknowledging that all facilities contribute in one way or another to community development, the shift in the policy and planning framework proposed could see a greater management distinction drawn between recreation and community centres. The former are clearly associated with motivated groups pursuing their particular interests – codes, teams, and individuals (in gymnasia, for example). The latter, community centres, have been one among a number of public spaces where a variety of community groups can assemble to meet different needs. The differences from a management viewpoint might be reinforced if a more active community development model is adopted.

More generally, the needs of the community for support in the recreation and sports area are different from those in need of community programmes, although both are aspects of community development. Organisation, mentoring and coaching, for the former, are likely to contrast with facilitation, support and oversight for the latter.

### **Reversing the Downgrading of Community Centres**

Under the shift, community centres could become more general “community spaces”, places where the Council engages with the community. This is already occurring to some extent in Eastern Bays Ward. Where resources and social capital are constrained, the process of engagement may differ, however. Here, the challenge is to empower communities to define and implement activities through which they will make best use of facilities with the support of the Council.

A change in approach would see community centres assume a strong local role and local identity, without a requirement for the council to offer more programmes or even to undertake significant additional promotion. Centres that have shifted to hall status might be repositioned to play this role through moving directly to a more community-focused model.

Management structures could be simplified, with more supportive services offered, helping groups to define and implement their own projects, providing financial advice and oversight, project-oriented management skills, and links to other agencies.

At the same time, halls, community offices, and public spaces might be expected to come under greater demand as more community groups became more active and seek out spaces through which to pursue their interests.

## 3 The Stage 2 Research

Stage 1 demonstrated significant differences between the two wards. Tamaki has a low to medium household income compared to the Auckland City average, while Eastern Bays has a relatively high spending base and a large proportion of its residents are retired. Tamaki has a significant number of low decile or relatively deprived communities. Eastern Bays has a significant number of well-resourced or high decile communities. Tamaki Ward can expect substantial growth and change as part of the Eastern Strategic Growth Management Corridor. Eastern Bays will grow more modestly, mainly as a result of infill housing. It can expect significant change, though, as a result of ageing.

It was suggested in the Brief that Tamaki should be treated differently to Eastern Bays in any original research to refine the needs assessment. People in Tamaki have been extensively consulted, so that a review of existing studies was considered sufficient. Eastern Bays has had little consultation and so primary research was considered necessary.

A range of hypotheses was developed based on the Stage 1 findings, and discussed with Auckland City Council officers to focus the primary research conducted with members drawn of the Eastern Bays community. This section describes the hypotheses. Sections 4 and 5 present the results of the primary research undertaken to test them.

### 3.1 Hypotheses for the Eastern Bays Ward

#### 3.1.1 Potential Adequacy of facilities

According to the April 2000 outputs from the Community Resources model (covering the period up until 2006), the Eastern Bays ward is well provided for all facilities except for Community Centres and Halls in the Orakei South/Waiata mesh blocks.

The Stage 1 report confirms that the Orakei Community Centre is under-utilised, there is a capacity constraint on the Meadowbank Community Centre, and the St Heliers Community Centre is operating more or less at capacity.

The apparent under-utilisation of Orakei Community Centre reflects issues of governance, and “fit”. Fit refers to the capacity to accommodate diverse demands arising from a catchment that is diverse in terms of ethnicity, culture, access to resources, age structure and need.

The ASB Stadium and Sacred Heart Swimming Centre are also operating virtually at capacity.

These findings challenge the interpretations of Community Resource Model-based studies. They suggest that:

- (1) There is inadequate capacity in existing community centres and facilities to meet current and future needs when defined in terms of the specifics of individual communities;
- (2) This could be redressed by one or more of the following:
  - (a) Expanding existing centres;
  - (b) Establishing a new multi-function facility (perhaps in association with Mt Wellington Quarry development) in Glendowie;

- (c) Integrating and co-ordinating the use of existing community and recreation centres;
  - (d) Making better use of existing facilities (timing and management issues);
  - (e) Making better use of other community facilities, including halls, church halls and school facilities;
  - (f) Developing programmes and mechanisms for coordinating facilities;
  - (g) Encouraging and supporting community groups to access their own facilities.
- (3) Community-based initiatives should lead to better use of facilities, including reconciling potentially conflicting demands on Orakei Community Centre;
- (4) Governance and management structures need revision to better reflect community resources (that are diminishing) and expectations (that appear to be growing).

It follows that demand for further capacity in the Eastern Bays Ward might be addressed through partnerships with existing community groups, local schools, churches and private sector suppliers, at the same time taking a flexible and integrated view of various community facilities.

### 3.1.2 Specific Facilities

Stage 1 was required to address the needs of specific facilities. The following brief synopsis can be reviewed in light of Stage 2 results.

**Meadowbank Community Centre**- church hall facility planned for over the road combined with halls brokerage service will be sufficient.

**St. Heliers** - no further action required.

**Orakei** - consider the future of this centre in terms of the needs of the lower income groups in the area. Continue to develop relationships with Orakei Marae. Investigate opportunities for the community to take over the running of the facility again.

**Tamaki Ex Servicemen's Hall** (St Heliers) - Retain and improve. Consider potential for community involvement in the running the hall.

**Glendowie Community Hall** - retain and explore ways of handing over to the community to run. Develop in conjunction with the adjacent proposed Crossfield Reserve.

**ASB Stadium**- currently at capacity. Explore potential expansion in discussions with Selwyn College. Currently used to capacity but community use is limited to Monday-Thursday evenings.

**Sacred Heart Aquatic Centre**- explore potential for greater community use of this facility outside school hours. Currently acts as a regional resource for Water Polo.

Explore potential to cover the outside pool to provide additional capacity.

Retain **community leases** but investigate charges to see if they can be made financially self-sufficient.

**Mission Bay/Okahu Bay/The Landing Recreation Precinct**- market area and its facilities to promote awareness and usage for the local and citywide community.

**Crossfield Reserve** - (also location of Glendowie Community Hall). Consider development to cater for new sports demands such as baseball and AFL (American football).

**Mount Wellington/Ngahue/Waiatarua** - currently being developed for the Regional Netball Centre as well as being home to the University sports grounds and the Merton Road Tennis Courts. This is adjacent to the Mount Wellington quarry development and provides for a mixture of modern industrial and residential uses. This precinct could provide a useful focus for the future Mt Wellington population to the south, but also take account of Asian population growth in St Johns and south Meadowbank.

Evidence suggests that Asians like to take advantage of unstructured facilities where casual use is encouraged; e.g., badminton and indoor soccer at the ASB stadium and Panmure stadium.

Consideration should be given to providing an additional indoor Community Centre and/or Recreation facility in this area. This needs to take account of the current usage levels and capacity at the Ellerslie Recreation Centre on the Michaels Avenue Reserve Precinct.

### 3.1.3 Encouraging Greater Use

The Stage 1 research suggested a number of policy options to encourage greater use of community facilities, including:

- Providing advice on planned developments, likely demographic changes, and their implications for the demand and supply of community facilities;
- Using centre management to keep groups informed about local demographics, interests and planning issues;
- Making community centres and halls the focus of community self determination by encouraging continuous operation, staffed by local people;
- Considering new management models based, for example, on a head lease to one organisation on condition that it makes the hall available to other organisations and to provide space for community offices if needed;
- Using centres for permanent displays of planning issues of interest to the local community, and to identify council contacts for more information;
- Considering locating Community Advisors in the centres to keep in touch with the local community and act as Council representatives “on the ground”. It may also be helpful to redefine Community Advisor’s roles in line with the concept of “Community Brokers”;
- Improving communication among people involved with the running of facilities, the local community, and other council officers to ensure shared local “knowledge’ and learning;
- Extending the Halls brokerage service to the Eastern Bays area as a priority;
- Delegating responsibility for managing the brokerage service to the Community Centre managers;
- Exploring provision more facilities through private sector involvement in supply;
- Exploring possible improvements to marketing facilities and programmes;

- Encouraging centre managers and Community Advisors to work with the events team in RACS to develop more street and neighbourhood events to promote a sense of belonging.

### **3.1.4 Issues for the Eastern Bays Research**

#### **3.1.4.1 What's working well?**

Stage 1 findings indicate that:

- The prosperity of most of the area is reflected in the ability of the Community Centres at St Heliers and Meadowbank to run programmes (for a fee) and attract enough participants to subsidise activities directly related to community development, e.g. the events run by the team at Meadowbank;
- Child care (pre-school and after school) and holiday programmes are well used because of increasing families with both partners working, and the capacity to utilise them (undertake or organise pick-up and delivery, and meet the fees);
- Volunteers from among retirees and the Asian community provide some support;
- Recreation facilities are well used and provide a resource for codes that draw from the wider City (e.g., water polo and indoor soccer).

#### **3.1.4.2 What's not working well?**

- Orakei Community Centre still needs to find its place in the community. It is suffering from trying to serve two (or more) quite different communities, which sometimes conflict in their usage needs.
- There is shortage of accommodation to meet demands both in community centres and recreation centres.

#### **3.1.4.3 Ways to address these issues**

There is potential flexibility in the way facilities can be used to address some of these issues. For example:

- Extend the halls brokerage service to increase the supply and range of facilities;
- Assist new sporting codes in annual negotiations for playing field space;
- Provide more unstructured time in the centres and promote more casual, drop-in usage. This may require some on-site management in presently un-staffed halls;
- Strengthen liaison with the Council's Events team and community advisors so that planned community events are centred on community facilities;
- Design and market precincts to emphasise the range of facilities available.

There may be management gains from seeking to promote community ownership and self-determination that encourage facilities to be looked after and well used by the local community. However, the range of different communities should be reflected in management style and presentation.

In Eastern Bays this impacts most on the Orakei Community Centre. The challenge of serving the 2 different communities has not been successful and consideration should be given to a closer partnership with the local Marae for management.

## 4 Broadening the Scope

### 4.1 Introduction

Following the Stage 1 Report and the Proposal for Stage 2, the team was directed to broaden the scope of the study further, reducing the focus on facilities and increasing emphasis on strengthening communities. This reflects, in part, the findings of Stage 1 and the proposal that a more community- rather than facilities-centric focus is needed for community development purposes. It also reflects progress made in this direction within the Council, which was not fully reflected in the analytical and policy documents supplied for review for Stage 1.

The following material was reviewed as part of the broadening of enquiry addresses, and the study objectives concerned with building strong and resilient communities. Sections 5.2 and 5.3 briefly summarise recent draft policy documents that largely align with the findings of Stage 1 report. The balance of the section outlines relevant observations and findings from the interviews undertaken (Appendix 1).

### 4.2 Draft Community Development Framework

The *Draft Community Development Framework* prepared by Community Planning and Community Development (RACS) cites a United Nations definition of Community Development:

*“the process where the efforts of central and local government are united with those of the people to improve the social, cultural and economic conditions in communities.”*

The paper notes that under this definition, the entire role of local government could be seen as community development. While this is not very helpful for focussing on community “needs”, it clearly acknowledges the interaction between community development and other aspects of society.

The paper also cites the Local Government Act 2002 as the framework within which New Zealand councils undertake community development.

Public sector intervention is justified by the concept of public goods, defined as goods or services that society requires but which are not provided by the free functioning of the market.

The framework describes a number of final and intermediate outcomes related to community development objectives, and then lists a number of strategies in place to help achieve these. These strategies and examples of actions under each strategy are discussed below.

#### **Building Community Capacity and Leadership**

Examples given here include the community group assistance fund, measures to increase levels of political awareness and the Glen Innes health initiative.

#### **Developing and Supporting Networks and Relationships**

Council community advisors have established and support a number of community networks in different parts of Auckland City. There are also other networks that are maintained by groups outside of the Council’s control.

### **Developing Community Policies**

These policies concern guidelines for allocating funding and administration of Council facilities. One example given is the Youth Action Programme emphasising the importance placed upon the needs of youth.

### **Instigating a Needs-led Approach to Policies, Projects and Initiatives**

Needs are described as being identified through research assessing social, cultural and economic trends and through community advice and information. Examples are given of the Migrant Resource Centre established in Mt Roskill and the Glen Innes Health Programme.

### **Providing and Supporting Community Infrastructure**

Community facilities, e.g. community centres including centres, offices and halls, provide places where can meet and participate in community life, helping to develop and support networks and relationships and thereby contributing to strategies for building community capacity.

### **Building Community Resilience**

The paper notes that communities aware of issues, willing to take responsibility for them, and with the skills and resources to do so are likely to be resilient.

Auckland City is seen as contributing to community resilience by: enhancing awareness and building skills; analysing social trends; providing information and advice; helping groups to access resources, funding, and training; involving communities in planning and policy developments; and supporting voluntary groups with their projects.

### **Conclusions**

Provision of community facilities is only a means to an end. This point is emphasised both in the draft community development framework and in the draft community venues operational strategy (below).

Outside providing facilities, the strongest strategic objective appears to be building community resilience. Other strategies (building community capacity and leadership, developing and supporting networks and relationships, and developing community policies) have meaning in contributing to this objective.

## **4.3 Community Venues Operational Strategy**

Sitting under the draft Community Development Framework is a draft strategy that guides the use of community venues. The strategy notes that community venues are a tool to achieve community development outcomes rather than an output in their own right. It notes that the appropriate measure of return on investment is building social not economic capital, and that the same return can be achieved by using other people's resources as well as the Council's own.

The strategy refers to the outputs as providing "opportunities for people in places". These arguments set the scene for promoting the halls brokerage service whereby the council manages the bookings of other venues, not owned by council, for the use of community groups. Without this strategy the resources available to the council are unlikely to be sufficient to meet the needs for maintenance, marketing and development.

What is not addressed in this paper is the mechanism for promoting use of the facilities or how the venues can be used proactively for community development. Indeed, how the venues will be used generally is not elaborated except through the implied responsiveness to articulated requests.

## **4.4 Migrant Needs**

A draft regional strategy on migrant settlement is under preparation and unpublished copies of the draft papers to a steering committee on this work were made available for perusal. The author also made comment regarding possible barriers to meeting migrant needs.

Among the issues currently under consideration is “role merge”, with a range of different agencies responsible for different parts of the migrant needs but lacking clarity about where the boundaries are between them. The result is that no one organisation takes responsibility and no one is accountable for the final success of programmes, a theme revealed in Stage 1 investigations: despite multiple agencies with community development briefs within Glen Innes, local residents are frustrated by the lack of action.

It is argued that there is a need for clear distinction of roles and ring fencing of finance allocation for successful implementation of programmes to assist migrants. In many instances there is a need to identify what roles already exist and coordinate those roles where necessary, rather than write new policy.

The migrant settlement strategy is a whole of government strategy that should resolve these problems, and is intended to cover housing, education and local government issues.

Role merging appears to be an endemic issue in community development generally. There is potential for an approach to community development that similarly acknowledges and demarcates the roles of multiple agencies, perhaps through the coordinating role of local government.

### **4.4.1 Auckland Region Settlement Strategy**

This Auckland Region Settlement Strategy for Migrants sits within a framework established by a national settlement strategy, and will inform the policy under development within the Auckland City Council. It is expected to contain specific recommendations for local government as it seeks to meet economic, social, environmental and cultural community goals. This is consistent with local government responsibilities for identifying and supporting desired community outcomes under the Local Government Act 2002

Local government is seen as playing its role once migrants and refugees have addressed immediate settlement needs, through such things as representation, support and advocacy, encouraging local connectedness and community integration.

The Regional Settlement Strategy is intended to Identify barriers and solutions to local inclusion by, among other things, ensuring migrants can access local information, advice and resources, help them to “become connected” with local communities while supporting “cultural maintenance” and encouraging participation in civic affairs.

Barriers identified by migrants in the course of research for the settlement strategy to “being connected” include: a failure to connect with local people in their

neighbourhoods; not knowing local behaviour and expectations for house and garden maintenance; lack of awareness about local resources available (including libraries, parks, and leisure facilities); difficulties in accessing resources to promote cultural maintenance; and limited ability to actively engage in policy and decision-making relevant processes.

The Settlement Strategy will propose a number of recommendations for local government to support migrant and refugee communities' aspirations. It also promotes the importance of migrant inclusion in consultation on issues, such as safety, urban planning, and parks and facilities.

Councils will be encouraged to improve support for migrants and refugees by continuously improving current community facilities, funding mechanisms and local support systems, working as necessary in partnership with central government. They can also support and promote cultural events and activities, while encouraging migrants and refugees to participate in community activities.

#### **4.4.2 Migrant Needs - the Providence Reports**

Given the needs of migrant communities and the issue of inclusion in multicultural communities identified in Stage 1 and in the community-based research (Section 5, below) two reports prepared by Mandala Consultants on the needs (and opportunities) presented by predominantly Asian migrants were considered

##### ***Kiwi Asia***

*Kiwi Asia* considers whether recent Asian migrants seek integration into New Zealand culture or whether they are looking for their culture to be assimilated. The main conclusion is that Asian communities seek to maintain their cultural identity rather than become Kiwis. The report promotes the notion of "mainstreaming diversity" as the key strategy to adopt in the light of this preference.

The values and needs of Asian youth in New Zealand were considered and the following key triggers identified:

- Technology.
- Innovation.
- Fashion and shopping.
- Communications media.
- Money.

For recently arrived Asian youth, New Zealand is seen to be a retirement village and very boring. The report emphasises that the culture in China (Guanxi) is a mixture of connections, networking and special relationships.

It indicates a strong energy within the Asian community, characterised as innovation, which contrasts with a perceived New Zealand pre-occupation with lifestyle and work/life balance.

The report firmly concludes that New Zealand is heading for a future of multiple ethnicities -- being a New Zealander and an Asian, or a New Zealander and a Maori, or a New Zealander and a European -- giving individuals the opportunity to celebrate both New Zealand nationality and their particular cultural background.

The report also coins the phrase “transnationals” to reflect the presence in New Zealand of a large proportion of Asians, many of whom are not sure how long they will be here for, raising something of a challenge for the process of acculturation.

### ***New New Zealanders***

This report builds on the contrast between New Zealanders and Asians in terms of the importance of innovation in Asia. It concludes that New Zealand needs to build on its own culture of innovation to compete better with the world.

The report is indirectly critical of the laid-back Kiwi tradition and pre-occupation with lifestyle and work/life balance. It emphasises the need to celebrate the new cultural diversity and to find new ways of expressing this in a commercial context through branding and business innovation.

The challenge for community development is to establish this new dynamic based on transnationals and a multi-cultural society creating innovation and celebrating diversity as a positive force for community development.

If this approach is embraced, then there is a central role for community development promoting the arts and cultural festivals that highlight cultural attainment and diversity. Community development can then be paralleled with cultural celebrations with the key connection being developing a sense of belonging and pride in our communities.

One of the international city initiatives reviewed in the course of this study is the INTERACT project which explores the European approach to development in a community-focused framework (*Economic Development and Urban Renewal Committee*, Eurocities, Lyon).

*The last few years have seen urban issues looming steadily larger in the context of ongoing globalisation. One symptom in our cities is the uncertainty generated by the complexity of local societies. Globalisation is a double-barreled affair: it entails the spread of standardized forms of modernity and lifestyles (airports, urban centres, architecture, services, fashion, music and so on), but in tandem with the assertion of multiple identities, cities now being the theatre of multiculturalism.*

*The major changes within today's urban societies are the outcome of the joint functioning and interpenetration of these apparently contradictory phenomena. Four main themes point up this situation:*

- *people's need for meaning*
- *a need to participate accompanied by highly individualistic behaviour*
- *environmental imperatives relating to ecological balance and quality of life*
- *the increasing importance of the virtual, as illustrated by the information society.*

These reasons are seen to underlie the move from traditional forms of planning to strategy and project-led integrated development. Connectedness across communities, diversity within them, individualistic behaviour, and the importance of belonging interact to promote and frustrate strong local communities.

## 4.5 Community Arts in Community Development

In light of the suggestion arising from the Stage 1 review that community development may be delivered through a variety of programmes and venues, the consultants' attention was drawn to the growing importance of the arts in community development.

The Council recognises the role it plays in promoting the Arts as a community development tool. Yet, proposals for a music and arts centre in Glen Innes have continued to be frustrated. The surrounding issues have been investigated through discussion with staff from the Arts and Recreation division in RACS.

The concept of arts and culture in community development and, especially, in promoting a sense of belonging for migrant groups is part of the RACS brief, but has only a subtle connection with the day-to-day tasks of staff. It remains very dependent on the individuals involved.

New Zealand is not considered as advanced as Australia in developing community arts, which is seen as a resource demanding activity because of the intense facilitation required. Nevertheless, the Arts and Cultural Policy 2000 (the "Arts Agenda") is ambitious, with the Arts promoted as central to the identity and sense of belonging of Aucklanders.

While, there are no current policies that try to reconcile the concepts of integration versus assimilation of migrant communities, Community Planning is looking into "Comedia" as a potential strategy. This is an English-based project specialising in community development projects based around arts and culture. Auckland is one of five case studies for a project called "Intercultural Innovation" participating in the project (the others include three from the United Kingdom and Oslo in Norway).

The Auckland case study theme has the aim to:

"to better understand how an intercultural approach contributes to economic, cultural and social well-being. In economic terms this is about how it contributes to innovation, creativity and entrepreneurship. In social and cultural terms it relates to the conditions that will encourage intercultural networks and enable benefits of intermixing between cultures to be realised. And how an intercultural approach can sit alongside the bicultural, that is the relationship between biculturalism and inter-culturism."

Like the Providence report, this suggests a blending of economic and social innovation across cultures to allow the development of a local environment that is both unique and at the same time recognisable and appealing to many different cultures.

One of the specific questions to be addressed is *"to what extent does intercultural mixing assist (or not) in developing a sense of belonging to Auckland by ethnic migrants?"*

Current citywide projects run by the Council include "Matariki" (Maori New Year) and "RAW", is a youth arts programme. Neither of these projects is currently active in the Tamaki or Eastern Bays Wards. RAW is run in conjunction with community centres and those in the study area did not express an interest in involvement. (The conversion of community centres to community halls would not have assisted the case being made by the local community to take part in these schemes).

The Council is aware of the needs of youth groups in the Glen Innes area. These were identified in the Glen Innes Town Centre consultation process, where a requirement for a music and arts centre was identified. The Council's response was initially to put this idea on hold and suggest that use first be made of existing halls through programmes supported by Council funding. No progress has been made on this initiative as yet.

In April 2005 a Community Arts Co-ordinator, ran an "Open Decks" consultation project with a focus on the Talbot Park development in Mayfair Square in Glen Innes. This reaffirmed the need in the area for more opportunities for arts and musical expression.

The Council employs a Community Arts and Funding Advisor who recently ran an Arts Alive funding workshop in Glen Innes, which was attended by just six people, despite being advertised through local networks and in local suburban newspapers. While a wide range of community grants is available through the City Council, relatively few people are thought to be aware of them, and they are already oversubscribed in any case. Promoting them too widely may therefore raise its own set of problems.

There may also be some difficulty for those groups defined as most at need, young people and new migrants, in following the process through. Nevertheless, the Arts and Recreation Division of RACS is investigating a project exploring the opportunities to work with migrant and refugee groups through Community Arts Coordinators, and is working closely with Community Advisors on this programme.

There is also interest in increasing activity through partnership activities with Central Government departments, but it is noted that developing these partnerships takes time and resources. As yet, nothing has been done. Indeed, the restructuring of Creative New Zealand resulted in disestablishment of area-based Community Arts Councils and the closure of local offices, making it harder to effect partnerships with government.

## **4.6 Planning for Liveable Communities**

The Stage 1 Report highlighted the policy and practical links between planning, especially the preparation of liveable community plans, and the broad community development framework. One response by officers is that there may be a need for liveable community plans to incorporate local needs more explicitly.

Liveable Communities Plans have been prepared for Glen Innes and Panmure, with plans to cover Otahuhu and the Sylvia Park/Mt Wellington in 2005. No plan is currently proposed for the Mt Wellington Quarry area, although city council planners are working with the developer (Landco).

Discussion with City Planning staff suggests that planners aim at a balance in consultation between the needs of current and future generations, with Liveable Communities Plans explicitly taking account of the Auckland Growth Strategy. Experience sees general agreement with the principles of urban consolidation until the required development is specified with respect to people's own land and their immediate neighbourhood. At that point, a negative response tends to set in.

There are also practical contradictions to be worked through in the application of Liveable Communities concepts. For example, safety issues are a consideration and tend to be more difficult in higher density areas.

It is suggested that there are difficulties and a risk of potential duplication preparing small area Liveable Communities Plans and Needs Assessments when comparable work has not yet been completed at a citywide level. Ideally, there would be citywide strategies in place for most of the issues (e.g. economic development, open space, retailing, transportation, economy), leaving local planning to coordinate and, importantly, to undertake urban design and streetscapes for the local area.

However, citywide plans are not always available, leaving liveable community plans to be developed in the absence of policy or proven precedent in some areas of detail.

Consultation is another difficulty, especially in multicultural communities due to differences of language and culture.

The community development input to liveable community plans is not explicit at present, and there is no requirement to undertake a needs assessment as an input into a liveable communities plan. The two may coincide, but liveable communities is driven by a different agenda, despite its consequences for community development, and despite the capacity for community expectations to impede the development and implementation of liveable community plans.

## 4.7 Community Outcomes

One outcome of the Stage 2 interviews was the extent to which the “needs analysis” could be seen to reflect the community outcomes process required to support the preparation of the Long Term Council Community Plan (LTCCP).

Both the draft *Community Development Framework* paper and the *Migrant Settlement Strategy* and the *Community Facilities Asset Management Plan* acknowledge the LTCCP as the basis for a comprehensive community development strategy. As the focus of community needs assessments is broadened away from facilities planning towards community development, the issue of how the Council engages with the local community and with other agencies in delivering services -- to identify needs on a regular basis and to define and monitor community outcomes -- becomes critical.

The eight draft community outcomes identified for the LTCCP may be considered a summary of unconstrained community needs for both Eastern Bays and Tamaki Wards:

1. Leadership that aligns governance with regional and local issues, is close to the community, and enables the Council to give value for money.
2. Effective transport.
3. Celebration and recognition of diversity.
4. A unique and valued natural environment.
5. Strong and healthy communities – defined in terms of the quality of access and an affordable city; safe communities; and increasing numbers of people involved in sport, community, and recreation activities.
6. Economic prosperity.
7. Urban intensification.

Although local communities do not express this need, it may be justified to take account of future generations needs as well as today's. Indeed, there may be tension between current and future needs to be resolved as a result: There is evidence of this in Panmure and in Glen Innes.

The outcome of needs identification at the level of community outcomes is likely to differ little across Auckland City. By contrast, needs gaps can best be defined at the local level.

## 4.8 Community Needs

Some of the respondents interviewed for the Stage 2 analysis were able to give insights into the community needs in the two wards. These respondents included three Community Board members and the managers of the three Citizens Advice Bureaux covering the study area (Glen Innes, Panmure and Remuera).

Consideration of their views underlies the findings summarised below. The issues covered have been grouped under the following headings:

- Safety (personal and community);
- Welfare;
- Services;
- Economy;
- Community facilities;
- A sense of belonging;
- Self determination.

In each case, the range of issues raised is identified and elaborated, as necessary, and the barriers that need to be addressed to resolve them presented.

### Safety Needs

Community Board members mainly raised these issues.

- Safety in parks, eg Churchill Park and Kupe North Park in Eastern Bays;
- Crime prevention; eg handbag snatching from the elderly in Glen Innes and tagging in Eastern Bays;
- Noise control (e.g. loud parties);
- Dog control;
- Dangerous parking creating difficult sight lines;
- Poorly maintained and lit public toilets;
- Tagging, which is seen as representative of an unsafe area;
- Boy racers, particularly in Riddell Road in Glendowie
- Vandalism;
- Traffic safety, eg Panmure Highway and Tamaki Drive;
- Poorly maintained footpaths, especially as a result of in-fill housing in Eastern Bays.

This list reflects the number of basic service issues that can affect both the perception and the reality of a safe community. The concern parallels and

elaborates the preoccupation of residents expressed through the qualitative research (Section 5, below).

### **Welfare Needs**

These needs and gaps were raised mainly by the Citizens Advice Bureau personnel in Tamaki Ward.

- Migrants' needs for jobs, housing and information;
- Food parcels;
- Mediation services for people having problems dealing with Housing New Zealand and Work & Income New Zealand;
- Neighbourhood law office services;
- Health services, particularly in Glen Innes;

While the council supports the CAB by providing premises, the sorts of issues raised relate primarily to the welfare end of the community development spectrum, focusing on matters of concern to the welfare of individuals and individual families.

### **Service Needs**

Access to public transport is an issue in Eastern Bays with the reserve land east of Hobson Bay and Orakei Basin, in particular, identified as a geographical barrier to accessing the trains. The street pattern in Eastern Bays is also not considered conducive to effective or easily accessible bus routes.

### **Economic Needs**

Needs identified included:

- Jobs, especially blue collar jobs for Tamaki residents;
- Public investment in liveable communities areas. Higher levels of housing density will require greater public investment. This may include adequate local provision of transport services, shopping opportunities, and parks. It also relates to the need to ensure that the new housing is of a good standard.

There is a limit to what the City Council can achieve by way of job generation. Nevertheless, there is a view that Auckland City Council is actively encouraging the replacement of blue-collar employment in Tamaki with “new economy” activities, such as universities and technology or innovation parks. This may force local workers to travel further for employment and put pressure on the availability of affordable housing in the area.

### **Community Facility Needs**

A somewhat generic wish list of facilities that the community at large can use for social and leisure purposes emerged. This covered:

- Access to meeting places, particularly for migrant groups
- Access to sport and recreation;
- Access to parks and open spaces;
- Opportunities for youth activities;
- Free community events;
- Outdoor event places.

Barriers to utilising community facilities include low awareness of centres and halls, and booking procedures that were seen to be difficult. Booking a hall requires submission of financial statements, payment of a bond and, in some cases, the need to call into Graeme Street to collect the keys. These procedures are not easy for migrants or youth groups and, consequently, hall hireage may be seen to be a “last resort” by some groups.

The cost of hireage may also be a barrier, particularly in Tamaki Ward where incomes are low and, consequently, use of the halls is low.

Access to outdoor events is a problem in Panmure Town Centre, because there is nowhere to congregate. The main street has to be closed to accommodate annual events. In the absence of trees, Glen Innes centre is described as a concrete jungle, which is seen as a barrier to its use.

Safety issues are a significant barrier to use of public open space and parks.

Free community events are hamstrung simply because of the lack of people who will organise them – the volunteerism issue.

A lack of funding for the music and arts facility or programme in Glen Innes is seen as a barrier to youth activities, which has been discussed at various times by Council.

### **Belonging Needs**

The issue of belonging was raised as an important need, again reflecting the more general views of the community identified through the qualitative research. In this case, the needs identified focus on migrants, and include:

- Regular networking for migrant groups;
- Information provision for migrant groups.

Networking of migrant groups at community centres or community halls is difficult, because of difficult booking arrangements and also because of the dispersed nature of migrant communities. Difficulties in booking can be compounded because they are may be insensitive to the different cultural backgrounds of migrants and raise some communication issues (such as, whether or not regular monthly bookings are permissible).

### **Self-Determination Needs**

The capacity for self-determination was recognised by interviewees as a component of strong communities. Two areas where this may be an issue were identified:

- Consultation on Mt Wellington Quarry; Community Board members were concerned that there had not been enough consultation on this significant growth project;
- There was some indication of a loss of local representation when Community Centres are converted to Halls.
- In the framework advanced from the Stage 1 research, community centres would be re-orientated to better provide for the particular needs of their community. Clearly where there is no proactive management of the buildings (as in the case of Halls) this opportunity does not exist. One example was the RAW Youth Arts programme run by the Council Community Arts Coordinators. Invitations to take part were circulated to all Community Centres but there were no responses from Tamaki or Eastern Bays. It was felt that areas with strongly proactive community

centre management would be better placed to take advantage of such opportunities.

The barriers to consultation regarding Mt Wellington Quarry reflect the development process underway. No formal application has yet been made for resource management consent by the developer, which would formally open the process to submission. However, if there are shortcomings in early consultation there is a risk that the concerns and needs of the neighbouring communities will be underestimated in the proposal opened to consultation through the statutory planning process. With the Council in discussion with the developer, it may be appropriate for some joint public consultation in the near future.

The loss of community centre management committees is also seen as a barrier to self-determination within local communities, in Glendowie, Glen Innes and Panmure, and, to some extent, Otahuhu and Orakei, where the Council have assumed responsibility for managing the hall. There was a suggestion that, although it may be difficult to get volunteers to run hall management committees in a governance role, it may be easier to invite them to sit on an advisory body without the legal accountability and responsibilities currently required. One respondent with considerable experience of Centre/Hall management suggested this.

## 4.9 What needs to be done?

Two main directions emerged from the interviews:

- There is an apparent lack of co-ordination between Auckland City Council departments and others (even within the Council), resulting in duplication, obscuring responsibility and undermining accountability. Credibility within the community suffers as a result.
- The overlap between community needs assessment and consultation for planning purposes. This results from the broadening of the concept of community needs from a traditional focus on facilities to cover all aspects of community development in line with the requirements of the Local Government Act 2002, especially to define and reflect community outcomes.

### Co-ordination

One of the main conclusions from focus groups conducted in the Tamaki and Eastern Bays Wards as part of the community outcomes process was the need for better integration of service provision. A local example is the provision of community development and social services in Glen Innes. Auckland City has several Partnership Programmes underway in conjunction with the Ministry of Health. The Council has community advisers, and Housing New Zealand has community renewal workers all independently pursuing their programmes. There are also a number of Liveable Community plans in various stages of progress in Tamaki,

The lack of coordination across these initiatives and overlapping responsibilities can make it difficult for the target groups to get help and difficult for the service providers to know where their responsibility lies relative to other agencies. The resulting “role merging” can therefore leave gaps in accountability as well as being an inefficient use of resources.

Even within council departments, the broadening of focus on community needs is challenging traditional ways of working, and has the potential to create similar problems internally of role merging. Community Planning now appears to have a

very wide brief in policy development, raising boundary issues. For example, the development of the Auckland settlement strategy and consideration of Auckland City as a case study for inter-cultural innovation were not explicitly linked to community needs assessment, despite both having direct relevance for some of the most “in need” groups.

### **Needs Assessment and Consultation**

There are a number of different policy areas that affect community development on the ground and that require an understanding of community needs based, ideally, on community consultation. At present, this is uncoordinated. In Glen Innes this has resulted in a consultation burden on the local population and a reluctance to engage further.

The relevant policy areas within the Auckland City Council task environment alone (quite apart from the programmes of other agencies) include:

- Liveable communities plans;
- Resource consent applications;
- Eastern Transport Corridor planning;
- Community needs assessments for community development;
- Community centre management contracts;
- Asset management plans; and
- Specific topic plans, e.g. transport, housing, open space, sports and recreation.

While there are possibilities for joint projects and integration of processes, there are a number of issues that make consultation intrinsically difficult to manage:

For example, a balance should be struck between the needs of the current and future generations. This is required by legislation that highlights the importance of sustainability, and raises the question about who will speak for the future?

This is a role usually accepted within the planning process and therefore subject to technocratic interpretation. It almost inevitably results in controversy where the needs are considered at odds with those of current residents. Consequently, the consultative process may be seen to respond poorly to the concerns raised, undermining confidence in it. Urban intensification is a topical example.

Traditionally, community needs assessment focussed on facilities. A broadening to all aspects of community development raises the question of overlap with the community outcomes process and, indeed, all other types of consultation and community engagement. When addressing local gaps, such assessment is bound to highlight divergent needs and directions, generate issues of detailed specification of broadly defined community outcomes, and raise apparent conflict and contradictions across levels.

In addition, wide ranging local needs assessments will make explicit inequities of supply and highlight trade-offs that may be made on equity or efficiency grounds in the application of individual programmes. This may increase the level of contest for resources among areas within the Council Chamber.

These difficulties are inherent in the local political process. Nevertheless, it may be an opportune time to review the role of needs assessment against other forms and purposes of consultation to avoid duplication, clearly define accountabilities and, where appropriate, define the limits to consultation.

This is because it is not just the amount of consultation that generates criticism, but the balance between consultation and action. It is important to identify the need for and intensity of consultation required by different issues and processes (reflecting questions of substance and relevance, and the capacity to respond). There is also a need to manage expectations in part through appropriate follow up on each aspect of consultation. This may simply be feedback on how input has been assimilated or is reflected in any plans subsequently put in place.

#### **4.10 Working with Other Agencies**

There is a need to define the rationale and role of Council intervention relative to the responsibilities and contributions of other agencies.

For example, closing the community centre has reduced the Council's presence in Glen Innes. However, the Family Centre, the Ruapotaka Marae and Ka Mau Te Wero appear to have filled the gap. In Eastern Bays, the St Heliers Community Centre receives a subsidy to add Council-supported activities to its own community programmes, effectively acting as a community centre.

These examples demonstrate models for supporting community development other than direct Council intervention. This should not however be interpreted as an argument for no Council intervention. There will be times when Council has a strong role to play as a catalyst for community involvement and it may not always be possible or desirable for the community to take full control of the resources.

The Council currently owns approximately \$50million worth of assets in community halls and community centres. The question needs to be asked whether the funds tied up could be better deployed in supporting other organisations in their attempts to offer similar services and facilities. At the same time, is holding and utilising physical assets, as opposed to facilitation of community group activities, a more effective way to achieve the sense of belonging or community participation set out as goals in community outcomes?

## 5 Community Expectations for Community Development

### 5.1 Research Design

Qualitative research was undertaken within the community and with representatives from key community organisations (including additional Council officers following the interest generated by the Stage 1 Report) to explore these hypotheses and establish the community's view of strong communities, how they develop. The aims were to:

1. Explore the positions of sub-groups within the community;
2. Explore perceptions of individual community facilities and other government services;
3. Obtain feedback on concepts of community self-determination.

Two key groups were identified for inclusion in stage two: people deemed representative of the Eastern Bays residential community and additional specialists from within the Council, the community and other agencies with a knowledge of the study area (see Appendix). Results for the former are contained in Section 4. Results for the latter are contained in Section 5.

Group discussions were conducted with residents from across the Eastern Bays Ward. Recruitment protocols called for participants to have a moderate to high involvement with their community (defined broadly). The aim was to involve people with at least a minimal degree of interest in being involved. Residents not interested in participation of any sort would add little to the project: it was not intended to quantify those engaged or not engaged in community matters.

The structure the focus groups was based on demographics because of the nature of the issues identified in Stage 1. They comprised the following target groups.

#### 1. Seniors.

New Zealand, along with most western nations, has an aging population with improving life expectancy, an interest in deferring retirement and focussing on healthy lifestyles.

#### 2. Lower Socio-economic Groups.

Although society as a whole has become more affluent, there is still a wide spread in wealth. There is growing concern about "social exclusion" associated with relative deprivation. This is seen as a social issue that needs to be addressed directly. Research shows that lower socio-economic status groups are less likely to make use of community facilities.

#### 3. Higher Socio Groups.

A model of policy provision has been suggested that sees the higher income groups as possessing higher social capital and able to articulate their needs better than lower socio groups. This suggests a reactive policy response may be sufficient for these groups. However, they are also the groups most likely to be considering "down-shifting": reducing working hours in favour of a more balanced lifestyle.

#### 4. The Asian Community.

The proportion of Asian migrants in Eastern Bays is increasing rapidly in some areas (eg St. Johns and Mission Bay). Stage 1 research suggests a general preference by these groups for casual recreational activities rather than organised events. There is also evidence that they are less happy in the community than other nationalities (2004 *Quality of Life Survey*).

## 5. Youth.

Discussions with Community Centre managers revealed a concern about the lack of facilities for teenagers. Recreation centres play some role, but perhaps more for young men than young women.

This analysis led to five 5-target groups of six adults each, based on the following specifications:

### Group 1: Senior Residents (aged 50 plus):

- Half the group are aged 50-64 and the other half 65-70 years of age
- Mix of socio-economic status
- Mix of male and female
- Quota of ethnic minority groups

### Group 2: Lower SES Residents:

- Mix of ages (30-49 years)
- Mix of employment status (working full/part-time, unemployed)
- Quota for parents of school age/teenage children
- Lower income bracket - Quota for residing in HCNZ housing
- Mix of male and female
- Quota to ensure at least 2-3 Maori participants

### Group 3: Higher SES Residents:

- Mix of ages (30-49 years)
- Mix of employment status (working full/part-time, not working)
- Quota for parents of school age/teenage children
- Medium and higher income brackets
- Mix of male and female

### Group 4: Asian Migrants:

- Asian people who immigrated to Auckland within the last 5 years
- Mix of nationalities (e.g. China, Hong Kong, Thailand, Korea, China, Malaysia, Japanese etc)
- Mix of gender and ages - we suggest 35-65 years
- Quota for parents of school age/teenage children

### Group 5: Youth:

- Aged from 14-16 years (in order for group dynamics to work it is important to keep the ages of the participants close together, otherwise younger children will not readily share their views).
- Mix of boys and girls
- Mix of teenagers from higher versus lower socio-economic households

Discussions were facilitated by experienced qualitative researchers and were of two or more hours in duration. They were taped to assist with analysis.

A detailed discussion guide, discussed with Council officers, was developed and used to ensure that each group considered all issues without limiting spontaneous discussion. As people were recruited, the purpose and structure of the research was explained and they were asked what might encourage people like them to *“take a more active part in their local community. ... the sorts of events and activities that appeal – when and where these might be, what kind of things, examples that they have attended in the past that worked well versus not.* The aim was to have that people come to the group focused, with their ideas more carefully thought through.

## 5.2 A Typology of Community Participation

Participants were asked to explore what constitutes a strong community. Three different levels of “community belonging” emerged, each reflecting different personal levels of commitment to participation and different expectations of the Council, (Figure 2). This effectively defines the dimensions of participation from a community viewpoint, rather from that of agencies (like the Council) committed to pursuing it.

There is an order to the dimensions, from the lowest level of commitment and the weakest level of “community” to the highest order, in which people are more likely to be actively and continuously or repeatedly engaged in community events and activities.

The lowest level, the level, with which the majority of participants identified, is concern for a **Safe Community**, driven by:

1. The look of the physical environment, including well maintained houses that signal pride and respect for property and people.
2. Knowing one’s neighbours ‘well enough’ to feel they will be vigilant on your behalf, cooperative and enjoy small pleasant interactions.

The next level, **‘belonging’**, shifts feelings toward the sense of a ‘Strong Community’. However, Eastern Bays was not necessarily seen as possessing strong communities. This would require:

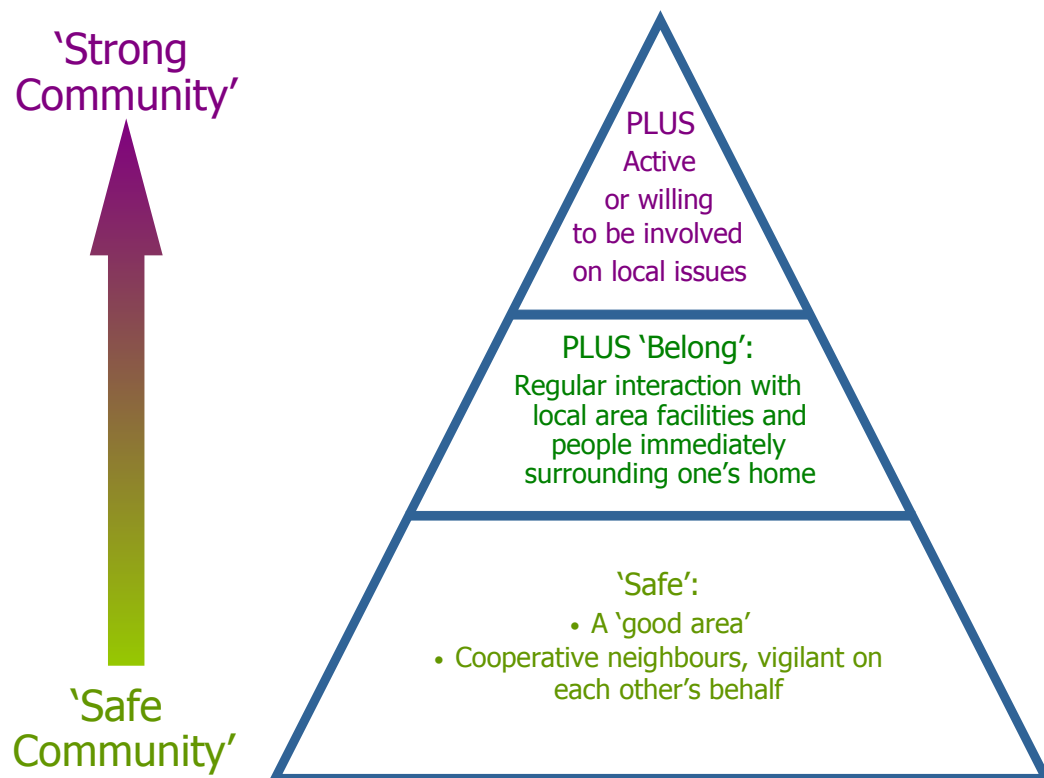
- Individuals knowing other locals and interacting with them on deeper levels than necessary just for a sense of security’ and
- Active use of local facilities and participation in local events

within relatively small and contained areas.

The final level of community building requires **‘active involvement**. Few participants become actively involved, which is seen to require sustained participation. This might be through community service activity, like volunteering and improving one’s neighbourhood, or it can be through activism - being willing to take a stand at the times when Council is doing something people do not want.

Participants could be divided among those content with a Safe Community, not seeking anything more; those that feel a pull toward stronger communities but are wary of personal involvement; and those who would like to see a stronger community and may be prepared to contribute. While quantification cannot be undertaken using

focus group research, the lowest level accounted for the bulk of focus groups participants. This is likely to be the case among the population at large.<sup>3</sup>



**Figure 4: Community Participation and Strong Communities**

In practice, all three levels will coexist, although as communities become stronger a significant shift is likely among residents from lower to higher levels.

## 5.3 A Safe Community: Needs, Issues and Expectations

### 5.3.1 The Basics

A safe community focuses on the physical look of the area. It is influenced by:

- “Malicious damage” such as graffiti, tagging, and vandalism;
- The way infill changes neighbourhood character, with, for example, fewer gardens, less space for children, loss of privacy and “cheaper looking houses”
- Intensification that results in “a levelling of houses and the building of cheap multiple apartment buildings”, as planned for Glen Innes, for example;

<sup>3</sup> One reason for assuming this is the recruitment process and the difficulty encountered in recruiting participants, which implies that people that attended focus groups were more inclined to lean towards involvement than the population at large.

- Poorly maintained homes and gardens (which some older participants identify with immigrant residents, especially if they are away for prolonged periods);
- House break-ins reported in local papers challenging perceptions of a safe area;
- Kerb-side disposal leading to unwanted goods and furniture sitting on footpaths for prolonged periods;
- Bullying of younger by older children.

These matters, which revolve mainly around the physical appearance and feel of a neighbourhood, are the “essentials” of community development. If community strength is to move beyond this basic level of security, the issue becomes one of “creating good neighbours”.

This is not a role for Council; individuals have to reach out to each other. However, there are barriers to ‘good neighbour’ status, so that people may choose – or be obliged to -- to retain “remote”.

### 5.3.2 Barriers

Attitudes comprise perhaps the principal barriers to belonging. People may be:

- In a comfort zone that feels familiar and pleasant, and they don’t feel a need to extend it;
- Ambiguous about how close they want to be to neighbours;
- Reluctant to encounter new immigrants, preferring a homogeneous community;
- Lacking in cultural understanding;
- Feel their activities are not appreciated or cause resentment (most obviously, teens and skateboarding).

The practical barriers to a greater sense of community include:

- Increasing use of high fences, reducing opportunities for casual interaction;
- Increasing indoor living reducing the opportunity for casual interaction;
- Language: “Mum can’t speak English”.

Lifestyle barriers include:

- Absent neighbours, often away for long periods;
- Busy lives, and little discretionary time;
- Engagement in activities (work, family, or leisure) outside the area.

Given the concerns identified in Stage 1 of the research, focus groups addressed access barriers for youth and children, the elderly, families, ethnic communities and non-users of community facilities. The main distinctive issues identified included:

- Lack of parking, putting the elderly and young families off certain areas.
- Hazards like uneven footpaths and a lack of drop-kerbs or handrails disadvantaging the elderly, physically disabled and those with prams.

### 5.3.3 Unmet needs

Unmet needs reflected the majority preoccupation with the physical appearance of an area. Consequently, they revolve around practical initiatives like:

- More community police and greater promotion of Graffiti Line.
- More drop kerbs for elderly, disabled and prams;
- Resealing paths where, for example, tree roots have broken the surface;
- An improved rubbish collection system in council flats to prevent the current “free for all”;
- Public Transport ‘hubs’ to create opportunities for people to meet regularly;
- Tackling tagging (perhaps with designated areas for graffiti artists);
- Handrails at the St Heliers library;
- Better parking controls on Tamaki Drive, considered too narrow for parking on both sides.
- The compulsory display of health standards/rating certificate in all cafes and restaurants;
- Encouraging residents to take greater pride in their community through, for example, neighbourhood watch-style organisations in different areas. For some seniors this might mean educating new immigrants on property and garden maintenance;
- Provision of a parking building at St Heliers shopping centre;
- More outdoor showers at beaches;
- More frequent cleaning of toilets at Kohimaramara and St Heliers;
- More ATMs (teens);

### 5.3.4 Gaps and opportunities

The gaps and opportunities were associated, not surprisingly, with perceived unmet needs. They included:

- Continued maintenance of public areas and prompt clean up of vandalism.
- Active policing to ensure that inorganic items are not left on the side of the road when collections are not in progress.
- Tackle parking problems in key areas (e.g. St Heliers, Mission Bay).
- Highly visible community police, especially in key areas like parks when teens hang out.
- Keep public toilets/change rooms clean, e.g. twice daily cleaning during busy times.

## 5.4 Belonging to a Community: Needs, Issues and Expectations

Two key groups were identified as not catered for - effectively excluded from their local communities, and creating some dissonance for other residents. Teens are consistently identified as the group for whom there is little on offer in the area.

Asians struggle to over-come cultural and language barriers, finding easier to mix with their own (especially if they are older and have limited English). They experience racist attitudes, and may feel that they are not catered for, or welcome. They are not really interested in events and see sports fields as set up for Kiwi sports only.

### 5.4.1 Barriers

Everyone identifies a number of issues in Tamaki and Eastern Bays that undermine community belonging:

- Lack of information on regular activities (e.g. weekly classes) taking place in the neighbourhood.
- Tamaki-Eastern Bays lacks a real mall. Malls draw people together – people run into each other in them. Eastridge and Meadowbank offer groups of shops but not of the sort that have wide appeal.
- Council-provided community events are well regarded, but are felt to be for all of Auckland, not for local areas. They do not build a local sense of belonging.
- In the context of most participants' busy lives, community initiatives like tree plantings can seem like a public service rather than an enjoyable event. There needs to be more made of the personal benefits of taking part. More localised initiatives, relating to an immediate street or local park, for example, will increase the sense of personal relevance.
- Teens cite transport problems as barriers to participation: they rely on public transport and the 'parental taxi service', and need facilities either within walking distance or easily accessed by public transport.
- Seniors and Young Families can struggle with parking in busy areas. This puts them off going to certain places and events.

People who do not use them feel that recreation centres are for organised sports groups – and cannot be used casually. Lack of air conditioning or heating discourages Asian immigrants, given their experience and expectations. Seniors have a low awareness, some not knowing what the term 'recreational centre' means.

Even more people are unaware of where Community Centres are or what they offer.

### 5.4.2 Trends and the effects on community needs

There is a perception that people are becoming more aloof, and that the close neighbourhood is a thing of the past. Consequently, some people prefer to be more self-contained, although others miss the closeness of past communities.

At the very least, people want to know their immediate neighbours well enough to cooperate, although they can feel that they lack the skills to achieve even this level of interaction.

The growth of the Asian community is widely recognised as a significant trend, one that at the practical level calls for more Asian-focused offerings in facilities, such as badminton and table tennis halls, soccer goals and not just rugby goal posts.

### **5.4.3 Unmet needs**

For teens, the greatest unmet need is somewhere that offers activities they enjoy and where they can hang out with others.

More generally, there was a call for strategies to facilitate interaction and understanding across cultures. Smaller, more intimate local gatherings and events would bring together immediate local communities on a regular basis, promoting more meaningful relationships and greater sense of belonging.

### **5.4.4 Gaps and opportunities for development**

Some general suggestions include:

- Addressing information gaps through, for example, a directory of local activities and facilities;
- Promoting a 'Get to know your neighbours' scheme;
- Promoting small events, that bring local neighbourhoods together, including multi-cultural events to draw in local cultures and celebrate differences;
- More explicit communications of the personal benefits of taking part in events.

Teens expressed the need for:

- Drop in facilities, with an indoor component to hang-out and do teens activities;
- A proper mall that includes shops catering for them;
- Non-religious holiday programmes;
- A part-time Job-Find service;
- More weekend buses, StarBucks-style cafes in the local area, fast food outlets.

Asian residents are concerned that they are not really welcome, and would respond to explicit invitations to events and information about local facilities communicated via, for example, Chinese media.

Both teen and Asian groups would welcome the opportunity to use school halls after hours as local, accessible venues for sports and social activities.

### **5.4.5 Promoting a Sense of Belong**

Participants had mixed views about how to promote a sense of belonging:

- A Brokerage Service was seen to improve use of facilities but there is concern around vandalism and domination by clubs.
- The possibility of using Community Centres as central point for a council presence in the community was favoured as something currently lacking, although most people favour using more frequented facilities, like supermarkets.

- Community Events are considered well attended and well run, but not catering for teens or Asian residents. More multi-cultural events would pull together fractions of the community.
- Having meeting places appealed, in response to perceived lack of focal point within the community.
- Community Projects are seen as a way to bring locals together, but there is a question as to the level of individual involvement in the context of a busy life. They would need to offer clear personal as well as community benefits.

## **5.5 ‘Actively Involved: Needs, Issues, Expectations**

People acknowledge declining participation in community service, many citing a lack of enthusiasm to take part. In the case of lower income residents, this can result in the feeling that decision-making is made by a remote, powerful elite.

### **5.5.1 Barriers**

Community activism tends to be about having strong opinions and the confidence to assert oneself, rather than simply providing community service. Key barriers include:

- The potential for community involvement to be tedious and time-consuming;
- No perceived personal benefit from involvement;
- It is easier to avoid involvement in the course of busy lives.

A strong barrier is antagonism. Many people experience the council only in confrontational public meetings. They are upset by rates increases. It is felt that Council will always do what it wants in any case.

There is also a perception that because local people are taking less part in community affairs, interest groups (e.g. developers) always get what they want.

### **5.5.2 Unmet needs**

The one unmet need cited was for the Council to recognise that ‘average rate-payers’ lack voice.

### **5.5.3 Gaps and opportunities**

- While residents want to be heard, they do not all want to be involved in community forums.
- Those seeking ‘Active Involvement’ appear to prefer the Citizen’s Jury model, as a forum where they can have a dialogue with community leaders and Council. They feel, though, that the jury must comprise a good cross-section of residents.
- Those who seek a ‘Sense of Belonging’ but do not want to be too involved prefer Citizen’s Panel or Community Forum models. However, they expressed concern about over-surveying of the population, the attention poorly considered opinions can attract, and apathy with respect to meeting attendance.
- Community Networks and Permanently Established Area Committees had least appeal for promoting active involvement. They were thought to involve only a few targeted residents, and were therefore not seen to be inclusive.

## 5.6 Conclusion

The input from Focus Group research in Eastern Bays suggests that the bulk of the community sees safe and tidy neighbourhoods as a prerequisite to strong communities. Participants see a role for the Council in this area, and advanced a series of recommendations through which a secure community can be built.

Within a community that may be considered “resourceful”, well-established, and reasonably endowed with social capital, in which households and communities are materially well off, and with established facilities and structures for recreation and leisure, this may be all that is required – for the Council to provide a setting in which people can comfortably get on with their lives and business.

Community development initiatives that may be appropriate for deprived or developing communities have a limited role to play here. There is, however, an understanding that a sense of belonging could be built up, making the community stronger. Community centres, recreation centres and halls are in no way superfluous – and, indeed, current heavy demand is likely to increase if some of the suggestions regarding their promotion are taken up.

There are some areas in which community development initiatives other than those relating to the quality of the residential environment might be called for. There are groups in Eastern Bays with particular needs. Youth and Asians are the most obvious, and meeting their facility-related needs could see them more strongly integrated into the community.

The more deprived population of Orakei, identified in the Stage 1 report, was not represented in the Focus Groups, and representatives of Orakei Marae were unable to meet with the team. These groups, too, will have distinctive community development needs.

Going beyond a sense of security within a neighbourhood to one of belonging to a community was considered a desirable progression towards a strong community. Positive suggestions were made to assist with building this level of social capital, but it was also recognised that personal circumstances and commitments will limit this.

Taking the next step, to active involvement, evoked a more mixed response. Participants expressed reluctance to make the commitment. At the same time, some expressed a feeling of disempowerment or futility in trying to make a difference (and perhaps a lack of faith in the council to deliver). In other cases, people thought that the actively engaged simply push particular interests and points of view. Indeed, a shift into more active involvement appeared most likely if residents are moved to take a stand on a contentious issue.

## 5.7 Response to Hypotheses

The following observations are relevant to the issues identified in Stage 1 and the hypotheses arising from it,

### **Adequacy of Facilities**

The community research did not reveal any strongly expressed demand for additional facilities among the wider community, except to meet the particular needs of teenagers for drop-in opportunities and of Asian residents for facilities more geared to their interests.

This may be because respondents considered building strong communities in terms of their association with the neighbourhood environment (safety), with their neighbours (belonging), and in terms of individuals' capacity to commit to active involvement, rather than with respect to facilities, individually or collectively.

Within this community-defined rather than agency-defined framework, the role of facilities was not fully understood nor obviously appreciated. Nor did participants appear central to community development.

### **Encouraging Use**

Engaging with the Council generally appears to be an issue, but is expressed in terms of participation through consultation. It is viewed with mixed feelings. Greater communications from the Council would be appreciated, and the creation of a presence in a space defined by the community as a meeting or drop in place – ideally a shopping mall.

Nevertheless, through the sorts of initiatives proposed, there may be a role for community or recreation centres or both to assume a higher profile as places where the community and the council can come together (as an alternative to the mall!) This would build on and supplement the more finely drawn local events, which would focus on neighbourhoods and be promoted, ideally, across cultures, creating the capacity to build the networks – or social capital -- that are needed to underpin a strong sense of belonging. They might also enhance communications with the Council.

The research did not provide additional insights into specific facilities, nor provide an independent basis for prioritising actions for facilities. It simply confirmed the benefit of broadening their appeal and creating a greater focus on them, in part to break down the remoteness of the facilities from the community (especially the “casual user”), and in part to break down the perceived remoteness of the Council itself.

## 6 Building Strong Communities: the Provisions Framework

The Local Government Act 2002 signaled a significant change in the emphasis of local government, from service provision by elected representatives to local governance by enabling “democratic local decision-making and action by and on behalf of communities” and promoting their “economic, environmental and cultural well-being ... in the present and in the future” (Part 2, 10).

This requires a corresponding shift in the ways councils do things. In fact, the Act emphasises process and procedure more than actions. For example, it encourages councils to coordinate activities among partners as a means of realising community aspirations. Partners may be from within the community and central government.

International experience suggests that this “new paradigm” of local governance for community development by means of collaboration requires council officers to shift from a purely functionary to a more entrepreneurial role, identifying opportunities, mobilising resources where possible, and encouraging the relevant parties to act together. They need to do this within the bounds of transparency and accountability built into the Act (in large part through the processes for decision-making and consultation set out in Part 2 Para 16 and Part 6).

Inevitably, the framework within which decisions about the provision of community facilities is made will change in the newly enabling and process-led statutory environment. This section reflects on the outcomes of Stages 1 and 2 of the current study to suggest some of the key shifts involved.

### 6.1 A Community Development Model

The Stage 1 Report suggested that community development is a dynamic notion:

*“[It] implies a process of building the capacity of the community to advance its own well-being through the evolution of skills, networks and leadership. As an objective, community development allows progress to be made through capacity building, network development, training and education. The provision of public facilities is one element of the mix in community development, providing a platform for people to participate in community activities”.*

The subsequent research suggests that a broader view can to be taken:

*Community development is a process that strengthens communities by enabling them to cater for their own social and economic needs in a safe and inclusive local environment, where individuals feel free to participate in local decision making and programmes, and where diverse groups can readily come together to meet their recreational, cultural, and artistic needs.*

This definition does not *demand* high levels of participation (although participation is one indicator of social capital), but implies that no one should be excluded through lack of resources, opportunity, networks, or knowledge. Obviously communities with high levels of dependency will struggle to achieve such status. Resource-full communities may also struggle to achieve the level of participation implied if they are lacking in facilities, if residents do not feel safe, or do not have a strong sense of belonging.

This approach confirms the role of the Council in contributing to a safe environment and providing public facilities and spaces that are in tune with community needs. However, the shift to a community development model also implies a role in helping communities to take advantage of the opportunities that such facilities provide by actively supporting the development of social capital and the strengthening of communities.

This is especially true of the transitional stage when communities are neither heavily dependent nor self-sufficient. It may be achieved by a combination of activities and programmes of the sort currently based on community centres, by partnership arrangements with other agencies and with community groups for delivering particular services and implementing particular programmes, and by providing adequate, accessible, and appropriate physical facilities.

Adopting the community development model implies a shift in emphasis, in crude terms, from structures to people as the driving force of community planning and investment. This means that more qualitative needs analyses rather than more quantitative gap assessment should drive the management of community assets (although both have the capacity to contribute).

The shift also calls for a greater Council presence in local areas to strengthen the interface with communities. At the same time, it is important that this presence is not undermined by failures in coordination among departments.

## 6.2 Addressing the Coordination Issue

The challenges to internal coordination for Auckland City are related to diffusion of responsibility for community development within the Council's organisation structure. Prior to August 2005, at least three Directorates had some responsibility for consultation on community needs (Figure 5).

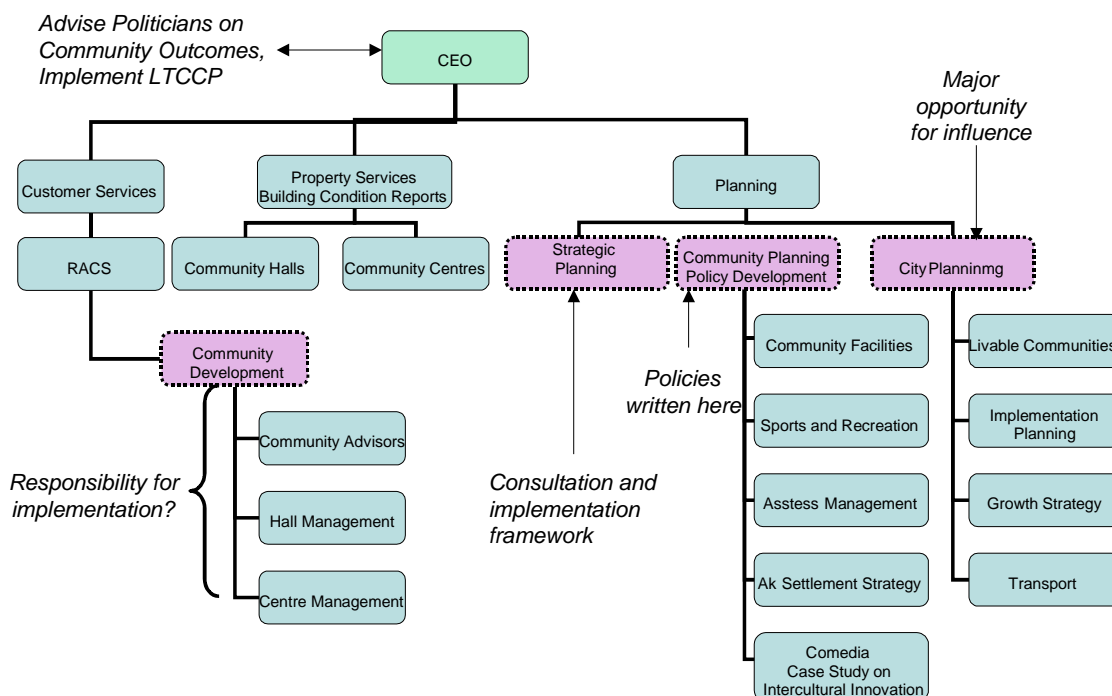
However, the definition of community needs has become so broad that it potentially covers the whole community outcomes programme, which is the central responsibility of the Chief Executive Officer.

Until August 2005, the *community outcomes* process was managed in Strategic Planning while the policy governing *community development* initiatives was the responsibility of the implementation division within Recreation and Community Services (part of the Customer Services Directorate). Community halls and centre properties were the responsibility of Property Services.

This potential confusion of responsibilities and possible role merging would have been exacerbated by the 2002 legislative changes and the response of a new Council seeking to elevate the Council's role in community development.

The current study has also demonstrated a link between strong communities and traditional aspects of Council services concerned with city planning and a safe city. This link brings other council directorates and departments, including transport and roading services, into the picture.

**Figure 5: Former Council Structure and Responsibilities for Community Development (pre-August 2005)**

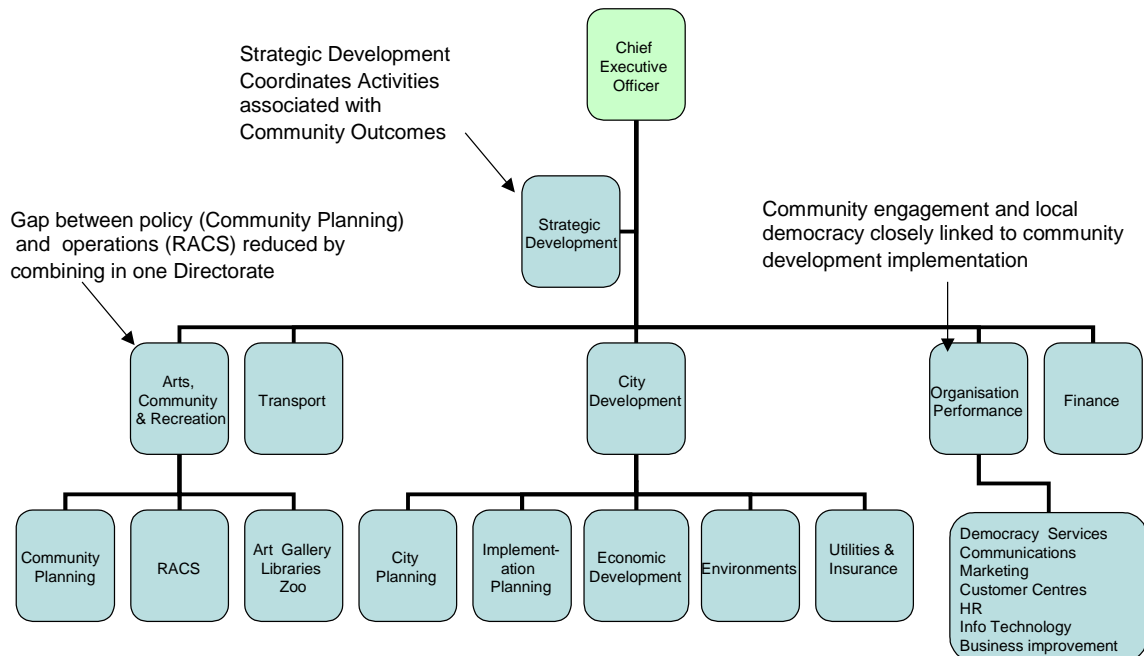


Given overlapping responsibilities for community development, it was difficult for the Community Development division within RACS to define its own area of responsibility and accountability.

The problem of internal role merging creates issues of effective voice for the community (who from the council is it speaking to, and on what issue?) and credibility for the Council (how does it respond and through what department?)

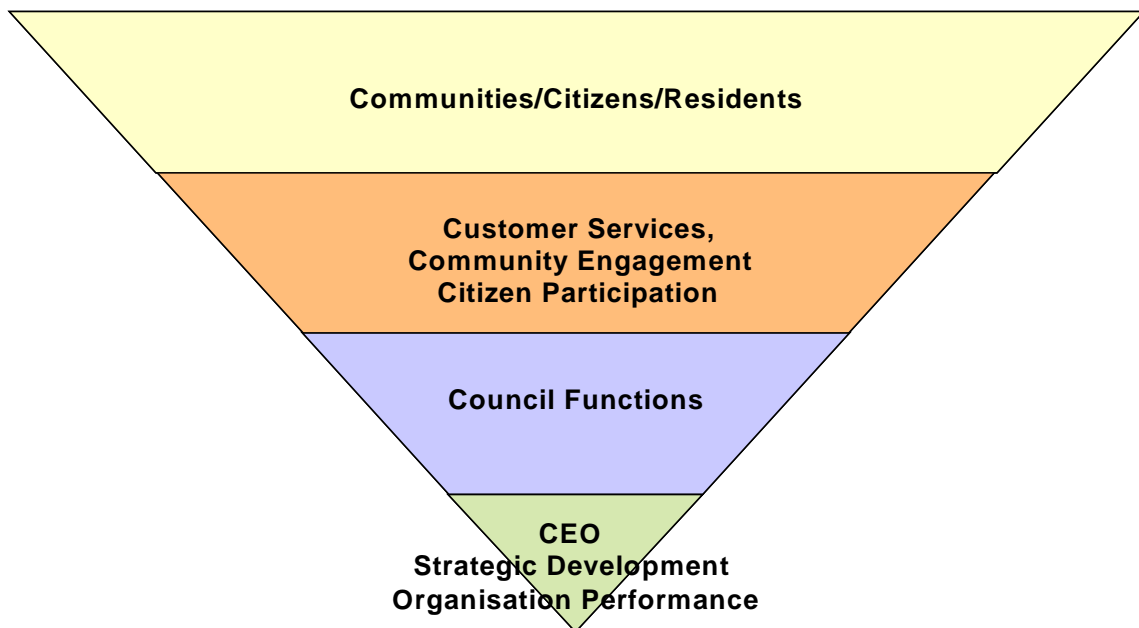
The new organisation structure recently announced by the Council (Figure 6) takes these issues on board by including most of the Community Development functions within the new Arts, Community and Recreation Division. Strategic Planning offers the potential to link community development initiatives across directorates and divisions, with community outcomes pursued as part of the LTCCP. Organisation Performance may also have a role to play in assessing how effective community development initiatives are, especially with reference to the strength of local democracy.

**Figure 6: New Council Structure and Responsibilities for Community Development (August 2005)**



There is still a need to consider how community development is coordinated and delivered at the local level. The contemporary view of customer services in the commercial sector, for example, reverses the traditional hierarchy, placing customers at the top and elevating the functions dealing directly with them. This model can be applied to local government under the 2002 Act (Figure 7).

**Figure 7: Councils Supporting Communities**



Such a model appears appropriate for implementing community development policy, at the same time highlighting the need for coordination across a broad and diverse interface of citizen and resident community stakeholders. The policies and resources driven up from the strategic and executive divisions support those functions responsible for actually delivering programmes.

(In practice, movement operates through the models in two directions, with policy information flowing down through the CEO to the politicians, and policy directives upward toward the citizenry. Furthermore, individuals in an organisation may operate across levels at different times, dealing directly with citizens, supporting implementation, and developing policy).

### **6.3 Implementing a Community Development Model**

The present study was commissioned with a wide-ranging brief that sought to broaden the basis for community planning from gap analyses related to individual facilities to needs assessment that would reflect the diversity of local communities. The analyses, interviews and international review support this approach, which is consistent with the requirements of the Local Government Act 2002, and reflected in the August 2005 restructuring. It also suggests the need for alignment of the consultation that is undertaken for physical planning to meet the requirements of the Resource Management Act and the community consultation undertaken within the LTCCP process.

The question arises as to how the shift to a community development model might be reflected on the ground, within local communities. One approach to implementation of community development initiatives would be to create new Community Development Officer or Coordinator functions (or perhaps transform the current Community Advisor Role), basing them in the communities and charging them with promoting and coordinating the full range of council community development initiatives, overseeing and advising on community engagement, and acting as catalysts and coordinators for local partnerships.

Such positions would be located from an organisational point of view within the Arts Community and Recreation Directorate, but located from a physical point of view in a council community office, ideally at an appropriate community centre.

Cementing this linkage between local communities and the Arts, Community and Recreation Directorate helps to clarify the role of the latter within the Council, suggesting that it may be better conceived and labelled as the Community Development Directorate. This shift in title would be consistent with creating a strong responsibility for inter-directorate coordination of local initiatives with the City Planning Directorate.

### **6.4 From Consultation to Engagement**

There are concerns in some areas, particularly in Tamaki, about over-consultation. This was anticipated in the Brief, which required the use of published reports rather than direct community consultation to draw conclusions about the community needs in the Ward.

In addition to community needs exercises, consultation for planning purposes has been undertaken, is underway, or planned to support the Eastern Transport Corridor

plans, the Eastern Strategic Growth Management Area; liveable communities plans for Panmure and for Glen Innes, and Sylvia Park and Mt Wellington development.

The negative impact of over-consultation and the consequent reticence to participate further inevitably makes community needs assessment more difficult. While current users of facilities may be accessible and willing participants in assessment and planning, engaging the wider community to voice unmet needs and the needs of groups who do not participate currently is much harder.

Two concerns expressed include the failure to report back on the contribution of consultation to decisions and the effect of consultation on raising community expectations. The case of Panmure was cited in the latter instance, where expectations were raised to a point well beyond what the resources available for implementation could deliver.

Like too much consultation, open ended, unconstrained or poorly conceived consultation can have a negative affect on the community and its engagement with the Council. Raising and then failing to fulfil or respond to community expectations reduces confidence and even trust, potentially undermining the credibility of council programmes and the community's affinity with its facilities.

On the other hand, communities can benefit from and be strengthened by effective participation. While a sense of belonging should evolve through the natural functioning of society, a focus on community outcomes justifies councils promoting stronger communities. While strong community and community development objectives are not top of mind concerns for residents, or articulated in consultation, they are becoming an accepted part of the comprehensive planning process encouraged by the Local Government Act 2002.

This suggests that consultation should be placed within a wider framework of community engagement. The way in which the Council engages with the community can take a number of forms, from traditional methods of surveying, through various qualitative and participative methods of consultation (focus groups, panels and juries, workshops and charettes), to co-management and partnerships for programme implementation or management of resources. In this way, engagement may itself build both social capital and stronger communities.

Putting resources into re-establishing community halls as community centres with local representation in an advisory capacity and programmes as far as possible in the hands of local interests is similarly a form of engagement between the community and Council that should build understanding, relationships and communities.

Ideally, liveable communities plans and local area plans (even including private initiatives such as Sylvia Park and Mt Wellington, for example), might identify what can be done to improve a sense of belonging, to encourage local participation in decision making, and in the implementation of some of the initiatives that follow.

The concerns expressed over recent and current consultation, and the potential benefits from engagement suggest a need to develop a comprehensive strategy for community engagement. This could encompass the minimum statutory consultation processes required at one end of the spectrum through to devolving implementation actions to communities at the other.

Within such a framework there will be a place for decisions about community facilities like Halls and Community Centres, as part of asset management plans,

areas of informal participation for long term policy planning and more formal processes around specific development alternatives (including liveable community plans).

## 6.5 Rethinking Community Needs Assessment

A community development approach, as outlined here, both recognises the diversity of communities and their needs, and acknowledges the dynamic nature of local environments. Not only is demand for community facilities likely to change as places grow (and decline), but the character of demand is likely to change. This is not just a function of demographic ageing. It also reflects differences in ethnic needs and preferences, differences associated with the social capital in a community and precisely where on a continuum from dependency to self sufficiency it lies, and generational shifts in values and tastes (i.e., differences within a given cohort over time. This is most obviously demonstrated through the emergence of an active seniors group, and the tendency for people to maintain their independence until an older age than in the past).

The estimation of need under these circumstances cannot rely simply on tracking demographic shifts within facilities catchments and facilities planning (including asset management plans) cannot rely simply only on trends in utilisation to determine future programmes.

This raises challenges for the Council. Shifting to qualitative assessments of needs reduces the impression of objectivity and precision associated with quantitative measures. It introduces greater uncertainty about the likely effectiveness of recommended programmes and developments because it may entail a move away from “the tried and tested”.

The resolution may lie in measured rather than radical change – the shift in emphasis is a matter of degree rather than a radical shift. Quantification still helps provide a context, demonstrate relevance, and set priorities for resource commitments.

How resources are committed on the ground, however, calls for greater on-the-ground judgment, and more effective community input into programme design and facility utilisation. Indeed, a fully blown community development model might suggest that the role of the council is simply to enable the community to determine and act on its own needs. Under these circumstances, the council would act only as facilitator and provider.

The reality is, however, that accountability for ratepayer funding, resolving competing priorities for finite resources, and a responsibility to provide and sustain basic civil and civic infrastructure means that the council also has to retain responsibility for higher order democratic decision-making that will shape and constrain local outcomes.

Under these circumstances needs assessment can continue as an arms-length exercise, which defines local needs through a range of qualitative methods, while relating them across local areas on grounds amenable to transparent decision-making that is accountable to the wider community.

This can be achieved by a combination of:

- (1) Traditional, quantitative methods for comparing need and provision across communities and for determining broad resource allocations;

- (2) Determination of the broad form that delivery might take in a local area on the basis of arm's length, qualitative consultation methods (focus groups, charettes, surveys, etc);
- (3) Design of programmes and facilities in close consultation with local interests and local communities, moderated by an understanding of the local and wider context through methods (1) and (2), above;
- (4) A focus on local delivery of programmes and day-to-day responsibility for public facilities by community interests, in both cases with administrative support and oversight from the Council.

This mix of methods would be consistent with a more flexible timetabling of needs assessment. Method (1), above may be tied into the councils own long-term and annual planning and reporting programmes. Method (2) may be employed on an occasional basis (say, every three to five years), or as required by the introduction of significant policy changes or programmes (such as Strategic Growth Management initiatives in an area). Methods (3) and (4) would be ongoing, based on continuous engagement with the community, but subject to an annual stock-take through local reporting, planning and budgeting processes.

## 7 Recommendations

The recommendations below follow consideration of all the material contained in the two reports. They draw on the providers' perspectives, from on the ground centre managers and staff, through council managers, administrators and policy analysts, to third party providers and related agencies. They reflect analyses of the wider policy framework within which facilities are provided and community development pursued (including international trends), and how this is changing.

The information informing these recommendations includes analytical material drawn from secondary reports and additional demographic material developed in the course of this study. And, they build on the results of consultation reported in research documents and undertaken, primarily through focus groups research, for this study in Eastern Bays Ward.

Consequently, some of these recommendations may already be anticipated in policy documents and some may be being implemented in one form or another. However, the aim here is to present recommendations in an integrated manner, reflecting first the strategic or directional shifts appropriate for the provisions framework and, second, the consequences for facilities.

For this reason, the recommendations are organised into two groups. The first group deals with the provision framework, covering organisational, planning and operational matters at the Council-wide level. They emphasise a repositioning of the Council and, particularly, Community Centres to strengthen its movement towards a community development model of local government.

The second group comprises suggestions for individual facilities that were sought in the Brief but which follow from the modified provisions framework.

### 7.1 The Provisions Framework

The recommendations in this section relate to modifications to the provisions framework. Elements of these are already in train. Adopting some or all of the recommendations would confirm and consolidate a direction in which the Council is already moving, and ensure that it is carried through into the community in a coherent and effective manner.

The direction of these recommendations is towards a greater commitment of resources to facilitating local community development in the interest of strong communities, and, as a result, elevating the Council's presence in communities. This calls for some investment in community centres, in particular.

No attempt has been made to assess the resource implications of these proposals. However, they are presented in the context of a shift in the character of local government and its relationship with the community, as instigated by the Local Government Act 2002. It follows, therefore, that the changes recommended imply a redirection and redeployment of resources rather than an absolute increase.

#### **Confirming the Community Development Model**

1. Confirm the community development model described in this study (see especially Section 6.1) as a basis for building strong communities, for facilities needs analyses, and to support the community outcomes in the LTCCP.

2. Recognise the central role of the Arts, Community and Recreation Directorate by renaming it the Community Development Directorate.

### **Building Coordination into the Model**

3. Establish an effective local area coordinating mechanism between the City Development and Community Development directorates (perhaps involving the Strategic Development unit).
4. Encourage the use of cross-directorate project teams (a) to address local development issues across departments, sectional or facilities responsibilities; and (b) to achieve coordination across separate initiatives in an area.

### **Rationalising Community Engagement**

5. Develop a Community Engagement Strategy to guide and coordinate community consultation, sponsor and manage participation and partnership initiatives.
6. Develop a needs assessment programme that is coordinated with and integrated into city-wide planning for major topic areas (eg recreation planning) and a local qualitative assessment of needs (see section 6.5 for detail).

### **Repositioning Community Centres**

7. Promote a community-centric model of community centres, which will act also as community hubs for representing the council in the community.
8. Consider investment in the profile and positioning of community centres to reflect their dual purpose as resources for local people and the local places where the community and the Council come together to build strong communities.
9. Review governance and management of community centres to reduce the administrative burden on volunteer-based governance bodies (by facilitating professional administration) and to advance the local advisory role.
10. Encourage continuous community centre operation staffed by local people, especially in support roles.
11. Use community centres for permanent displays of planning issues that may affect the local community.
12. Use community centre management to keep other local groups (including recreation centre managers) informed about local demographics, interests and planning issues.

### **The Council in the Community**

13. Appoint local Community Development Coordinators or Managers within the Community Development Directorate, based in wards, and operating from community centre or, if appropriate, library “hubs”. Responsibilities might cover:
  - Representing and coordinating the roles of the Community Development Directorate within the community;
  - Providing a point of coordination and contact with the community for the City Planning Directorate;
  - Facilitating community programmes and the use of community resources to support them;
  - Acting as catalysts and coordinators for local community and agency partnerships;
  - Overseeing and advising local council-community engagement.

(This position may represent a modification or extension of the Community Advisor role).

### **Migrants, Youth and Seniors**

14. Consider preparing (within Community Development) a cross-directorate policy including provisions for responding to the special challenges presented by the three key groups “in need”: recent migrants, young people, and the ageing but independent members of communities. These provisions would address particular facilities and programme needs, individual neighbourhood character and amenities. They would identify and promote partnerships with community groups and other agencies.

### **Other Facilities**

15. Explore how the Council can encourage the provision of more facilities without having to fund the developments itself; i.e. what opportunity is there for more private sector involvement in community services provision?
16. Review the booking systems in the light of the above recommendations.
17. Extend the Halls brokerage service to the Eastern Bays area.

## **7.2 The Facilities**

The brief required recommendations for individual facilities. Issues for individual facilities were also explored through consultation with Council staff following completion of Stage 1, with the outcome reflected in the hypotheses developed for consideration in the Stage 2 community research in Eastern Bays.

The results are presented below by way of suggestions arising from the inspection of facilities, comments on utilisation and issues by managers, and the implications of the proposed provisions framework (Section 7.1). They are organised by area and facility type.

### **Eastern Bays: Community Halls**

**Glendowie Hall:** Examine the opportunity to develop a community centre with an emphasis on the needs of local youth.

*Despite modest current demand, this facility is adjacent to the proposed Crossfield Reserve recreation precinct. Given demand for drop-in centres and the problems around Churchill Park this appears an ideal opportunity to provide a facility for young people with emphasis on casual usage.*

**St Heliers War Memorial Hall:** Minimum change proposed, but the planned maintenance programme is confirmed. There is a need to consider the possibility of a permanent home for Eastern Bays Arts.

*The Hall is well used, and programmed for significant repair works. Some consideration has been given to its potential a Community Arts Centre, but there would be local resistance to modifying current use.*

*Nevertheless, the need was identified for Eastern Bays Arts for a permanent home, which should be investigated further on the grounds that arts are an intrinsic component of strong communities.*

**Tahapa Hall;** Consider the possibility of disposal to release funds for the development of more effective facilities elsewhere.

*This is very small facility managed by the Meadowbank Community Centre. It is located behind Tahapa Crescent shops and suffers from poor visibility and lack of parking. It is subject to complaint from adjacent medium density flats which, which limits its uses. Sale of land could, for example pay for Meadowbank Centre expansion. Other halls (including school and church halls) might be used more intensively to offset its loss, especially through operation of the Halls Brokerage Service in Eastern Bays Ward.*

### **Eastern Bays: Community Centres**

**Meadowbank Community Centre:** Consider the prospect of repositioning this as a Community Hub, through some minor modification and advancing expansion plans.

*This Centre is effectively managed by a community committee and employees at an ideal location, Meadowbank Shopping Centre. It plays a potentially important role in a community where the “ageing independent” will need and value programmes and support. It is also potentially an important element in facilities for migrants in the area, as well as in the traditional areas of pre-school and holiday programmes.*

*Meadowbank Community Centre is busy, enjoys strong support and growing usage. Staff are enthusiastic and keen to expand.*

*Expansion and upgrading is justified on the basis of current and future demand. The identified need for more space has resulted in plans for a modest addition within the constraints of the site.*

*Initiatives to collaborate, perhaps through the proposed brokerage service, with other potential providers of public facilities such as Churches and Schools in the area should be promoted to meet sustained demand and maintain the high level of social capital evident in this demand.*

*Consideration can also be given to a degree of internal remodeling and innovative exterior signage and presentation to allow the Centre to function as a model Community Centre and “Community Hub”. This implies mainly incorporating a Council “front-office” to be staffed by a Community Development Coordinator.*

**Orakei Community Centre:** Explore the option of repositioning the Centre as a high profile centre and hub as a focus of community engagement.

*This is a Council run facility following a request by the community committee in 1999 following governance difficulties and usage conflicts.*

*There is potential to try a new approach by developing the facility as a relatively high profile focus for community engagement. This could be based in part on arts programmes (e.g. RAW and Matariki) and possibly a Citizens Advice Bureau. Currently local residents travel to Glen Innes for such services (Remuera is by-passed).*

*Potential for use as a youth centre is limited by the proximity of multi-storey apartments and elderly residents. However, some remodeling could enable it to cater for larger groups.*

### **Eastern Bays: Aquatic and Sports Facilities**

*A 2004 City-wide review of supply and demand for sports facilities (Longdill & Associates) identified Eastern Bays as a priority area. Existing facilities are under considerable demand pressure.*

*Sacred Heart is the only Aquatic Centre in the Ward and operates at close to capacity through organised school, swimming club and water polo commitments. However, residents make use of Glen Innes, Newmarket, Parnell, Panmure and Pakuranga pools.*

**ASB Stadium:** Examine the potential for additional casual use, especially with the relocation of the Eastern Bays Gymnastics Club.

*This facility is managed by a Trust (including Selwyn College, which uses it during the day) and has a regional and national role to play in hosting organised sports events and tournaments. Usage is high and based primarily on rental to organised groups. Consequently, availability for casual use is constrained. There may be some basis for considering whether greater flexibility might be introduced into the operation in the interest of local community use.*

**Crossfield Reserve:** Explore the potential for Crossfield Reserve to be managed to provide for new sports codes such as American Football, baseball and possibly soccer.

*There appears to be a need for areas to incubate new sports activities, for soccer fields for use by the Asian community within a different organisation structure from that traditionally associated with the code in Auckland, and a need for more casual usage facilities in general. Proximity to Crossfield Hall would help build some mass in terms of use of facilities in the area.*

### **Eastern Bays: Open Spaces and Parks**

*Residents consider themselves advantaged by a great open space and park network, especially the Tamaki Drive waterfront. There are some concerns about the availability of showers, the cleanliness of toilets and accessibility (a parking issue) during busy times.*

*Some residents are also concerned about the number and size of the events in this area that services a city-wide catchment. This concern has resulted in the cancellation of the popular fireworks night this year.*

**Churchill Park:** Review plans for Churchill Park in light of the prospect for population growth based on residential intensification in the area.

*Churchill Park's status as a Citywide Park has low due standing and priority due to the low population growth forecast for Eastern Bays. This may need to be revised in light of population intensification in the area and the growth management plans for proximate areas in Tamaki Ward.*

**Churchill Park:** Review safety and security arrangements.

*Young people mentioned Churchill Park as a popular place to hang out and meet friends. The basketball courts in particular were mentioned. However, there are concerns about the maintenance of this park, particularly where it edges onto the Tamaki estuary (e.g., long, slippery grass making it a danger for children). Regular thefts from cars were also a concern for residents.*

**Kupe North Park:** Review safety and security arrangements

*Concern was expressed for safety in parks, generally, including provisions such as adequate lighting, multiple exits and well-drained land so that escape can be made away from the paths of necessary.*

*Kupe Park was mentioned in particular. It is seen to pose some risks from the close placement of sports facilities (basketball) and children's playgrounds. It was felt this could be intimidating to the children.*

### **Tamaki: Community Centres**

**Glen Innes Community Hall:** Investigate reinstating Glen Innes Community Hall as a Community Centre with a Hub role, and use this opportunity to help relocate and rationalise activities in the immediate vicinity.

*Despite many initiatives in Glen Innes, community development remains an issue. There is a need to build a focus that will contribute to the presence and coordination of specialist providers, strengthen the Council presence, and create opportunities for community participation. It is proposed that a pilot project be developed around Glen Innes Hall, developing a Community Hub with a strong emphasis on casual and community-initiated usage. Elements might include:*

- *Locating council staff (e.g., a Community Development Manager/Coordinator) permanently on site.*
- *Establishing a community advisory committee (not necessarily a management committee) within 12 months.*
- *Inviting participation of Ka Mau te Wero and Ruapotaka Marae in the planning and the development of the Centre.*
- *Encouraging local ethnic groups to hold regular social, cultural and networking meetings (including leaders meetings) in the Centre.*
- *Encouraging use of centre for expressed need for youth arts and music*
- *Using the centre for 2-way community communications about proposed developments in Tamaki.*
- *Encouraging inter-cultural in Mayfair Square as well as the Centre.*
- *Relocating Plunket from the Citizens' Advice Bureau to the Centre and thereby providing space for expansion of CAB*
- *Funding usage from partnerships with central government (e.g. HCNZ, police, Creative NZ, MSD, department of labour, DOIA and local community trusts.*

**Mt Wellington Quarry:** Review the need for community facilities associated with the Quarry development and, if required, what form those facilities might take.

*The establishment of a new community at Mt Wellington will raise issues about community facilities, despite the suggestion of previous needs assessment that spare capacity in the Ward will satisfy needs.*

*This study indicates that facilities in the adjoining part of Eastern Bays Ward are at capacity, recreational facilities in both wards are virtually at capacity, and the community needs in Tamaki Ward should be addressed through a community rather than facility centred approach.*

*The greater flexibility and encouragement of community initiatives associated with a community development approach may reduce the apparent surplus capacity, while*

*the additional growth associated with the Growth Management Strategy and Liveable Communities in Tamaki will create new needs.*

**Otahuhu Community Centre:** Examine the prospect for raising the profile of the Centre and establishing a Community Hub, in association with the Public Library.

*There are long term plans to move this facility to be a part of the recreation precinct in Fairburn Reserve but this is not planned in the near future. In the meantime, some attention could go into creating a higher profile community hub.*

*The pilot scheme recommended for Glen Innes could be adopted for Otahuhu, alongside the proposed local area plan preparation. The opportunity to use the centre as a focus for community consultation could promote visibility and new interest in the programmes being run.*

*The location of the centre, close to the shopping centre is consistent with preferences expressed in community consultation. However, attention may need to be given to updating its image and presence (the latter through physical profile and signage).*

**Otahuhu Community Centre:** Revise the governance structure in accordance with the community development approach.

*This centre recovered from management difficulties when a Council-employed manager was appointed. The recommended adoption of professional support services for community centres would leave the manager free to focus on promotion and active intervention by providing programmes for the community.*

**Riverside Community Centre:** Review investment plans and lift focus on the Centre as a place where the Council and the community can meet.

*This is a relatively small centre in a close knit but deprived area of Tamaki. The centre is managed by an area committee that is working well within the limits of a small number of committed volunteers. Again, the provision of administration support will release the manager to spend more time on the development and management of programmes and enable the committee to concentrate on advisory matters and representing the community's needs.*

*The developments planned in the wider area – especially those associated with for Sylvia Park and its flow on effects in Panmure, could have an impact on this area and the opportunity to use the centre as a focus for two way consultation with the local community could build interest in what is already a successful model of Centre Management.*

*Consideration should be given to bringing forward planned investment planned to extend capacity and improve car parking.*

**Dunkirk Road Activity Centre:** Explore the prospect of lifting activity by providing administrative support and promoting community events focused on the Centre.

*This is a successful centre, also managed by a community committee who employ a full time manager. If the recommendation to provide administrative support is adopted the manager may be able to lift usage levels still further.*

*The location of the centre on the reserve adjacent to the Tamaki estuary provides an ideal opportunity for out door cultural events perhaps focussed on the centre.*

## **Tamaki: Recreation Centres**

**The Tamaki College Recreation Centre:** Continue to explore alternative uses and methods for involving the local community, including provision for casual use.

*While progress is being made, and existing users appreciate the facilities and management's contribution, this centre has yet to establish itself as a well-used local resource. Awareness may be an issue, but there may be a more fundamental issue to do with the types of programmes run. The local Polynesian population, for example, may be more interested in traditional gymnasium facilities (including sports training, provision for martial arts, etc.) than a well-equipped fitness centre.*

*There may be some benefit in lifting the level of non-recreational programmes and traditional community development programmes to increase utilisation, awareness and presence in the community. Leadership mentoring and encouraging networking among local leaders may help.*

*This is an area that may justify some structured local consultation to test ideas and seek out new ones as part of a programme of building local identity, "ownership" and use.*

**Tamaki: Parks and Open Spaces:** Ensure that the community at large can contribute through consultation.

*There is a draft Tamaki Open Space Network Plan in preparation that addresses these needs. This specialist plan will cover the desirable response to this area. It is important to take account the community's concern for safety in parks in this plan. Consultation should explore new and emerging uses, new user groups, the casual use of parks, the community's ambitions for them, and how it may, through different groups, become more actively involved.*

*Looking beyond traditional and existing users in this consultation will enhance both community development and usage.*

### 7.3 Priorities for Eastern Bays

The preceding recommendations imply a community development programme for Eastern Bays Ward. The resulting priorities from a facilities and programme point of view might include:

1. **Crossfield Reserve and Glendowie/Crossfield Hall:** Develop a community recreation precinct, with particular emphasis on informal and innovative uses, with emphasis on migrant and youth groups. This includes elevation of the Hall to Community Centre status.
2. **Meadowbank Community Centre:** Expand and refurbish the Meadowbank Community Centre to meet growing demands, especially for migrant-based programmes and for seniors, but also as a community hub, where the Council builds its presence and profile in the community.
3. **Orakei Community Centre:** Aim to reposition the Centre as a Community Hub through which a range of agencies and the Council could build their local presence, working as far as practical with the local community to achieve this. Some minor investment in facilities design (especially the ancillary space) may widen its capacity to cater for diverse groups.
4. **Local events:** Encourage the staging of local street or neighbourhood events to build the sense of belonging and, especially, to break down cultural barriers.

5. **Maintain the quality of public facilities:** The character of Eastern Bays means that people from outside the Ward use many of its public facilities. The quality of the environment, the cleanliness of public facilities (including toilets and changing rooms), and the capacity to access them are important to the local community.
6. **Undertake a safety audit of public open space and parks.** This should consider the impact of increasing use as a result of population growth, and might focus, initially, on Churchill Park.
7. **Develop partnership arrangement for halls usage:** The high level of demand on Meadowbank Centre suggests that greater use could be made of halls. Extending the brokerage service to Eastern Bays will enable the Council to facilitate community access to halls. This will provide a basis for approaching schools, churches and perhaps school halls to develop partnership arrangements, if only through establishing an inventory of facilities and conditions of access.

These priorities imply the appointment of two Community Development Officers, one based at Meadowbank and the other at Orakei to work with the community across the spectrum of community development initiatives (or perhaps one officer across the two centres). Ideally, these people will occupy space within the Community Centres, although in both cases that may mean some internal alterations should be undertaken. (Community Development Officers would not displace Community Centre Managers, having a different focus).

## 7.4 Priorities for Tamaki

While there has been considerable prior analysis of community needs in Tamaki Ward, and a range of programmes is in place, the revised provisions framework identified in this study suggests some rationalisation. In particular, it suggests raising the profile of community centres, at the same time as moving towards more community focused development and delivery of programmes within them.

The priorities suggested as a result of the current review revolve around the opportunity to create community hubs around revitalized community centres in Glen Innes and Otahuhu.

1. **Reinstate the Glen Innes Community Centre.** This should be treated as part of a GI Precinct plan and not as an independent initiative. It should allow rationalisation of facilities use by a range of agencies. The Centre's activities should be defined as far as possible through community initiatives facilitated by the Centre Manager. A Community Development Officer could be located there to build council relations with community groups and other social agencies.
2. **Raise the profile of the Otahuhu Community Centre.** This can be done by attention to Centre profile and promotions. A modified governance programme could be developed for which gives the community more voice in its programmes while at the same time reducing the more onerous aspects of community governance and administration on volunteers. Based on contiguity with the Library, a community hub can be developed at the Centre through the co-location of a Community Development Officer there. This initiative might be seen as a model which, if successful, might guide similar developments in the future
3. **Review the cumulative impact of growth plans.** Projects such as the Mt Wellington Quarry development, Sylvia Park, and Liveable Communities within

the context of the Strategic Growth Management and likely gentrification in parts of the Ward will have a significant impact on the prospects of existing communities, and will raise community development issues associated with new communities.

The current review suggests that these developments (which span the private sector and a range of public sector agencies) have not been considered fully, and are likely to have been underestimated in terms of their consequences for public facilities and community development. This is reflected to some extent in the preceding recommendations and their emphasis on rebuilding the Council's presence mainly through its community centres policy.

The review, nevertheless, should consider the availability, community use, management models, and safety of halls, centres, and recreation facilities (centres and pools), as well as open space, parks, sports fields, and public spaces generally.

## Appendix: Stage 2 Consultation

Much of the consultation underlying Stage 2 came from direct and indirect responses from Auckland City Council officers, sometimes conveyed via email Memo by the Project Manager. The following is an outline of consultation undertaken for Stage 2.

The conclusions reached and recommendations made in the report reflect the consultants' interpretation of comments made by various informants in Stages 1 and 2, analysis of secondary data, inspection of facilities, international experience, and the community research conducted by CuRious Research (Appendix 2).

The findings of the study should not be construed as the opinions or recommendations of individual persons interviewed (although given the information provided, they will converge or, on occasion, consultants' recommendations will reinforce the views and recommendations of some of the informants).

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April 29<sup>th</sup> Catherine Wilson, team leader, Open Space & Design.

April 29<sup>th</sup> Greg Marr, Contractor, Use of the Community resource Model

May 2<sup>nd</sup> –Housing New Zealand; Stuart Bracey, Project Manager, Tamaki Community Renewal Project, Wayne Brown, Community Co-ordinator, Talbot Street Renewal Project, Robert Graham, Project Co-ordinator, Talbot Park Community Renewal Project

May 4<sup>th</sup> –Kiri Le Heron. Re community development framework prepared in Judy Collins' department

May 9<sup>th</sup> Alan Bufton Eastern Transport Corridor Team

May 12<sup>th</sup> Heather Owen and Evelyn Lagare Community Development/RACS

May Cherry Tawhai regarding Meadowbank Community Centre

E-Mail responses May 24<sup>th</sup> – e-mail from Kiri Le Heron providing some feedback on the qualitative discussion guide suggesting a requirement to add questions about impressions of the housing availability.

June 13<sup>th</sup> to July 17<sup>th</sup> – qualitative fieldwork and analysis.

July 13<sup>th</sup> –Steering Committee

August 4<sup>th</sup>- Mary Dawson of the Mount Roskill Migrant Centre Calls to Alison Hudgell regarding the Auckland Region Settlement Strategy and Marion Davis in Community Planning responsible for the Auckland City Settlement Strategy.

August 10<sup>th</sup>- Interview with Kathy Perrett, Asset Management Planner ACC. Calls to 2 property officers responsible for assessing the quality of the Community Halls (Lucy Begg) and Community Centres (Wendy Stevens).

August 11<sup>th</sup>- Dawn McKay from City Planning

August 11<sup>th</sup>- Sherryl McKelvie at Panmure CAB

August 12<sup>rd</sup> Tim Mapp from Glen Innes CAB

August 18<sup>th</sup>- CAB in Remuera



August 12<sup>th</sup> – telephone discussions with Judy Collins

August 16<sup>th</sup>- telephone discussions with Gail Richards Manager Recreation and the Arts. August 18<sup>th</sup>- meeting with Community Arts advisors Dianna Fuemana and Stephen Bradshaw.

August 18<sup>th</sup>- meeting with Community Board members: Heather Stonyer (Eastern Bays), Mary Bhalla (Tamaki), and Jan Welch (Tamaki)

May 23<sup>rd</sup> – e-mail from Kiri Le Heron with comments from the Council Community Planning Manager (Pam Bourke) and reference to a report prepared by Dr Douglas Paton on behalf of Auckland City Council “Modelling Community Empowerment to Manage Community Change and Development”.

May 30<sup>th</sup> – Telephone conversation with Grant McLean from SPARC May 30<sup>th</sup> – e-mail from Kiri and Sharon Rimmer regarding the limited status of recreational precincts

### **Additional Documents Considered**

Open Spaces Network Plan for Tamaki

CD Framework and Venue Hire Policy documents from Judy Collins

Panmure Basin Concept Plan

CRM outputs

Updated population forecasts

Updated Community usage statistics

Settlement Strategy

Providence Reports

Comedia website an outline of the Intercultural case study

Dr. Douglas Paton paper on Community Empowerment

Avondale Resilience Research Project summary