Thriving Communities: Auckland Council's role in supporting communities to flourish

Discussion Document

October 2012

Auckland Council
Te Kaunihera o Tāmaki Makaurau

Accessible formats

'Thriving Communities' and the Feedback Form are available in large print format and as a structured Word version, in addition to this PDF version. An easy-read summary of 'Thriving Communities' is also available.

Visit www.aucklandcouncil.govt, email cds@aucklandcouncil.govt.nz, or telephone the Auckland Council on (09) 301 0101 for copies.

Reference copies are also available at customer service centres, local board offices and libraries.

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Kia rātou te hunga mate

Kua mene ki te pō – kua ngaro atu nei ki tua ō te ārai

Haere, haere, haere.

Kia koutou te hunga ora

E mau tonu nei i ngā kaupapa ā kui mā, ā koro mā

He mihi aroha tēnei kia koutou

Kia kaha, kia manawanui.

Kia aroha pūmau ki tō tātou taiao, me ō tātou hāpori

Ko tātou ngā tāngata te pūmanawa ō Tāmaki Makaurau

Ko te ngako ō tēnei pūrongo, he whakahau wānanga, he kōrero

Kia tipu, kia pakari ngā hāpori

Ka matomato te tipu ō Tāmaki Makaurau

Ko tō tātou ingoingo tēnei.

Nō reira, tēnā koutou katoa.

To the descendants of the many canoes
To the many cultures
To the many authorities
Greetings to you all.

We acknowledge our loved ones who have departed from this world
Farewell.

To all – our leaders, our elders and our families
Who hold fast to the ways passed down through generations
Greetings to you all
Be strong and be courageous.

Let us turn to our concern for our environment and communities
People are the heartbeat of Auckland
We are here to encourage analysis and discussion, in order that our communities can grow and strengthen
If our communities thrive then Auckland will flourish
This is the aspiration of all of us.

And so, our greetings, again, to all of you.

It's no surprise that people are at the heart of the Auckland Plan – the social, economic and cultural well-being of all Aucklanders is critical to creating a better future for Auckland and New Zealand.

When communities have the power, resources and capability to determine their own development, amazing things can happen. Auckland Council has an important part to play. The legacy councils had a long history of supporting community development and we are committed to continuing this. That's why we are developing a strategic action plan which will identify how we can best add value to the work of communities, central government, non-government organisations, the business sector, philanthropists and many others. This Discussion Document, 'Thriving Communities', is the start of that journey.

Our communities are diverse, creative and passionate. We will need to respond to these qualities in order to transform Auckland into the world's most liveable city.

Developing this strategic action plan is likely to be a challenging process – it will involve shifts in thinking and culture across our organisation, and a candid analysis of what we currently do and why we do it and future allocation of resources.

The strategic action plan also presents exciting opportunities to do things differently. The creativity and innovation of Auckland's diverse communities will help us identify council's future direction, and we look forward to working together with you all on this.

Mā tō rourou, mā tōku rourou, ka ora te iwi – with your gifts, with my gifts, the people will be well.

Councillor Penny Hulse   Len Brown
Deputy Mayor   Mayor

Purpose of this Discussion Document

1. This Discussion Document is the beginning of the process to develop a strategic action plan on Auckland Council's role in supporting communities to flourish.

2. Ultimately, the strategic action plan focuses on the well-being of people, and it is one of many council initiatives to implement the Auckland Plan. It will build on council's current strengths and successes and identify any new areas where the council could play a role.

3. It will include a set of principles to guide the council's decision making and identify the strategic actions needed to support the transformational shifts in the Auckland Plan[1] and council's following community and social objectives:
   - Support ground-up community aspirations and initiatives (community development)
   - Enhance democratic participation and involvement of communities, particularly those currently excluded, across all council areas
   - Promote and maximise social outcomes throughout council activities.

4. The council already plays a significant role in these areas and there is considerable knowledge and experience in the organisation, inherited from the legacy councils and gained over the last two years. This includes the feedback and ideas of the thousands of Aucklanders who have helped develop the Auckland Plan, Long-term Plan, 21 local board plans and other initiatives.

5. However, there are still gaps in the council's information. This Discussion Document starts the process of conversing with stakeholders and partners and generating ideas and solutions together.[2] Background information is provided to support these discussions, including an overview of council's current roles and activities, and some examples of successful and promising national and international practice.

6. Feedback gathered during the engagement on this document, as well as the considerable evidence base the council already has, will inform the draft strategic action plan.

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[1] The transformational shifts are: 1) Dramatically accelerate the prospects of Auckland's children and young people; 2) Strongly commit to environmental action and green growth; 3) Move to outstanding public transport within one network; 4) Radically improve the quality of urban living; 5) Substantially raise living standards for all Aucklanders with a focus on those most in need; 6) Significantly lift Māori social and economic wellbeing.
[2] Stakeholders and partners include: residents; community groups; community development practitioners; non-government organisations; iwi; central government; philanthropic funders; academics; and others.

Figure 1. Strategic action plan – development process

What council already knows (evidence base)	→	**Draft strategic action plan** feedback: February-March 2013	→	**Final strategic action plan**: June 2013
Discussion Document feedback: Oct-Nov 2012				

Parameters

7. It is important that the council is clear and transparent about the parameters of the strategic action plan:

   - This is not a debate on whether or not the council should play any role in supporting community development or promoting social outcomes. There is strong support for the council's continued involvement in promoting community well-being from communities, the Mayor, local boards and the governing body.[3] Rather, the purpose of the strategic action plan is to clarify what those roles should be.

   - Community and social development is a shared enterprise, and the council is just one of many parties that contribute to the well-being of communities. There are significant issues impacting on communities that are beyond the scope and control of the council. The council should not duplicate the roles or work of central government, non-government organisations (NGOs), philanthropic funders etc., or of communities themselves, but instead it must work with others and ensure it adds value.

   - The Mayor is committed to keeping rates increases down, in response to community concerns, and the council is mindful of the difficult, current economic environment. Together, we need to find ways of better using existing resources and generating more resources (human and financial).

8. Given these factors, it is crucial to identify how and where the council can make the *most* impact with the tools, leavers and resources it has.

9. The strategic action plan must reflect council's shared governance model between the governing body and local boards. Under the shared governance model, local boards and the governing body are responsible for different levels of decision making regarding community and social development activities.[4]

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[3] The council has opposed the removal of the four well-beings (social, cultural, environmental and economic) from the purpose statement of local government, as proposed in the Local Government Act 2002 Amendment Bill. The Bill does not propose, however, changes to the Local Government (Auckland Council) Act 2009. Section 79 of the Act requires the council to set a strategic direction (i.e. the Auckland Plan) "for Auckland and its communities that integrates social, economic, environmental and cultural objectives".

[4] For details, see the Long-term Plan, v3:1.2 'Allocation of decision-making for non-regulatory activities': http://www.aucklandCouncil.govt.nz/Plans/LongTermPlan/VolumeThree/section_1341865891525.html.

10. Needs and aspirations across the region are as diverse as Auckland's communities. The council is very aware that flexible and responsive approaches enable communities and their initiatives to flourish, rather than a 'one-size-fits-all' approach. At the same time, to maximise outcomes and ensure the best use of resources, the council must make sure that the wide range of practices, policies and activities across the organisation are cohesive and integrated, and work towards the same goals.

Key terms

11. 'Communities' and 'community development' are used throughout this document and it is important to be clear about how the council defines these terms.

'Communities'

12. People belong to more than one community, group or network. Whatever the type of community, the common factor is that members feel a sense of belonging.

Table 1. Definitions of 'communities'

Geographical or place-based communities	'Communities', particularly in community development discussions, are often defined by geographical boundaries – usually the immediate area where people live (e.g. neighbourhood or suburb)
Communities of identity	The Auckland Plan has identified specific population groups that often experience discrimination and inequity, and this is the council's focus for 'communities of identity'.[5] It is crucial that the ideas, voices and aspirations of these communities are included in the strategic action plan if all of Auckland's communities are to flourish
Communities of interest	Refers to people who are drawn together by common interests, beliefs or passions (e.g. environmental sustainability, faith, business)

13. Communities of identity and interest can be place-based, but they frequently cut across geographical boundaries as well, for example ethnic minority communities, who often have international links. With increasing use of social media and digital technologies, communities can be virtual as well.

'Community development'

14. There is no single definition of 'community development' that is universally shared across Auckland, New Zealand or even globally. However, many interpretations have similar principles and it is widely acknowledged that community development is both a way of doing things and an outcome.

15. The Auckland Plan describes 'community development' as being led by communities themselves. Essentially, this means that development is 'ground-up' and driven by those affected, as opposed to being imposed from the 'top-down'. This is consistent with the definitions promoted by many community groups, NGOs, mana whenua and mataawaka organisations and others, and is the

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[5] See Appendix 1 for population groups included under 'communities of identity'.

approach advocated by central government.[6] The role of public bodies is often to create the conditions (such as removing barriers, providing resources and other support etc.) that enable ground-up development.

Transformation

16. The benefits of ground-up development are well documented. Most commonly, this approach leads to people feeling empowered – having more control over their lives – and having a greater sense of belonging. Outcomes can include improvements in many areas for individuals, communities and society as a whole.

Figure 2. Frequent outcomes of ground-up community development

17. There is a large body of literature which describes how ground-up development of communities can lead to innovative solutions to even the most difficult problems, and why it is increasingly seen as essential for the kind of transformation required to achieve the vision and goals of the Auckland Plan.

18. Although this is not a new concept for the council, there is still room for improvement in embedding and mainstreaming best practice across the entire organisation. Every part of council has a role to play, and this will be a focus in the strategic action plan.

Principles

19. Ground-up community development is driven by principles. There are some high-level, overarching principles in the Auckland Plan,[7] and the strategic action plan will need to identify principles which are specific to community and social development. These will influence the council's behaviour and provide broad guidelines for decision making.

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[6] See Department of Internal Affairs [no date] *Community-led Development*. [Online] Available from: http://www.dia.govt.nz/diawebsite.nsf/wpg_URL/Resource-material-Our-Policy-Advice-Areas-Community-led-Development?OpenDocument [Accessed 20 September 2012].
[7] The Auckland Plan principles are: 1) Work together; 2) Value te ao Māori; 3) Be sustainable; 4) Act fairly; 5) Make the best use of every dollar spent; 6) Be affordable; and 7) Check progress and adapt to improve.

20. The following principles – identified through community feedback[8] – are suggested as a basis for discussion and prioritisation:

Box 1. Principles for discussion

The council's approaches and actions in community and social development will demonstrate and support:

- Inclusiveness and support for diversity (including access with dignity)
- Trust in, and respect for, communities and their abilities, knowledge and expertise
- Local strengths
- Whanaungatanga/people's connectedness to each other
- Subsidiarity (decision-making made as close to the people affected as possible)
- Active and mutually beneficial partnership and collaboration with communities, undertaken in good faith
- Community sustainability
- Innovation
- People's and communities' right to mana motuhake/self-determination and empowerment
- Rangatiratanga/leadership
- Ōritetanga/citizenship
- Te puawaitanga ō te tangata/community resilience
- Equity
- Holisitc and integrated decision making and actions
- Tautua/being of service to all of Auckland's communities.[9]

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[8] Including through: submissions from advisory panel; community submissions; the Mayor's Community-led Development Think Tank; Auckland Community Development Alliance charter; Independent Māori Statutory Board publications; etc.
[9] See Appendix 1 for definitions.

Context

The council's current roles

21. All of the previous Auckland local councils had a long history of involvement in community and social development, although levels of service and capacity varied across the region. Since the amalgamation and establishment of the new Auckland Council two years ago, these roles and delivery models remain largely unchanged, including the variances. Current council roles include:

    - Capacity and capability building support to community groups and NGOs

    - Providing affordable leases (premises) to community groups and NGOs

    - Funding community groups and NGOs through grants and contracts

    - Providing community spaces such as libraries, sports and recreation facilities, community centres, halls etc

    - Holding community events (including in partnership with others)

    - Delivering/managing community programmes and initiatives (including in partnership with others)

    - Resourcing advisory panels

    - Brokering and facilitating relationships between and within the NGO, public and private sectors.[10]

22. The council's activities span a wide range of issues such as health promotion, arts, culture, sport, recreation, environmental sustainability, community safety, diversity, settlement etc. In addition, the council is responsible for: planning, managing or looking after Auckland's built (e.g. planning rules) and natural environments (including parks and open spaces); setting the strategic direction for Auckland (the Auckland Plan); and providing leadership and advocacy on a wide range of issues. The 2012/2013 high-level budget in the Long-term Plan for community services,[11] library services, arts, culture and events, parks and sport and recreation is $446 million.[12]

23. There are many positive outcomes as a result of council's involvement in these areas, including: increased volunteering, particularly in sports and environmental sustainability activities; sense of belonging; community cohesion; connectedness with others; and the other outcomes and well-beings described in figure two.

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[10] See Appendix 2 for further details.
[11] Includes the activities most relevant to this strategic action plan such as facilities (centres, halls, houses etc.), grant funding, community safety programmes and community development initiatives. Excludes social housing. The combined 2012/2013 budget of these services is $64 million.
[12] For both regional and local activities. Includes staff costs. Excludes social housing, capital expenditure and activities of Council Controlled Organisations. See the Long-term Plan, v2: http://www.aucklandcouncil.govt.nz/Plans/LongTermPlan/VolumeTwo/.

24. Funding (through grants and contracts) is essential for community groups and NGOs to carry out their activities. Although council grants and contracts to Auckland community development groups, for example, are likely to account for less than 5% of total income in this sector per annum, for some groups it may be the primary or only source of funding.[13] In many other cases, council grants and contracts enable groups to obtain (leverage) other funding. Community leases, of which there are currently 1,200, are also crucial; providing groups and organisations with security and a base to deliver activities from. The benefit of council's support (grant funding, capacity and capability building, facilities etc.) is likely to be significant, for example: the value of peoples' volunteering hours and the other funding obtained because of council's support.

25. However, there are many other social, cultural, economic and environmental benefits which the council has, as yet, been unable to quantify. To better understand these impacts, the council is conducting social return on investment (SROI) evaluations. SROI measures social, economic and environmental impacts and determines their monetary worth. It is particularly useful in evaluating outcomes previously viewed as impossible to quantify in monetary terms, such as improved mental health, happiness etc. These SROI evaluations will help the council and communities to assess the true value of its support.

Key council documents

26. The strategic action plan must align to the following key council documents to achieve a cohesive, integrated approach in this area.[14]

Table 2. Key council documents

The Auckland Plan	Community development features strongly in the Plan, particularly in the Auckland's People, Auckland's Māori, arts and culture, historic heritage, and sport and recreation chapters. The Plan contains directives on supporting ground-up community development through to capacity and capability building, enhancing community involvement and partnerships, and promoting inclusion and reducing discrimination.
Local board plans	The local board plans set out the aspirations and priorities for their local communities, and help guide their decision making. Whilst there are cross-cutting themes across the plans, each is unique to their local area, and the strategic action plan will need to support this diversity. All of the local board plans have a focus on community well-being and social development. Cross-cutting themes include:

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[13] Based on Charity Commission data for Auckland. [Online] Available from: www.charities.govt.nz [Accessed 17 September 2012].
[14] See www.aucklandcouncil.govt.nz for more information.

	- Supporting local community identity through social programmes, arts and culture, local events and supporting youth programmes
	- Creating vibrant and economically strong town centres that reflect local character and stimulate community activity and involvement
	- Improving connections through better transport and built environment planning
	- Enhancing and protecting the natural environment and engaging local communities in these activities and roles
	- Building on community and volunteer networks
	- Enhancing residents' lifestyles through improving community facilities and sports fields and holding community events etc.
	- Providing new and improved community facilities (such as libraries, parks, swimming pools and youth centres), particularly where there has been underinvestment or where facilities have not kept up with population growth
Long-term and Annual plans	These plans describe the budget for implementing council strategies, policies etc. and, ultimately, the council's contribution to realising the Auckland Plan
Unitary Plan	The Unitary Plan will be the council's key tool to manage development on land and water, and it will have a direct impact on the shape of the city and the quality of Auckland's built and natural environment. It will replace the existing district and regional plans and policies of the former councils with consistency across Auckland and simplified rules. A discussion draft will be released for informal public feedback in March 2013
Māori Responsiveness Framework	The Māori Responsiveness Framework outlines council's relationships with mana whenua and mataawaka. The framework has a clear community development approach, and describes council's responsibility to: contribute to Māori well-being; support capacity development; and effectively communicate and engage with Māori
Other	The strategic action plan will not be a stand-alone document. There are a number of issue-based strategies, policies and plans that it will seek to influence and align with, including other core strategic action plans to deliver the Auckland Plan, specifically the: Arts and Culture; Housing; Children and Young

Community feedback to the council

27. The council has obtained significant information from communities through consultations and relationships over the last two years. Hundreds of different community and social development-related issues have been raised; from affordable housing, to retaining and promoting Pasifika languages, to settlement support. This information will inform the strategic action plan.

28. However, there were also common themes. Some of these issues are already being progressed, including through local board plans:

- A desire for genuine partnership with the council but often lack of community capacity and capability to do so (at all levels, from strategy/ policy development, through to co-management and co-delivery)

- Financial sustainability of community groups and NGOs

- Environmental sustainability and the impact of climate change, and the roles of communities as kaitiaki/guardians of the natural environment and wāhi tapu (significant and sacred sites)

- Increased democratic participation

- A greater community say in planning issues affecting their local areas, such as the location of liquor outlets and gambling (pokie) venues

- Inclusive facilities that offer access with dignity

- Removal or minimisation of obstacles and barriers that hinder ground-up development, including development of physical/capital assets (e.g. costs of consents, rates etc.)

- Community hubs and better connectedness of communities and social infrastructure

- Supporting leadership, including amongst young people

- Promoting the value of cultural diversity and Auckland's unique Pasifika flavour

- Economic development and employment opportunities

- An end to 'silos' and better integration

- Accessible and inclusive communications

- Promoting interaction and cohesion

- Deep concerns about food security and a strong desire for māra kai/community gardens and orchards

- 'Strengths-based' approach to working with communities

- Social equity, and concerns about growing income inequity.

Examples of successful and promising practice

29. There are many examples of innovative and successful initiatives which support ground-up community development, enhance democratic participation and maximise social outcomes. This discussion document does not provide a complete list, but has identified the following examples through community feedback to the council; some of which are happening in communities already and in parts of council.

30. There are significant opportunities for council to learn from and be inspired by the approaches and actions of others. This includes learning from the philosophy or principles behind the approach, better understanding the conditions required to enable innovation, or looking at the outcomes achieved. This list of examples is not exhaustive, and is provided to help prompt discussions and identify other examples.

Asset based community development (ABCD)

31. Asset based community development (ABCD) is the shift to thinking of people as citizens with 'gifts' (i.e. strengths and talents to contribute) rather than customers who simply require services. It starts with the development of an 'asset map' of the community's strengths, rather than with their problems and deficiencies (often referred to as the 'deficit' approach). Focusing and building on what communities can do can significantly changes the way communities see themselves and how others see them. It unlocks the many assets and resources that communities can mobilise in order to improve their own neighbourhoods.

Asset transfer

32. Asset transfer is the shift in management and/or ownership of assets from public bodies to communities (community groups, NGOs, social enterprises etc). Treaty settlements with iwi and hapū are an example of this. It is a well-known approach in the United Kingdom and in 2010 it was estimated that 1,000 transfers – from car parks to community centres – were taking place.

33. Asset transfer can be an effective way of:

- Providing communities with security and a means of generating income (e.g. through social enterprise and using the asset to get investment)

- Improving flexibility and responsiveness (e.g. community centres) and therefore access and outcomes for communities

- Securing long-term savings for councils.

34. Asset transfer requires a high trust partnership between the public body and the community to work successfully and, critically, the group or NGO must have the capacity and capability to maintain the asset.

Community economic development

35. The community and NGO sectors are often thought of as separate from the private sector, but all communities rely on businesses and vice-a-versa. Community economic development includes local economic development and social enterprise.

36. Local economic development builds the capacity of a local area to improve its economic future, and residents' quality of life, through integrated planning and micro-economic strategies (e.g. to support locally-owned businesses). Many countries, such as South Africa, require public participation in the governance, planning and delivery of local economic development initiatives so that community networks and partnerships are established, and information sharing can occur, leading to better strategies and sustainable community involvement and ownership.

37. There is no single definition of 'social enterprise'. At a very general level, it includes the trading of goods or services to generate profit for 'good causes'. For example, an NGO generating income from a for-profit enterprise so those profits can be used to support not-for-profit activities and support to communities. The social enterprise sector in New Zealand is fledgling but growing fast, and the council has recently created the position of social entrepreneurship advisor to explore the opportunities in this area. However, many potential social enterprises need capacity building support to develop a robust business plan. This is especially important for groups needing a loan or other financial investment. In the United Kingdom, asset transfers are often used to support the development of social enterprise.

Co-production

38. The term co-production refers to a way of working whereby decision-makers and citizens, or service providers and users, work together to create a decision or a service which works for them all. The approach is value-driven and built on the principle that those who are affected by a service are best placed to help design and deliver it. Co-production rejects the traditional understanding of service users as dependent and passive recipients of public services, and instead redefines the relationship as one of co-dependency and collaboration that is neither community-led nor public sector-led. Like the ABCD approach, co-production views service users as an 'asset' and builds on their strengths and abilities. It encourages collaboration and reciprocity between service users and providers, which helps to build up everyone's capacity. It is an approach increasingly being

used to transform public services in other countries, from town planning to healthcare.

Crowdsourcing

39. Crowdsourcing is an on-line process that harnesses the collective creativity, skills and knowledge of ordinary people for activities that are usually left to experts. It is increasingly used in place-making and revitalising neighbourhoods, but can be applied to a wide range of issues. Whilst the technology may be innovative, the concept isn't new. The principle behind crowdsourcing is that the ideas and creativity of the 'crowd' are far greater than that of an individual or smaller group because the problem or issue is being solved by a much larger pool of people, given the extensive use of the internet. People in the 'crowd' interact with each other to generate ever more ideas, and to also refine those ideas. People vote on the ideas that they like best and those with the most votes 'bubble' to the top to be further developed and tested.

40. One example is of the real estate development company using crowdsourcing to design 17 acres of failed shopping mall into a thriving downtown destination in Bristol, Conneticut, USA (pop. 61,000). The project, known as Bristol Rising (which now has over 2,300 members), led to a planning and approval process that has been completed in a fraction of the time that a normal process would have taken. There were also spin-off activities such as organising a street clean-up of one of the most drug-laden neighbourhoods in the area, and establishing a new company to buy and renovate "unhealthy" buildings.

41. Crowdsourcing, and the harnessing of digital technologies generally, is increasingly being used by big and small businesses alike to design products, and also by public bodies to develop policies and other initiatives (including the NZ Police and State Services Commission, both of whom have developed policies by Wiki).

Match funding

42. Matching, dollar-for-dollar, any resources, including donated labour (volunteering), that a community can organise towards a project is a well known approach. Many match funds allow applications for any project of a community's choosing to encourage community initiative. Whakatane District Council has a match fund for rural playgrounds, which, in addition, also requires the applying community to take responsibility for and maintain the playground.

Participatory budgeting

43. The allocation of resources is one of the most contested processes in any organisation. Participatory budgeting is a process of democratic decision-making where residents identify, discuss, and prioritise the projects that public funds will

be spent on. Involving residents in the budgeting process also helps illuminate the tough choices facing public bodies. Research suggests that participatory budgeting results in more equitable public spending, and increases levels of public participation in other democratic and civic activities, especially by marginalised or poorer residents. The process originated in Porto Alegre, Brazil, where significant achievements have been made, and has since spread to cities and towns throughout Latin America, North America, Europe, Australia and Africa.

44. A similar method was used in Wanganui which led to the upgrade of the Splash Centre swimming pool complex in Wanganui. The project was voted the top priority in a community referendum. The Wanganui District Council provided the initial funding and the remainder was raised by the community. The Whanganui Community Foundation provided some match funding. The community was involved in all stages of the design and delivery, which resulted in the transference of skills between residents and capability building. Usage of the pool increased and key outcomes from the process included improved community connection and an on-going sense of community ownership.

Procurement

45. The council recognises that opportunities exist to maximise social and local economic development opportunities through its procurement policy, and is currently progressing this.[15]

46. In Hamilton, the City Council requires local impact to be taken into account in tenders to the council to deliver goods and services. Its procurement criteria, which accounts for five per cent weighting, includes: local employment, apprenticeships and training opportunities provided; sponsorship activities undertaken with local community groups and the council; and the percentage of revenue from the contract remaining in the region.

47. The Mayor of London's (comprehensive) Responsible Procurement Policy includes: environmental sustainability; ethical sourcing; fair trade; and the promotion of small and medium enterprises (including NGOs and social enterprises) to ensure a diverse provider base and local economic development.[16] It also includes the need to tackle discrimination and disadvantage in employment, and promote workforce welfare (including paying a London living wage for Greater London Authority Group and supply chain employees). Since 2006, thousands of jobs and volunteering opportunities have been created which have particularly benefitted the most disadvantaged

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[15] Some of the legacy councils included local economic criteria in their procurement policies. For example, the former Waitakere City Council's procurement policy included a 'Buy Waitakere' principle, where preference was given to those tenders that supported local labour, businesses or suppliers.
[16] Twenty per cent of procurement spend is with small and medium enterprises.

Londoners. In addition, the Mayor's leadership spurred 130 other employers to pay the London living wage, which has lifted 10,000 Londoners and their families out of poverty.[17]

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[17] Mayor of London (2012) *Delivering Responsible Procurement*. Greater London Authority: London. See: http://www.london.gov.uk/rp/docs/delivering-responsible-procurement.pdf.

How to get involved

48. Your views and ideas are important to us, and there is a range of ways to have your say.

Workshops

49. During October and November 2012, local and regional workshops will take place all over Auckland to gather feedback on this Discussion Document. Most of these activities will be delivered by-and-for communities, and some workshops will focus on specific issues or communities of identity. To find out what's on, contact us.

Feedback

50. Whether or not you attend a workshop, your feedback is welcome. There are several ways to do this. Please include your name and contact details.

The consultation period closes at 5pm, Friday 30 November 2012.

Online:	An online survey is available at www.aucklandcouncil.govt
Email:	cds@aucklandcouncil.govt.nz
Post:	'Thriving Communities' Consultation Auckland Council Private Bag 92300 Auckland 1142 Freepost Authority 237170

Feedback acceptance criteria

51. Only feedback in official NZ languages – English, Māori and New Zealand sign language (via video) – can be accepted. We have the discretion to disregard offensive or abusive feedback.

Artwork competition

52. There is an abundance of creativity in Auckland. We want the final strategic action plan to reflect communities in both content and look. Enter our competition to have your art work or photograph on the front cover or inside the final document, and be in to win great cash prizes. Selected entries will be voted on during consultation on the draft strategic action plan (February and March 2013). **The competition closes at 5pm, Monday 14 January 2013**. For information on how to enter and a copy of the terms and conditions, contact us.

What happens next?

53. Feedback on the Discussion Document will be used to develop the draft strategic action plan, which will be released for consultation in February 2013.

Phase:	Timeframe:
Engagement on the Discussion Document	October and November 2012
Engagement on draft strategic action plan	February and March 2013
Submission of the final strategic action plan to the Auckland Plan Committee for adoption	June 2013

How to contact us

Online:	All information is available from www.aucklandcouncil.govt
Email:	cds@aucklandcouncil.govt.nz
Phone:	(09) 301 0101

Feedback questions

54. The following questions are a guide only. Other feedback is welcome.

Principles
55. In Box 1, some principles are provided for discussion.

- What are the top eight principles that should guide the council's decision making and approaches to community and social development?

Current situation
56. Paragraphs 21-25 and Appendix 2 describe the council's current roles, approaches, actions and areas.

- What are the council's strengths, and which are the most important to continue and build on?

- Which roles, approaches, actions and areas make the most difference to communities, and why? Are there any improvements needed, and what difference would these make?

- What barriers do communities face when engaging with council to progress community and social initiatives?

- Are there any roles the council should not play, actions it should not deliver, or areas it should not be involved in?

New approaches, actions and areas
57. Paragraphs 29-47 provide some examples of different approaches and actions. Feedback about other examples and ideas is also welcome.

- Are there any new approaches, actions or areas that the council should consider, and what difference would these make?

- Which are the top three priorities, and why?

- What skills, capabilities, systems etc. will the council need to implement these?

- How could the council connect community and business to enhance community capacity?

Evaluating progress against the strategic action plan
58. "Checking progress and adapting to improve" is one of the Auckland Plan's seven principles.

- How could the council evaluate its progress of the strategic action plan? What could some of the key indicators be?

Appendix 1: Definitions

59. Many terms have multiple meanings, or various interpretations. The council uses the following definitions for the terms below:

Table 3. Definitions

Collaboration	A process and a decision-making tool where people work together to find the best way to address an issue or problem
Communities of identity	Includes the following population-based groups: • Māori, including at kinship levels of hapū and iwi • Pasifika communities • People from other minority ethnic groups • Rainbow communities • Women • Persons with disabilities • Older people • Younger people
Community sustainability	Capacity of communities to endure. This includes taking a long-term perspective in planning and development, and building community resilience (for example, to economic and environmental shocks). Sustainable communities meet challenges through integrated solutions rather than through fragmented approaches. Their economic, social and environmental systems provide a healthy, productive, meaningful life for people – present and future – within the limits of the natural, social and built systems upon which we depend
Connectedness	The connections, relationships and links people, organisations and places have. These connections can be social, physical, cultural, economic and environmental. For example, social connectedness is about relationships (of all types), and their quality and number. Positive, strong social connections help people to have a greater sense of self-determination, and help create 'social capital' (the networks that help society to function effectively). They are also a source of enjoyment and personal support and help people feel they belong, and have a part to play in society
Empowerment	Is both a process and end in itself. It is about communities having the power, influence, capacity, capability, knowledge and resources to take collective action to make change happen on their own terms
Equity	Our society and communities are not 'level playing fields'. There

	are particular populations that face discrimination and inequality, and are at a disadvantage when accessing systems and opportunities, or enjoying rights and freedoms. 'Equity' means treating people according to their needs (rather than treating them the same) so that everyone gets the same quality of outcome
Inclusiveness	'Inclusiveness' is a process involving proactive and positive steps to include all sections of the community. It describes how people from all backgrounds are part of communities, how their perspectives are valued, and how their needs are understood and addressed
Innovation	The creation of better or more effective processes, goods, services, technologies, systems or ideas. An innovation can be big or small, brand-new or a variation, complex or straightforward. Crucially, innovation is about taking that product, system, idea etc. to a broader audience; enabling it to flourish and transform the issue it seeks to address
Living wage	The living wage is an hourly rate, set above minimum wage, which provides employees with enough money to provide for the basic necessities of life, participate in society and have a family life[18]
Local strengths	Local people have in-depth knowledge about the needs of their local communities. They are best placed to design solutions, deliver resources and build capacities in ways that are appropriate and rooted in local institutions and values, and that will ensure longevity. Recognising local knowledge, nurturing solutions at the local level, and building on local capacities, capabilities and successes are all characteristics of valuing 'local strengths'
Mana whenua	Refers to hapū and iwi that have historical and continued territorial rights in the Auckland region, and meets one or more of the criteria set out under section 7b of the Local Government (Auckland Council) Amendment Act 2010.[19] There are 19 mana whenua groups in Auckland[20]
Mataawaka	Is the term used to describe Māori residing in Auckland who do not have ancestral affiliations to mana whenua groups
Partnering	Joint ventures and relationships where parties come together to develop and/or deliver a product or service or solve an issue. Each party makes a contribution and has a role to play, and

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[18] See http://www.livingwagenz.org.nz/ for more information.
[19] See http://www.legislation.govt.nz/act/public/2010/0036/latest/DLM3016025.html.
[20] See http://theplan.theaucklandplan.govt.nz/a-plan-for-all-aucklanders/#a-3-te-tiriti-o-waitangi-the-treaty-of-waitangi.

	risks and benefits are shared in some way
Pasifika communities	The many Pacific ethnicities are represented primarily by Samoan, Cook Islands, Tongan, Niuean, Fijian and Tokelauan groups, with smaller numbers from Tuvalu, Kiribati, Papua New Guinea, Vanuatu, the Solomon Islands and the small island states of Micronesia[21]
Persons with disabilities	An umbrella term that includes people who have sensory, physical, neurological, psychiatric, intellectual and learning impairments.[22] The impairment may be permanent or temporary, and may have been acquired at birth, through illness or injury. The term is used interchangeably with 'disabled people'. Whānau hauā is the Māori term for persons with disabilities, which loosely translates as "people who are uniquely different"[23]
Place-based communities	Communities defined by geographical areas (e.g. neighbourhood or suburb)
Rainbow communities	An encompassing term that includes gay, lesbian, bisexual, trans, intersex, queer, takatāpui and fa'afafine people
Respect	Includes behaviours such as acknowledging other people's experiences and knowledge; listening; being truthful; and being courteous. When agreement cannot be reached, parties are able to acknowledge differences and find a positive solution so they can move forward
Self-determination	People having the power, freedom and agency of people to make their own decisions and control their own fates without outside interference or compulsion
Social return on investment (SROI)	A research, evaluation and communication tool based on accounting principles which identifies the outcomes of an activity. It then calculates the monetary value of those outcomes to provide a ratio – for every $1 spent on the activity, $x of social, economic or environmental outcomes are achieved. It is widely used in the United Kingdom, where it has been endorsed by the Cabinet Office, and increasingly in Australia[24]
Subsidiarity	Decisions being made as closely as possible to the people who will be most affected
Support for	Positively valuing and celebrating people's difference and

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[21] Ministry of Pacific Island Affairs [no date] *About Pacific peoples in New Zealand.* [Online] Available from: http://www.mpia.govt.nz/pacific-peoples-in-new-zealand/ [Accessed 09 September 2012].
[22] Office for Disability Issues [April 2001] *New Zealand Disability Strategy.* [Online] Available from: http://www.odi.govt.nz/resources/publications/new-zealand-disability-strategy.html [Accessed 09 September 2012].
[23] Disability Strategic Advisory Group [October 2011] *Disability Strategic Advisory Group Statement on Terminology.* [Online] Available from: http://www.aucklandcouncil.govt.nz/SiteCollectionDocuments/aboutcouncil/advisorypanels/disabilitystrategicadvisorygroup/dsagterminology.pdf [Accessed 09 September 2012].
[24] See http://www.sroi-uk.org/home-uk.

diversity	multiplicity and recognising the benefits that this brings to communities, such as ethnic, cultural, linguistic, sexuality, gender, age and disability diversity etc.
Trust	The degree to which one party trusts another is a measure of their belief and confidence in the honesty, fairness, integrity or good will of another party. Trust inspires positive expectations in each party, and is an important indicator of how people feel about others. High levels of trust facilitate co-operative behaviour among people, and positive, enduring relationships

Appendix 2: Council's current roles and activities

Building community and NGO capacity and capability

60. This includes advice, information and practical support (such as training), to community groups and NGOs on issues such as governance, leadership, financial systems, managing volunteers etc. Council staff and community co-ordinators (in most north Auckland local board areas) work with community groups and NGOs on a wide range of organisational issues, and also alongside residents to help build capacity to self-organise (e.g. to organise and run events, meetings, clean-ups and other local initiatives). Relationship building and engagement in community networks is a key role for community co-ordinators and advisors.

61. Most of the advisors or community co-ordinators are place-based (i.e. cover a geographical area) but some focus on communities of identity such as disability, young people etc.

62. Different delivery models were inherited from the legacy councils. It is important to note that the Community Development, Arts and Culture department is currently undergoing a realignment, including its community development functions. Key aims are to bring the best of the legacy approaches forward and strengthen a positive social change and innovation focus.

63. A high level overview of the legacy approaches is provided below:

Table 4. Description of legacy community development models

North
(Covering the Devonport-Takapuna, Kaipatiki, Upper Harbour, and Bays subdivision of Hibiscus and Bays local board areas)
The north model is based on a partnership and community-led development approach with over 20 local and sub-regional community organisations. As such, the team of council advisors is smaller than in other areas as much of the community capacity building and development is outsourced to trusts and incorporated societies who employ community development workers (known as community co-ordinators). The council provides operational support to the trusts and societies by way of a contract grant. There are six key local community co-ordinators who are aligned to their local boards. A schedule for delivery of community outcomes which is aligned to the Auckland Plan and local board plans is negotiated on an annual basis.
One of the strengths of this partnership model is that the community development

work is done at grass-roots level. This means that the community co-ordinators have high visibility and are accessible to the community. Also, because they are independent, they are able to be flexible and respond quickly to community needs without having to meet bureaucratic requirements. Some of the more-established groups have sufficient capacity to act as an 'umbrella' for significant community development projects, with support from central government and major community funding trusts. However, the smaller organisations rely on attracting additional funding for projects and programmes from other trusts and philanthropic funders, which, in the current environment, they are finding particularly challenging.

The community development work undertaken through contracted community co-ordinators includes: place-based community development; information dissemination; communication and networking; and community sector development through capacity and capability building and community events. Council-employed staff have portfolio roles and work closely with contracted organisations, managing the relationship and contract accountability, and facilitating a direct linkage into council. The roles also include collaboration on specific projects, with council providing resources, sector knowledge and strategic direction.

Whilst the former Rodney District Council did not have a community development team, community development approaches were used to progress different areas of work (e.g. in developing strategy, road safety activities, youth development etc). Grants to community groups and NGOs also contributed to capacity and capability building.

South

(Covering the Māngere-Ōtāhuhu, Manurewa, Franklin, Papakura, Otara-Papatoetoe and Howick local board areas)

The south model is based on a relational approach where place based advisors engage and work with communities to progress identified objectives.

The approach has a strong focus on social justice and social equity. It is also underpinned by respect for mana whenua and Te Tiriti ō Waitangi, and there is strong acknowledgement and promotion of multicultural worldviews. These beliefs, and strong relationships with central government and NGOs, have been identified as some of the model's strengths.

Central

(Covering the Waitematā, Puketāpapa, Albert-Eden, Manugakiekie-Tāmaki, Orākei, Waiheke and Great Barrier local board areas)

The central model is predominantly a programme and place-based approach that focuses on medium and long-term outcomes, where community advisors work with local boards and communities to deliver and support place-based programmes. Alignments to local board priorities and the focus on community-led initiatives have been identified as one of the model's strengths.

West

(Covering the Whau, Waitākere and Henderson-Massey local board areas)

The approach used in the west focuses on improving community well-being outcomes within the broader context of sustainable development. This holistic approach emphasises the need to focus on activities and initiatives that improve outcomes across the four well-beings.

Partnering and collaborative relationships are a key feature. The majority of initiatives and projects involve team members working together with stakeholders from the community and central government. Common objectives are identified, resources are pooled and more is achieved together than by working alone.

The approach involves supporting, brokering, co-ordinating and leading a wide range of initiatives and programmes that enhance community safety and social wellbeing.

The west also has a focus on initiating and supporting place based resident-led neighbourhood development initiatives. There are currently seven neighbourhood initiatives either underway or in the process of being developed. These include two school-based hubs and a variety of other models.

Delivering community programmes

64. These programmes, including public education initiatives, are delivered directly to communities (including schools) on issues such as health, safety, environment sustainability, flora and fauna, physical activity, employment and youth programmes etc. Some are partially or fully funded by central government and includes programmes delivered in partnership with others.

Providing funding to community groups and NGOs

65. Funding provided to community groups and NGOs is a mixture of rates-funded support as well as funding derived from central government. These include:

- Contestable grants for a wide range of activities including environmental sustainability, heritage, community development, sport etc.

- Operational (including facilities partnerships) and capital grants

- Strategic service contracts to deliver activities which provide key social or community infrastructure

There is also a community loans and loans guarantees scheme, generally for capital items and works, carried forward from some of the former councils.[25]

Providing community spaces

66. The council provides a wide range of community spaces, such as parks, open spaces, playgrounds, art spaces, libraries, sport and recreation facilities etc., for community use. In addition, there are also 170 community centres, halls and houses across Auckland (valued at $186 million). These facilities are mostly managed on a day-to-day basis, by the council but and some are run by external, community-based management committees. The council also hosts NGOs in council premises (e.g. Community Advice Bureaus in libraries), and provides affordable leases (of council premises) for community groups and NGOs, referred to as community leases, of which there are currently 1,200.

Brokering and facilitating relationships

67. The council plays a role in bringing groups (from the community/NGO, public and private sectors) together, and facilitating collaboration, across a number of different areas/issues. An example of this is the regional network of family, whānau and sexual violence prevention sectors.

Events

68. The council delivers or supports hundreds of small and large, local and regional events (including workshops etc.) each year, including in partnership with others. These cover a wide range of issues – from arts and cultural events and exhibitions through to sporting and music events. Capability and capacity building advice for NGOs and community groups, in organising and running events, is also provided.

Engaging communities

69. There are many mechanisms by which the council engages Auckland's diverse communities.

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[25] The council has inherited a number of community loans totalling $2 million (book value and excluding a $6.5 million loan to the Eden Park Trust Board) from the legacy councils. The loans, generally for capital expenses, were provided to sports clubs, community halls and performing arts organisations. In addition, there is approximately $500,000 worth of loan guarantees (excluding a $40 million loan guarantee for the Eden Park Trust Board) brought forward from the legacy councils, and which are now guarantees of the council. Community loans and loan guarantees are an important source of facility development funding for community groups and NGOs, and can complement grant funding. The council is currently developing a new region-wide lending policy. Decision-making for loans against the legacy Franklin District Council has been devolved to a regional funding committee. Any other new loans or loan guarantees are made by the Strategy and Finance Committee on an ad hoc basis until a new policy is adopted.

70. The local boards were established to enable democratic decision making by and on behalf of communities in their area, and better enable the promotion of the four well-beings.[26] In addition to the Independent Māori Statutory Board, the council also resources advisory panels.[27] The role of the advisory panels is to identify and communicate, to the council, the interests and preferences of the community relating to the specific portfolio of the panel. The council also engages communities in its work through other means, such as membership on council steering groups and forms etc., and through consultation.

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[26] Section 10 of the Local Government (Auckland Council) Act 2009.
[27] The advisory panels are: Business Advisory Panel, Disability Strategic Advisory Group, Ethnic Peoples Advisory Panel, Heritage Advisory Panel, Pacific Peoples Advisory Panel, Rural Advisory Panel and Youth Advisory Panel. Of these panels, only the Pacific Peoples and Ethnic Peoples advisory panels are statutory requirements under the Local Government (Auckland Council) Act 2009.