

Chapter 3 — The City's People

CONTENTS

This Chapter is presented as follows:

3.1 Introduction

This part introduces the human dimension of sustainable management under the Resource Management Act and includes a discussion on:

- Statutory Provisions
- Enabling Social, Cultural and Economic Well Being
- Managing Effects of Activities on Amenity Values
- Managing Effects of Activities on Social, Economic, Aesthetic and Cultural Conditions

3.2 The Settlement and Population Characteristics of Manukau

This part includes a discussion on the following:

- Settlement Patterns — Historical Influences
- Population Growth
- Population Diversity
- Social and Physical Infrastructure

3.3 City-Wide Resource Management Issues

This part introduces the resource management issues that result from people's dependency on the City's natural and physical resources to achieve social, economic and cultural well being.

3.1 INTRODUCTION

Hutia te rito o harakeke	Pluck the centre shoots of the flax
Kei hea ra te komako	And where will the bellbird be
Ka ki mai koe	You will say
E aha te mea nui?	What is the thing of most importance?
Ka ki atu au	And I will reply
He tangata	It is people
He tangata	It is people
He tangata	It is people

3.1.1 Statutory Context

The Resource Management Act requires the Council in carrying out its functions under the Act to manage resources in a way or at a rate that “enables people and communities to provide for their social, economic and cultural well being and for their health and safety” [Section 5(2)] while sustaining the potential of resources to meet the needs of future generations, safeguarding the life-supporting capacity of air, water, soils and ecosystems and avoiding, remedying or mitigating adverse effects on the environment. The environment includes:

- “ (a) ecosystems and their constituent parts, including people and communities; and
- (b) all natural and physical resources; and
- (c) amenity values; and
- (d) the social, economic, aesthetic, and cultural conditions which affect the matters stated in (a) to (c) of this definition or which are affected by those matters. ” (Section 2)

In other words, enabling people to provide for their own well being (or get on with their own lives) is limited by the adverse effects that this might have on ecosystems, the natural environment, amenity values and the social, economic, aesthetic and cultural conditions which are affected by, or affect matters such as the natural environment. Particular attention must also be given to Maori interests including the relationship of Maori to their taonga, kaitiakitanga and the principles of Te Tiriti o Waitangi.

The identification of social, economic, aesthetic and cultural goals and values that are important to Manukau’s residents is necessary to help appreciate what sustainable management means in the context of Manukau City. Community participation in Council’s Strategic, Annual and District planning processes has helped to identify such goals and values.

District Plan rules (e.g. development and performance standards) and other provisions of the District Plan reflect not only scientific information but also residents’ values. Essentially both scientific information and community values influence the nature and degree of change that might be acceptable (e.g. the way and rate resources are used and developed) during the operative period of the District Plan in order to promote sustainable management.

3.1.2 Enabling Social, Cultural, Economic Well Being — Importance of Ecological Values

Consultation has assisted in highlighting elements that the City's residents consider contribute to their social, economic and cultural well being. These are summarised in Figure 3.1.

While there are many elements that contribute to social, cultural and economic well being the consideration of these elements should in no way compromise the biophysical or ecological imperatives contained in Section 5 of the Act.

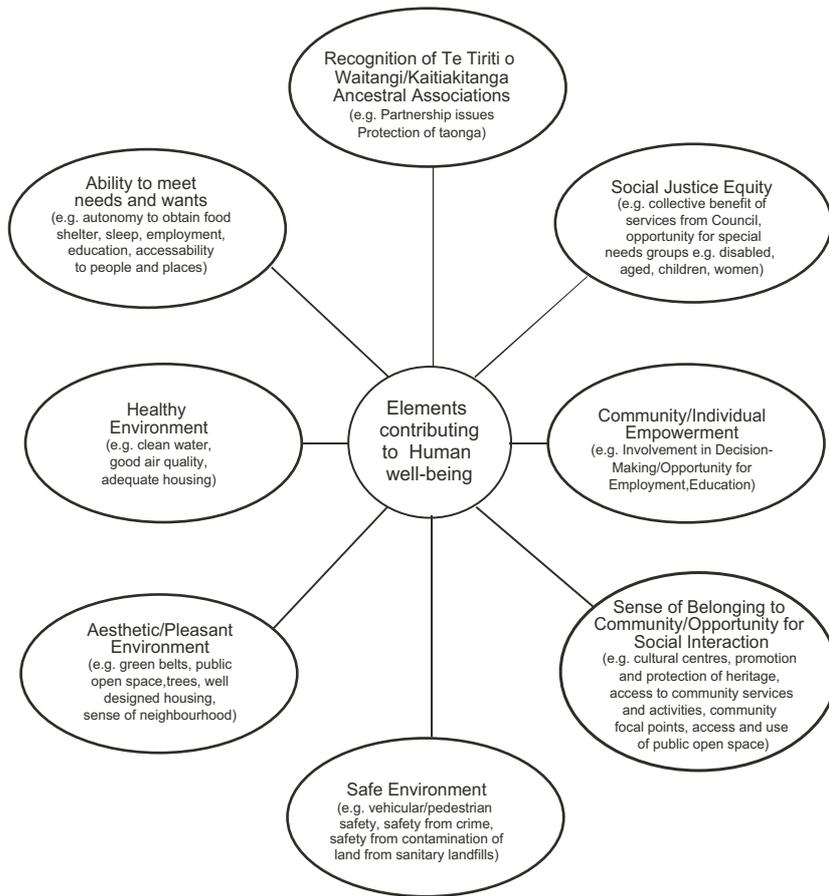


FIGURE 3.1 ELEMENTS CONTRIBUTING TO HUMAN WELL-BEING

3.1.3 Managing Effects of Activities on Amenity Values

Section 5 (2) of the Resource Management Act requires the Council in undertaking its functions under the Act to manage the City's natural and physical resources in a way that enables people to get on with their own lives while avoiding, remedying or mitigating adverse effects of activities on the environment. This includes avoiding, remedying or mitigating adverse effects on amenity values. There is also a special requirement in S7 (c) of the Act for Council to have particular regard to the maintenance and enhancement of amenity values. Amenity values are defined in the Act to mean "those natural and physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence and cultural and recreational attributes" (Section 2). Factors contributing to the maintenance and enhancement of amenity values are summarised in Figure 3.2 below.

At a city-wide level the natural and physical qualities and characteristics that contribute to people's appreciation of Manukau as a place to live and work include:

- a diverse and extensive coastline;
- large areas of open space that can be used for recreation, that protect heritage or contribute to visual amenity;
- presence of built and natural heritage;
- proximity to a substantial rural land resource;
- presence of a number of marae;
- access to a range of business activity;
- a variety of landforms, including volcanic landforms;
- accessibility to community facilities, beaches, to other cities and districts in the region
- accessibility to Auckland International Airport

The nature and mix of these qualities and characteristics contribute to the identity of Manukau City and help to distinguish it from other cities. They influence whether people are attracted to live, work or invest in the City.

Within the City, the urban, rural and coastal areas in particular have distinctive qualities and characteristics that are valued by the City's residents. The rural areas for example are particularly appreciated by both urban and rural residents for their open space, coastal views, native bush, calm, quietness and natural landscape beauty.

In the urban areas where the built environment predominates, issues include the character of the streetscape (the relationship of buildings to each other and to public open space, the extent of planting around buildings and in public places) and the level of privacy and access to sunlight and daylight in residential areas. Also important are access to community facilities, public open space, services and local shops and personal safety. These all become more important in determining those qualities and characteristics that contribute to maintaining and enhancing urban amenity values.

Recent consultation with residents indicates that there are some aspects of the urban environment that need improving — such as greater regard to pedestrian movement and safety in residential and business areas; improved accessibility for all groups; greater sense of place/neighbourhood, enhanced design and aesthetics in residential, business and public open spaces. Qualities valued in coastal areas of the City include public access to the foreshore, natural character and open space.

While these qualities, as a whole, are valued by one community of people — the City's residents, how people experience and value the environment can vary depending on socio-economic and cultural backgrounds and values.

For tangata whenua, amenity values are affected by ancestral associations with the natural environment. The link between people and the natural environment enables tangata whenua to identify meaningful landmarks, establishing tribal identity and turangawaewae (standing place).

At the neighbourhood level there can be many "communities of interest". For example existing and new residents can value their living environments in different ways. Hence patterns of settlement for new residents can differ from the traditional settlement patterns assumed by existing residents.

Another example is how passive public open space is used differently by different cultural groups. For example, European people tend to use passive public open space in small family groups or as individuals while Pacific Island people tend to enjoy community gatherings on public open space.

While much of the rural area is valued for its open space and landscape qualities, it is also valued by others as an economic resource to sustain farming, forestry and productive rural activities. How the rural resource is used can affect the character of the rural landscape.

The challenge for Council is to manage resources in a way that addresses ecological values while at the same time respecting the diversity of people's values and needs in the City. Maintaining and enhancing amenity values can help to achieve ecological goals, for example, by the protection of vegetation. Maintaining and enhancing amenity values can also contribute to enabling people to provide for their own social, economic and cultural well being. It is increasingly recognised, for example, that a city's amenity assets contribute to its development (investment decisions) and therefore directly affect levels of social, economic and cultural well being.

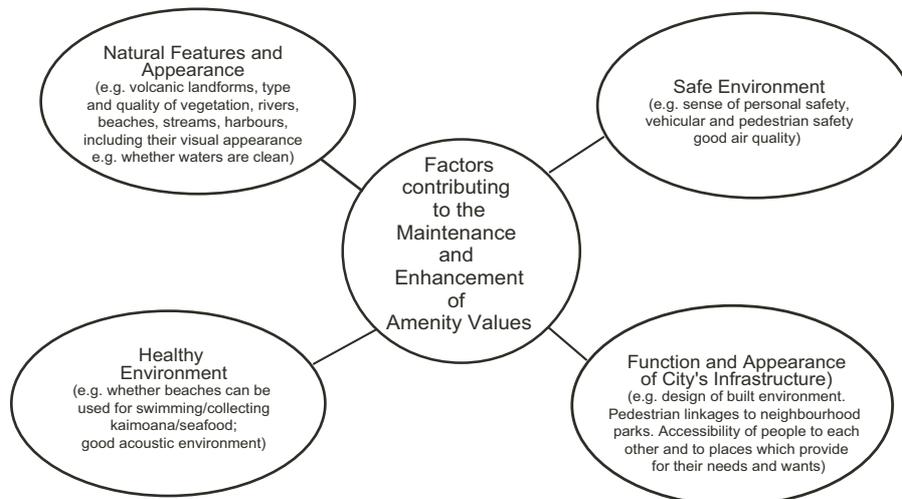


FIGURE 3.2 FACTORS CONTRIBUTING TO THE MAINTENANCE AND ENHANCEMENT OF AMENITY VALUES

3.1.4 Managing Effects of Activities on People and Communities including their Social, Economic, Aesthetic and Cultural Conditions

In undertaking its functions under the Act, Council must avoid, remedy or mitigate the adverse effects of activities on people and communities, including their social, economic, aesthetic and cultural conditions. Resource management policies can impact on people's social, economic and cultural conditions in different ways. Policies relating to urban consolidation and residential intensification for example may affect housing affordability, and choice in the housing market. Policies relating to the management of the City's social and physical infrastructure such as the City's public open space and roading network, can affect how accessible recreational and community facilities are to different people. In a similar manner, the way development in the City is managed can enhance or detract from neighbourhood and amenity values such as the opportunity for social interaction. These matters are addressed in the Implementation Chapters of the District Plan. The Business Areas Chapter 14, for example, includes policies which avoid adverse effects on valued qualities such as business centres acting as community focal points. The Public Open Space Chapter ensures public open space areas are secured for a range of passive and active recreation.

Figure 3.3 attempts to summarise the inter-relationship of different elements of the environment and how these affect human well being.

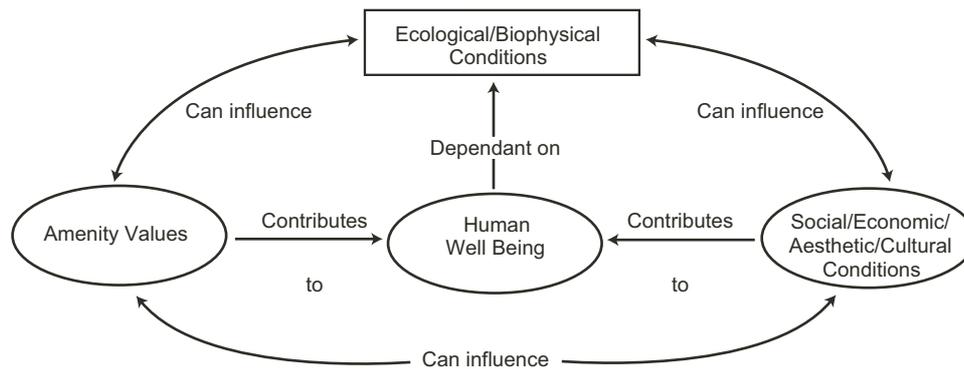


FIGURE 3.3 RELATIONSHIPS IN THE ENVIRONMENT

3.2 THE SETTLEMENT AND POPULATION CHARACTERISTICS OF MANUKAU

3.2.1 Settlement Patterns — Historical Influences

"Tribally (Manukau) is the ancestral territory of the descendants of the crew of the Tainui canoe"¹ "Members of the crew settled throughout the region and from them came the tribal and sub-tribal groups that still occupy these areas today"². Tribal and sub-tribal groups within Manukau include Wai-o-hua, Wai-o-hua te Ahi Waru, Wai-o-hua te Akitai, Ngati te Ata all of Waikato, and Ngati Paoa, Ngai Tai and Ngati Tai of both Hauraki and Waikato.

Over time these tribal and sub-tribal groups have established their own tribal rohe and have ancestral associations with particular areas within Manukau. Whilst there is still occupation of some of these traditional settlement areas, for example, at Ihumatao, Pukaki, Mangere and Umupuia, traditional tribal settlement was overwhelmingly disrupted from the 1860s by military occupation, land confiscations and native land legislation.

During the early 1800s both Maori and European settlement occurred around coastal landing points and key transportation routes such as the Tamaki River. Early settlement patterns were also influenced by farming activity, around which small villages established. Settlements in the latter half of 1800s were influenced by the Government's deliberate dispossession of Tainui tribal land, the establishment of European defence posts. Settlers, for example, came to Manukau as part of the Fencible (Pensioner) immigration scheme which provided for retired army and marine personnel to receive land in return for giving service, and developments such as the railway network which enhanced the area's accessibility.

Urban development of Manukau particularly accelerated in the years following the second world war. This growth and the resulting City's form was influenced by the following factors:

- the increasing post-war industrialisation of Auckland and its expansion southwards along the Penrose-Otahuhu road and rail corridors to Manukau Central and Greenmount in the 1960s. This expansion provided many jobs;

1. Report of the Waitangi Tribunal, 'Findings on the Manukau Claim' 1985 p30

2. Taua, Te Warena 'A History of the Maori People' in the Howick and Districts Historical Society "The History of Howick and Pakuranga 1991" p27

- the construction of the Southern Motorway in the 1950s combined with high car ownership, increasing the accessibility of the south;
- the emphasis on transportation requirements for City development;
- the establishment of major infrastructure works (such as Mangere Sewage Treatment Plant, Auckland International Airport, the Otara electricity generation facility, and the Hunua water supply), laying a foundation for large-scale urban development;
- large-scale state housing programmes on low-lying, easily serviced land in Otara, Mangere and Manurewa in the 1950s and 1960s;
- local government zoning policies; subdivisional and design standards; public open space acquisition and policies for street planting and landscaping;
- immigration of large numbers of new settlers from the Pacific Islands, Asia and elsewhere.

3.2.2 The City's Population Growth

The City's rapid growth and urbanisation has resulted in Manukau becoming the third largest city in New Zealand (following Auckland and Christchurch). It accommodates a substantial portion of the population growth at both the national and regional level. At the 1991 Census the City had a total population of 226,146 and has a current (estimated) population of 238,000. Whilst no longer growing at the rapid rate of the 1960s and 1970s the City population is still growing at around 4,000 per year. The population of Manukau City is projected to increase to 265,000 by the year 2001, rising to 304,000 by the year 2011 (see Figure 3.4).

3.2.3 Population Diversity in the City

Manukau City is characterised by social, cultural and ethnic diversity.

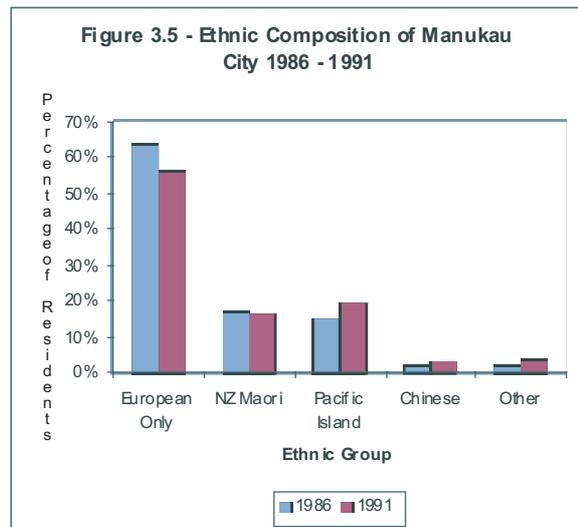
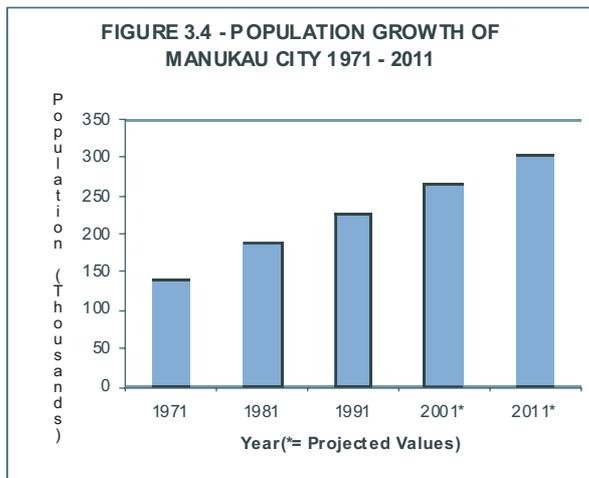
(i) Tangata Whenua

The Maori population of Manukau includes those of Tainui descent, tangata whenua of Manukau.

(ii) Ethnic, Cultural and Social Diversity

Manukau City has a greater ethnic diversity than any other City in the Auckland region. In 1991, 36.0% of the Maori population and 43.1% of the Pacific Island population of the Auckland region lived in Manukau. This ethnic diversity is increasing. Between 1986 and 1991 the proportion of European residents fell from 64.2% to 56.6%. Over the same period, the proportion of Pacific Island residents increased from 15.2% to 20.0%, and the proportion of 'other' ethnic groups increased from 2.2% to 5.7% (see Figure 3.5).

THE CITY'S POPULATION - FACTS



Immigration is a significant factor contributing to Manukau's growing ethnic and cultural diversity. Figure 3.6 identifies those residents of Manukau who migrated from other countries between 1986 and 1991. Immigrants from Asian and Pacific Island countries have made the most significant contribution to migration flows into Manukau.

Ethnic diversity is also influenced by the population growth of different ethnic groups. For example, between 1986 and 1991 the Pacific Island population grew by 43.7%, increasing from 31,314 to 44,991.

In terms of the City's age structure the City has a young population. In other words, it has fewer old people and more young people. In 1991 just more than one-third of the population was under 20 years of age. The 60+ age group comprised 10.9% of the total resident population in 1991.

There is little statistical information on special needs groups such as the disabled. National statistics however indicate that 14.3% of the adult population have a functional (mobility) limitation. The aged are one group with a high prevalence of any type of disability or long-term illness.

The very young and old are often considered the most vulnerable age groups in society. "Unicef has argued that because children have one chance for normal development, they and their needs should be given first call on society's resources, for example, in making choices on the maintenance and development of roads, priority should be given to those choices which will most benefit children and young people e.g. bicycle paths, making roads safe around schools".¹

The old are likely to be less mobile than others so access to healthcare and community services becomes an important issue.

The City's youthful population also has implications for the provision of and access to public open space for active sports and recreation; opportunity for the establishment of kindergartens, kohanga reo, plunket rooms, scout dens and other community services that are part of community life.

1. Blaiklock A, 'The Principle of First Call' A Presentation to the Healthy Cities Committee from the Policy and Monitoring Group" 18 March 1994 pp 1-3

(iii) Household Size and Family Types

Changes in family type and family formation have led to a significant increase in the proportion of one-person and two-person households, and a decline in the proportion of households which have four or more people (Figure 3.7). The most common household type in Manukau City is a household with 2 people in it.

The trend towards smaller household sizes is a general one which is evident throughout the Auckland region and New Zealand as a whole. Some of the most important factors in this change have been identified as:

- more divorces, separations and less people getting married, leading to an increase in single parent families and one-person households;
- a shift away from early marriage and childbearing;
- growth in the number of elderly people, who are more likely to live alone; and
- an increasing number of people aged between 25 and 35, an age at which people are likely to be forming their own households.

(Demographic Trends in the Auckland Region, Auckland Regional Council, 1993).

There are, however, other factors which will tend to counter-balance the decrease in household sizes in Manukau City. These trends are:

- financial hardship, making it difficult to maintain small households and forcing people on low incomes to share their accommodation with others;
- high youth unemployment, along with a trend for young people to study for longer, which means that young adults are more likely to stay living with their parents; and
- increasing ethnic diversity, particularly the increase in Pacific islands people who tend to live in larger households.

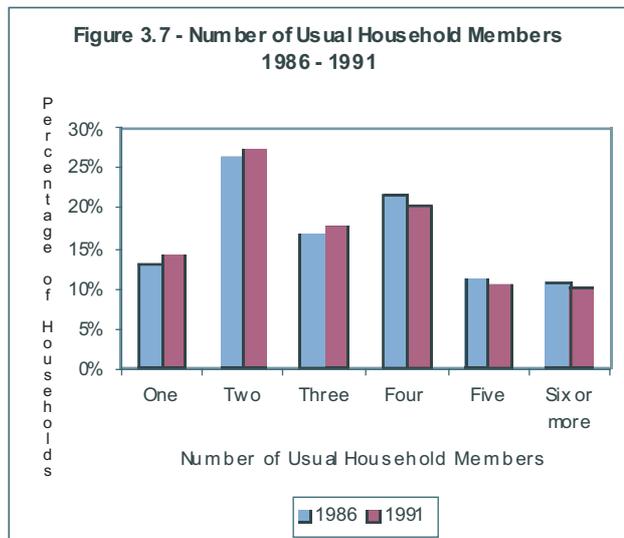
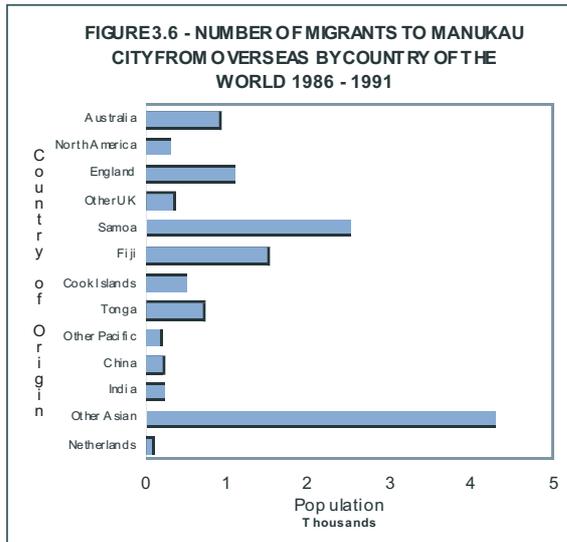
Families are defined as households comprising a couple, with or without children, or one parent with one or more children (Statistics New Zealand). Family types in the City are changing. Children are now more likely to come from single parent families than they were in the past. If they live in two-parent families, they are more likely to live in households where both parents are working. In 1991, 21.1% of families were solo parent families, while 48.5% of two-parent families had both parents working. Couples living alone and one-person households have also increased. Trends in family types in Manukau City are similar to those in the Auckland Region and in New Zealand as a whole.

3.2.4 Infrastructure of the City

- **Marae Complex**

There are 17 marae complex in Manukau, eight of which are in Mangere, and there are one or two in each of the other wards. The marae complex are at a variety of stages in their development. There are also Tainui marae associated with traditional ancestral land. Activities associated with the marae include kohanga reo, kokiri centres (for skills training), housing projects and community services.

THE CITY'S POPULATION - FACTS



- **Council Services**

A wide range of social infrastructure and services are provided in the City both by central government and the Council in the areas of recreation, health, education, community development and housing.

The Council has responsibility for the operation and maintenance of a number of facilities and services including (at 1995)

- 1055 public open space areas
- 6 recreation centres, 6 swimming pools and 15 community halls
- 5 Citizen Advice Bureaux, 518 housing for the elderly units and 8 community houses
- 10 libraries

The Council also undertakes a Shared Responsibility scheme which has enabled Council to develop a large number of recreation and cultural facilities in partnership with community groups.

The Council's role in community development has included the evaluation and promotion of community education, health, recreation, sport, the arts, employment and social services. This has included the provision of specific services together with the establishment of programmes such as employment promotion, local economic development, youth affairs, housing and health issues.

- **Business and Tourist Facilities**

The City has a number of shopping malls as well as mainstreet shopping areas. These business areas are supported by ancillary community facilities such as Citizen Advice Bureaux and libraries. The City Centre contains the most extensive area of land set aside for unrestricted retailing in the City. Also located at the City Centre are a large theatre complex and Rainbow's End entertainment park which serves domestic and international visitors.

There are also business areas in the City where there is opportunity for a broad range of industry to establish. Business activity in these areas enhance opportunities for local employment.

Tourist-related facilities in the City range from the regional and botanical gardens at Manurewa to travellers accommodation associated with the Auckland International Airport and camping grounds. Such facilities enhance opportunities for visitors to contribute to the economic and cultural life of the City.

- **Educational Institutions**

Primary schools in Manukau City are located in all major residential areas. In total there are 79 primary Schools, 15 intermediate and 15 secondary Schools in Manukau City. The Manukau Polytechnic, located in Otara, is a major trade, business and general educational facility for school leavers and adult students.

At the end of 1993 there were 42 Kohanga Reo in Manukau, the majority being concentrated in the wards of Mangere, Otara and Manurewa. There is also a Kura Kaupapa Maori in each of these 3 wards .

There are 44 Pacific Island Language Groups currently registered with the Early Childhood Development Unit in Manukau (and including Otahuhu, Takanini and Papakura)

- **Medical and Health Facilities and Services**

Medical and health facilities are being provided throughout the City by a variety of authorities and institutions ranging from Manukau Counties Health (a Crown Health Enterprise responsible for primary health care) through to community and voluntary welfare agencies and individual health practitioners.

The general trend is for the decentralisation of health care services. This significantly affects the planning of local facilities such as halfway houses. Manukau — “The Healthy City” was established in 1989. This programme takes an integrated approach to health and seeks co-operation between all the agencies which deliver health-related services in the City. This has included safety audits of parts of the City.

3.3 CITY-WIDE RESOURCE MANAGEMENT ISSUES

Seven resource management issues related to people achieving well being have been identified. These are described below with a summary of each issue prefixing each issue statement. These issues are addressed in the Implementation Chapters. The linkages between these issues and the Chapters is described in Chapter 4 ‘The City’s Environment’.

CITY CHARACTER & IDENTITY

Issue

3.3.1 **City growth and development continually has the potential to adversely affect those natural and physical qualities that are valued by residents and which contribute to Manukau City’s character, image and identity.**

The natural and physical qualities and characteristics of Manukau City, such as the extensive coastline, volcanic landforms, the vast rural land resource, and the City’s large areas of open space contribute to creating a distinct identity for the City. These qualities attracted tangata whenua to settle here in the first instance and have subsequently attracted more recent settlers from a large variety of cultures.

The contribution that such natural and physical qualities have on social and economic conditions (e.g. investment decisions) is becoming increasingly recognised. "For instance it is being increasingly understood that a (City's) 'attractiveness' be it to industry or to other investments such as tourism or residential interests, is just as likely to be based on a (City's) culture (its character, its image, its sense of place) as it is likely to be based on purely economic factors. Or rather, all such considerations are interconnected."¹

ECOLOGICAL VALUES

Issue

3.3.2 The way in which population growth is accommodated impacts on ecological values, environmental health and safety. This affects the ability of current generations to provide for their well being, and the potential of resources to meet the needs of future generations.

The overwhelming majority of residents (approximately 95%) live in the urban area of the City which comprises around one-third of the City's total land area of approximately 460 square kilometres. The urban area is characterised by low-density residential development. While there are no immediate constraints in the expansion of the urban area (the city could absorb growth within the metropolitan limits at current rates with similar settlement patterns for the next 20 years), it is widely accepted that low density residential urban expansion needs to be limited owing to environmental and servicing costs.

Australian studies such as the Greenhouse Neighbourhood Project 1993 have demonstrated that conventional low-density suburban neighbourhoods contribute significantly to energy requirements and greenhouse gas emissions, as well as to infrastructural costs.

The nature and form of urbanisation also affects other ecological values. For example, areas with the greatest extent of urbanisation show the greatest compromise of water quality. Water quality tends to decline over time as catchments develop. This in turn affects human health (e.g. the ability to collect uncontaminated seafood/kaimoana) and safety (e.g. the ability to swim in healthy water).

TANGATA WHENUA

Issue

3.3.3 As tangata whenua, Tainui has, in terms of customary authority and Te Tiriti o Waitangi, partnership interests in the management of the City's resources.

Section 8 of the Resource Management Act, which provides that all persons exercising functions under the Act shall take into account the principles of the Treaty of Waitangi, means local authorities are the Crown's delegate in relation to Treaty obligations. This means that the Council has partnership responsibilities with respect to tangata whenua. The principle of partnership carries with it an obligation to act in the utmost good faith and to act reasonably.

These matters are discussed more fully in Chapter 3A, Tangata Whenua.

VALUES

Issue

3.3.4 People value and experience the environment in different ways and this can mean there are different needs and expectations about the way resources are managed.

Manukau City is characterised by an increasingly diverse population. This can mean demands for different lifestyle options and pressures for change to existing settlement patterns and use of resources. How well

1. Australian Planner Vol 32 No. 1 1994 p21

change and new demands are managed, for example how well adverse effects on existing amenity values are managed can affect the degree to which different lifestyle options are accepted.

There are also groups within Manukau with special needs (e.g. disabled, children and women). The design of buildings and structures has not always been sensitive to the needs of these groups, for example kerbs and paths have not always been convenient for use by disabled persons or for people using prams and pushchairs.

BEHAVIOUR

Issue

3.3.5 People and communities may potentially resist change to existing patterns of development and to changing behaviour, even though this is necessary for the sustainable management of the City's resources.

Traditional suburban development which has been the prevailing settlement pattern for the majority of residents in Manukau reflects cultural values. This form of development is becoming difficult to support as land becomes an increasingly scarce resource and the impacts of urban form on energy and infrastructure costs are being realised.

The Australian State Government's 'Greenhouse Neighbourhood Project 1993' demonstrated that neighbourhoods with higher residential densities and a greater proportion of non-residential land uses, distributed in clusters, to provide local activity/employment within walking distances of households are more energy efficient.

A supporting culture or behaviour is however required to ensure the achievement of new neighbourhood types. Resistance to new forms of development from industry and the community can stem from perceived increases in development costs and past experiences where higher density residential development has resulted in low levels of amenity. The challenge for Council is to develop supporting attitudes, for example, by ensuring attractive urbanised streetscapes, and encouraging walking, cycling and patronage of public transportation by giving some priority to these forms of transport in the allocation of resources.

DIVERSITY

Issue

3.3.6 A lack of diversity in the built environment including household types and residential subdivision patterns, limits choice for both current and future generations to choose different lifestyle options. This affects people's ability to provide for their own well being at different stages of their lifecycle.

Manukau City's population and household structure is becoming increasingly diverse. As household structures have changed, the City's housing needs have partly been met by the subdivision of larger household lots in residential neighbourhoods. This process enables a degree of choice in residential neighbourhoods, but essentially settlement patterns typify earlier patterns of development (i.e. single house or single lot).

Different forms of residential development (e.g. terrace housing, comprehensive developments or residential developments in business areas) has not been occurring. The presence of uniform housing types and patterns limits the choice of accommodation available to residents to meet their needs at different stages of their life cycle.

INFRASTRUCTURE**Issue****3.3.7 The provision of social and physical infrastructure and the protection of it from any adverse effects of activities influence how liveable neighbourhoods are**

The City's physical and social infrastructure are important factors which influence the liveability of the City in general, and neighbourhoods in particular. The liveability of a neighbourhood is also affected by its level of "attractiveness". This "attractiveness" is often determined by the provision of infrastructure, such as public open space, the planting of trees in public places, the design and layout of roads, and the relationship of major buildings to open space and to each other, and the protection of heritage.

The nature of the City's transportation infrastructure influences how accessible the community is to goods and services, to each other, and to the various residential, business and recreational areas within the City and Region. It influences opportunities for economic activity by providing for accessibility between activities, markets and people. Other forms of infrastructure (such as waste disposal) also provide for the health, wellbeing and liveability of all neighbourhoods.

The inappropriate provision of infrastructure can detract from a neighbourhood's identity (e.g. major roads can cause community severance), and can influence perceptions of personal and other forms of safety (e.g. design of buildings can affect the amount of informal surveillance of public places and pedestrian safety).