

**Nelson City Council**

**Policy**

**Manual Number**

**A.III.10.1**

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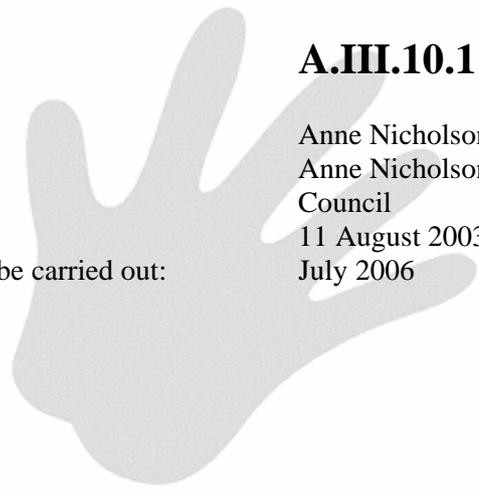
Council

Date:

11 August 2003

Date by which a review should be carried out:

July 2006



# **Social Wellbeing Policy**



## INTRODUCTION

Nelson is a diverse community with a strong sense of community pride and involvement. Nelson City Council has a commitment to developing a community that is strong, generous, friendly and willing, and promotes participation and enjoyment of opportunity for everyone.<sup>1</sup>

Nelson City Council assists the community through a range of initiatives. This policy will guide in creating a clear picture of priorities and greatest areas of need for the Nelson community. With the development of this policy initiatives will be able to be focused more clearly to help build an even stronger community.

Nelson City Council recognises that it has an important role in improving and guiding community wellbeing for Nelson, and that a higher level of community wellbeing leads to a better quality of life for all residents.

To make the best use of the Council's limited resources some sections of this policy focus on the council taking a monitoring/advocacy role rather than that of direct service delivery. This particularly applies to the areas of Education and to a lesser degree, Housing. In other areas Council will take a coordination role bringing together the Community and Government sector.

The Council has included in this policy a number of goals, objectives and targets for Nelson City. The achievement of these will be a result of the combined efforts of the many people and organisations within the City.

### Social Wellbeing

Social wellbeing is about empowering the Nelson community to enable residents to participate towards the development of a strong, healthy and safe community, reflective of the diversity of people that live within it.

### Relationship with Maori

Nelson City Council recognises that Maori are not achieving as well as Pakeha in many areas. The Maori population in Nelson is growing significantly and is expected to continue to increase. Nelson City Council recognises that Iwi and Maori organisations play an important role in the development of a strong community and meeting the needs of an increasing population.

Nelson City Council is committed to developing relationships with Iwi and Maori that:<sup>2</sup>

- Recognise the Iwi of Nelson
- Recognise and respect the principles of the Treaty of Waitangi
- Enable mutual interests to be achieved
- Support Iwi and Maori organisations to develop their own community initiatives
- Demonstrate effective two-way communication
- Respect and recognise cultural diversity

### Linkage to other policy documents

This is a governing policy and secondary policies that are/will sit under it are:

- |                     |                  |            |
|---------------------|------------------|------------|
| • Community Housing | Review Commenced | April 2003 |
| • Active Recreation | Review date      | June 2003  |

<sup>1</sup> NCC 2003/04 Annual Plan, page 8

<sup>2</sup> Derived from Nelson Regional Policy Statement, 1997

- |                        |                 |          |
|------------------------|-----------------|----------|
| • Positive Ageing      | Completion date | May 2004 |
| • Youth                | Proposed        | 2004     |
| • Community Assistance | Proposed        | 2004     |

## **Local Government Act 2002**

The purpose of local government is:

- (a) To enable democratic local decision-making and action by, and on behalf of, communities; and
- (b) To promote the social, economic, environmental, and cultural wellbeing of communities, in the present and the future.<sup>3</sup>

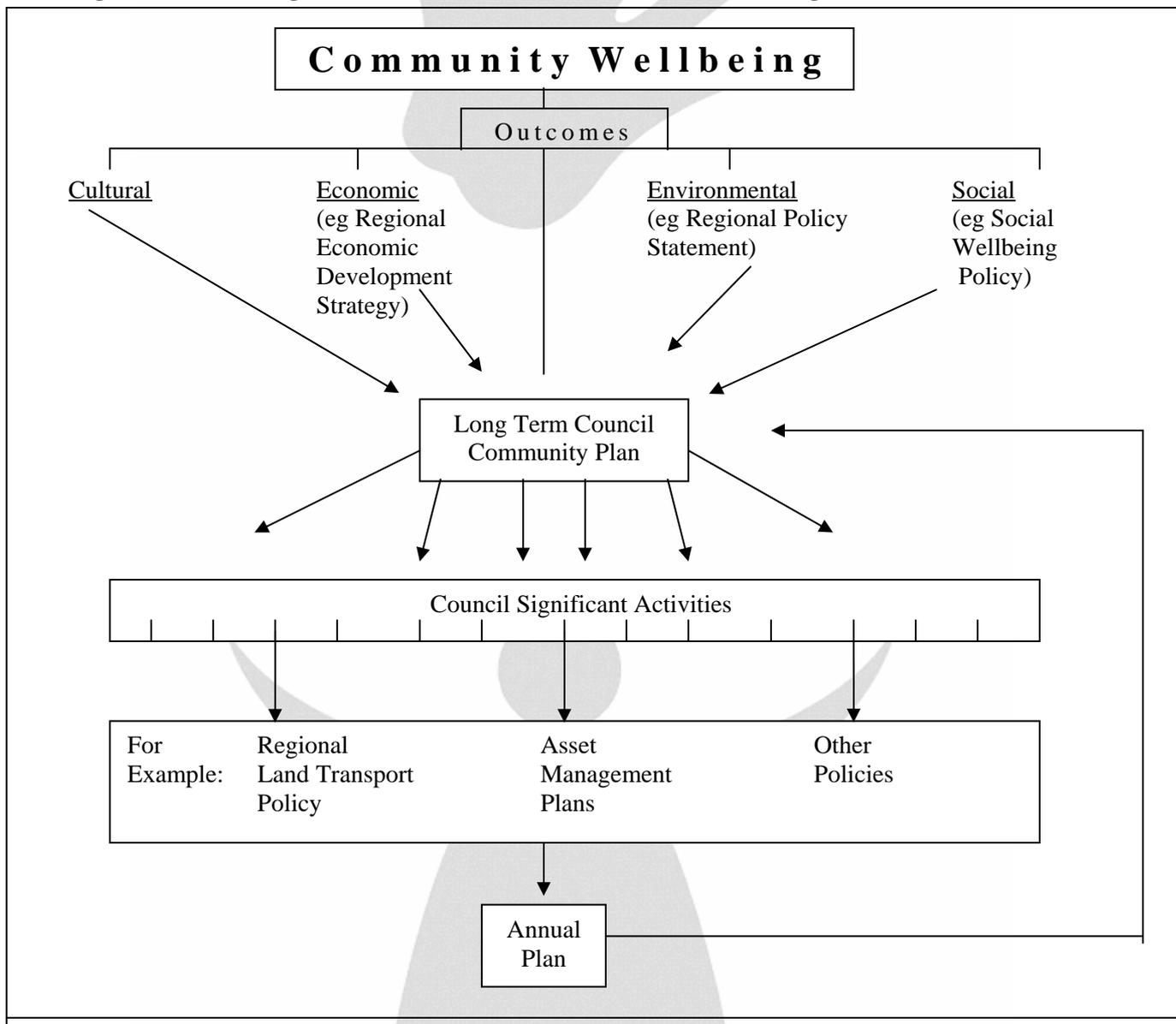
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<sup>3</sup> Local Govt Act 2002 part 2 s 10

## Community Wellbeing

Community wellbeing is the overall term for the 4 key outcome areas of council, Cultural, Economic, Environmental and Social. These outcomes are meant to guide the development of local authority planning, and coordinate the activities and planning of all sectors of the community.<sup>4</sup>

**Figure 1 Flow Diagram : Overview of Council Annual Planning Process for 2004**



<sup>4</sup> Local Govt Act 2002 Knowhow Guide: Governance p15

# PROCESS

## Working Party

In June 2002 Council established a working group comprising Councillors, staff and community representatives to draft the Social Wellbeing Policy and associated implementation plan.

Council representatives were:

- Councillor Mike Cotton (Chairperson)
- Councillor Gail Collingwood
- Councillor Colin Aitken

Community representatives were:

- Brian Turner, Methodist minister and experienced social services administrator
- Jill Bartlett, co-ordinator of the Tahunanui Community Centre
- Marama Takao, Iwi representative

Staff representatives were:

- Pat Dougherty, Divisional Manager Support Services
- Richard Butler, Business and Community Development Manager
- Anne Nicholson, Community Development Officer

## Overview of the Process

The process for developing the Social Wellbeing Policy can be summarised as follows:

- Benchmark Nelson against national averages and similar communities using key social indicators (refer Appendix 1).
- Assess how Council's activities impact on the social indicators.
- Workshop with Reference Group.
- Prepare outline of draft Social Wellbeing Policy and consider costings.
- Consult with Reference Group, with modification to the draft based on outcomes of the consultation.
- Present draft policy to the Community Facilities and Services Committee.
- The completed draft policy sent out to public for wider consultation.
- Revise policy on basis of submissions received.
- Council finalise and adopt Social Wellbeing Policy.

## The Reference Group

The groups invited to be members of the Reference Group were selected on the basis of their significant input into, and knowledge of, the Nelson community. The reference group comprised:

- Nelson Marlborough District Health Board (Claire McKenzie)
- Work and Income (Mike Smith)
- National Council of Women (Queenie Ballance)

- Kindergarten Association (Wendy Logan)
- Youth Matters (Suzanne Snell)
- Nelson Safer Community Council, Healthy Communities (Jennie Elloit)
- Principals Association (Salvi Gargiulo)
- Age Concern Nelson (Lorraine Campbell)
- Maori Women's Welfare League (Jan Noonan)

## **Benchmarking Project**

Council staff prepared a report entitled "Quality of Life in Nelson, 2002". This report used social indicators to compare Nelson's performance with national averages and other communities of a similar size and make up. The communities chosen for the benchmarking exercise were Napier, Timaru and Tasman. This report provides the detailed information on how the priority areas were identified.

The report covers six areas of social wellbeing: demographics, education, employment/economy, health, housing, and safety/community cohesion. The full report is attached as Appendix 1. Where practical the Nelson information was also compared with New Zealand's six largest cities:

- Auckland
- Christchurch
- Manukau
- North Shore
- Waitakere
- Wellington

The Working Party considered each indicator in relation to:

- The implication of the indicator for Nelson City in the future?
- How well is Nelson performing now?
- What level of influence does Nelson City Council have to effect change in this indicator?
- What could the Council do? Where could resources be allocated to be of the most benefit?

Overall Nelson is performing well with generally good ratings for education, health and safety/community cohesion. The significant areas that Nelson is under-performing in are deprivation, income and home affordability. The results are presented in summary in Chart 1.

## **All of Council Approach**

The next step was to look at all of Council's significant activities and determine whether there is the potential to positively affect each of the performance indicators. The intention was:

1. To identify the activities that are already making a positive contribution to Nelson's strong performance.
2. To identify those activities where there is the potential for a greater contribution to

social wellbeing.

A matrix of the results is also included in Chart 1:

- Where an activity had no potential impact on a performance indicator, the square was left blank.
- Activities identified as already having a positive effect were marked ☺.
- Activities identified as having potential that is not being fully realised were marked ☹.

The narrative that supports this analysis is attached as Appendix 2.

The working party identified three possible additional initiatives not currently undertaken by Council that have the potential to positively affect community wellbeing. These are:

- Provision of emergency housing.
- Facilitating the development of an urban Maori support organisation.
- Providing support for ethnic/migrant groups.

These possible initiatives have been analysed in the same way as the existing activities.

## **Social Wellbeing Priorities**

In November 2002 the Nelson Community and Whanau Network released a research report “Social Wellbeing Priorities for Nelson City”. A presentation on the report was provided to the Working Party and the specific recommendations discussed in depth. Some of these recommendations provide the basis for parts of the policy document that follows.

## **Prioritising Council’s Efforts**

This is the first Social Wellbeing Policy for Nelson City Council. It is recognised that the resources available for implementation are limited. It is important that the Council achieves maximum return from the resources available and that priorities are agreed to by the community.

It is recognised that there are some indicators which have a higher and wider impact on social wellbeing than others. Addressing these indicators will provide Council with the greatest improvement in social wellbeing. For example measures to address deprivation will have more positive downstream effects than measures introduced to address infant mortality.

Each of the performance indicators was analysed for its downstream influence on the remaining indicators. The results are presented in Chart 2. The narrative that supports this analysis is attached as Appendix 3.

Performance indicators that scored in the range 6 – 11 were considered to provide a high degree of leverage while those scoring in the range 0 – 5 were considered to provide minimal leverage.

Chart 3 shows the relationship between Council activities and the high leverage performance indicators. The intention here is twofold:

1. Retain all the existing smiling faces that already contribute to Nelson’s strong overall results.

2. Prioritise which frowning faces should be changed to smiling faces.

Chart 3 assists with the process of identifying the areas where Council should focus its improvement efforts.

Overall the working party was encouraged by the strength of Nelson's performance. However there were five areas where it was considered the Council could focus its attention and further improve social wellbeing. (Table 1 summarises the five areas).

**Table 2: Priority Areas for Improvement**

<b>Performance Indicator</b>	<b>Level of Influence</b>	<b>Current Rating</b>	<b>Ability to Influence</b>	<b>Suggested Priority</b>
Deprivation	11	Poor	Medium	1
Employment & Economy	9 - 11	Mod - Poor	Medium	2
Education	6 - 10	Good	Med - Low	3
Housing Affordability	6 - 7	Poor	Low	4
Community Cohesion	6 - 7	Moderate	Medium	5

## DEPRIVATION

Deprivation is a significant issue for Nelson City. While Nelson is under-represented in Decile 10, (highest level of deprivation), it is also under-represented in Deciles 1 and 2, (lowest level of deprivation), and over-represented in Deciles 6, 7 and 8. Nelson's average level of deprivation is higher than the NZ average and similar or worse than the other provincial cities benchmarked against.

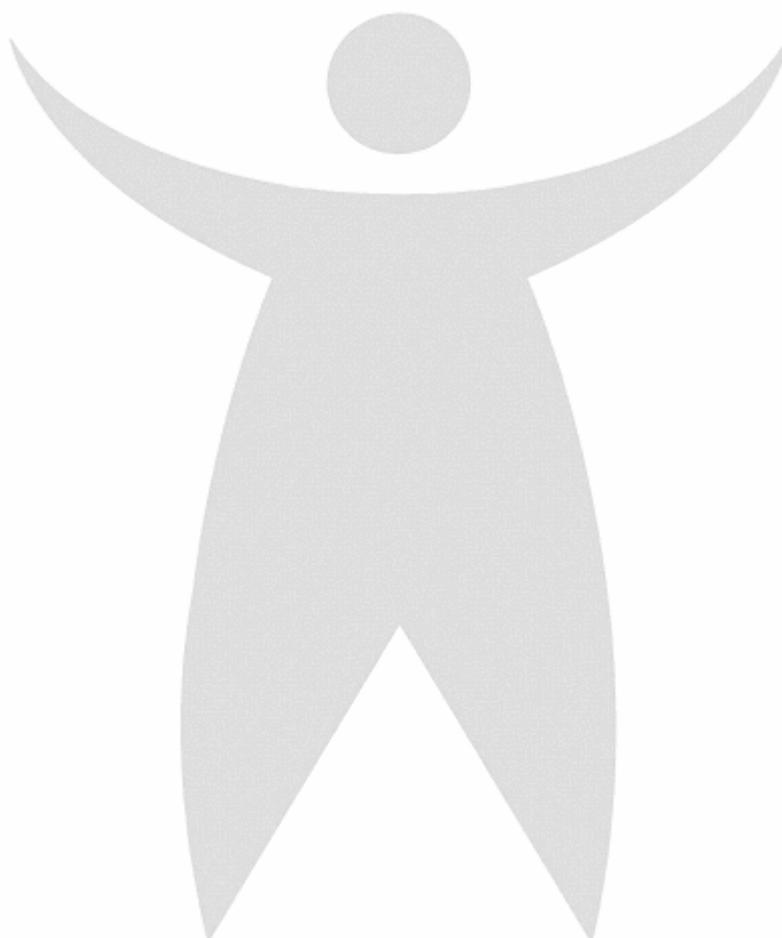
Nelson has a wider economic make-up in each suburb, which mitigates the problems to some extent, but also masks many of the issues. Nelson is fortunate to have a large number of community organisations that are motivated to address issues around deprivation, and many positive initiatives are currently in place.

### Recommendations taken from the Nelson Community and Whanau Network - Social Wellbeing Priorities Report 2002 that are relevant here are:

- *That those with the lowest health status have access to quality and appropriate services to improve their health statistics.*
- *The research findings commend the establishment of One Stop Shops such as the Victory Community Health Centre and the Youth One Stop Shop.*
- *That Nelson City Council should consider crime prevention through environmental design concepts when it is planning beautification projects for Nelson. The research endorses the work Nelson City Council is undertaking to resolve safety issues.*  
( Recommendations 5.2, 5.3, 6.4)

<b>OBJECTIVE</b>	
1a Mitigate the effects of deprivation on the Nelson community. 1b Reduce the levels of deprivation in the Nelson community (addressed under Objective 2- Employment and Economy)	
<b>GOAL</b>	<b>ACTION</b>
1.1 Ensure the needs of high deprivation areas (Deciles 8, 9, and 10) are recognised when setting priorities for infrastructure provision.	1.1.1 Continue to develop a comprehensive safe network of footpaths, cycleways and walkways with deprivation being a criteria when setting priorities for upgraded and new facilities.
1.2 Ensure the range of transport options available in Nelson addresses the needs of the transport disadvantaged.	1.2.1 Continue to support public transport services that meet the needs of the transport disadvantaged.
1.3 Ensure that community recreation programmes recognise the needs of people in high deprivation areas.	1.3.1 Continue to support recreational programmes in critical locations.

<p>1.4 Review the grants allocation process to recognise the needs of community groups working to combat the effects of deprivation.</p>	<p>1.4.1 Develop a community assistance policy that gives priority to specific projects that address the needs of high deprivation communities.</p>
<p>1.5 Work with community and government organisations to help co-ordinate efforts that address the needs of people in high deprivation areas.</p>	<p>1.5.1 Continue to support the subsidised Community Road Safety programme.</p> <p>1.5.2 Continue to provide funding to the Fifeshire Foundation in accordance with the Council's policy.</p> <p>1.5.3 Act as an advocate for the community where necessary on issues around deprivation.</p> <p>1.5.4 Work with the community to broaden the understanding of issues relating to deprivation.</p>



## EMPLOYMENT AND ECONOMY

Nelson has a diverse economy and currently has low unemployment. However much of the regions employment is seasonal or low paid, creating a cycle of hardship for many families. Nelson has a high cost of living, coupled with low wage rates which affects the quality of life for many people. Low income levels are also a major factor in the high deprivation areas in the community.

Nelson has recently completed a Regional Economic Development Strategy, which in part aims to create sustainable high value employment for the region. Nelson is a member of the Mayors Task Force for Jobs which aims to give every New Zealander the opportunity to be in work or training; and have all 15-19 year olds in training or employment by 2007.

### Recommendation taken from the Nelson Community and Whanau Network - Social Wellbeing Priorities Report 2002 that are relevant here are:

- *Development of a strategy to increase the average income for Maori in Nelson to \$18,500, the average income level for Aotearoa New Zealand (the average income for Maori in Nelson currently is \$14,500, this has a particular impact on the wellbeing of children being raised in families on very low incomes and subsequent difficulties in access to quality housing, health services, education and other services). (Recommendation 2.5)*

OBJECTIVE	
2. Work to reduce the levels of deprivation in Nelson by ensuring that the Nelson economy is strong and creates high value business, employment and training opportunities.	
GOAL	ACTION
2.1 Support the implementation of employment and training initiatives, with one aim of having all young people between the ages of 15 and 19 years in employment or training by 2007. <sup>6</sup>	2.1.1 Continue to deliver a range of employment and training initiatives aimed at addressing the needs of people disadvantaged in the labour market including: <ul style="list-style-type: none"> <li>• Youth</li> <li>• Maori</li> </ul> 2.1.2 Continue to jointly fund and co-ordinate the Employment Profiles initiatives. 2.1.3 Ensure that subsidised bus services and cycleways continue to help the transport disadvantaged gain access to employment.
<small>6. Mayor's Taskforce for Jobs, Memorandum of Understanding 2 October 2002.</small>	
2.2 Support the implementation of employment and training initiatives for the long-term unemployed/beneficiaries and mature men.	2.2.1 Continue to deliver a range of employment initiatives aimed at addressing the needs of people disadvantaged in the labour market including long-term unemployed/beneficiaries and mature men.
2.3 Support the implementation of the Regional Economic Development Strategy.	2.3.1 Continue to support the implementation and development of the Regional Economic Development Agency.

<p>2.4 Support initiatives that offer improved, employment, skill <u>and</u> income opportunities within the community.</p>	<p>2.4.1 Continue to support Tourism Nelson Tasman. 2.4.2 Develop a community assistance policy that gives priority to initiatives that will increase average incomes by improved skill and employment levels in the community. 2.4.3 Advocate for the needs of the disadvantaged in the employment market. 2.4.4 Continue to support the Nelson Tasman Business Trust and Nelson Enterprise Loan Trust.</p>
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## EDUCATION

Nelson City is achieving good educational outcomes and educational providers work together to address issues. Nelson has high attendance rates at preschool level which follows through to low stand down and suspension rates at primary and secondary level. Nelson City Council is committed to working with educational providers to achieve the best outcomes for Nelson students.

### Recommendations taken from the Nelson Community and Whanau Network - Social Wellbeing Priorities Report 2002 that are relevant here are:

- *That the Mayors' Taskforce for Jobs, the Beneficiaries and Unwaged Workers' Trust (BUWT), Youth Nelson and Youth Shadow projects develop a framework to ensure all under 18 year olds are in training and/or work. This follows government policy but it needs to be monitored locally to see that its implementation is successful.*  
( Recommendation 4.1)

<b>OBJECTIVE</b>	
3. Work with organisations to further improve the opportunities for every Nelson resident to achieve their full potential through education.	
<b>GOAL</b>	<b>ACTION</b>
3.1 Continue to monitor and advocate for the provision of adequate preschool facilities and programmes for the Nelson community.	3.1.1 Monitor the availability and identify the gaps in preschool services and programmes and act as an advocate if access issues are identified. 3.1.2 Develop programmes that help make active recreation a priority for preschoolers and families.
3.2 Reduce the numbers of suspensions, stand downs and young people leaving school without qualification.	3.2.1 Act as an advocate on behalf of the community to address issues and support initiatives around the numbers of suspensions, stand downs and young people leaving school with no qualifications. 3.2.2 Develop a community assistance policy that gives priority to initiatives that address the issues leading to suspensions and stand downs.
3.3 Work collectively to provide some alternative education programmes in Nelson.	3.3.1 Continue to jointly fund and support the Nelson Youth programme. 3.3.2 Provide some support for employment programmes that offer retraining or education for adults.

## HOUSING

Nelson continues to be a desirable place to live and raise a family. The environment and lifestyle have in part led to increases in population, rising section and housing prices and recent shortages in the availability and cost of rental accommodation. This has led to more demand for interim (less than 3 months) and emergency (less than a month) housing. Nelson City Council is working with the community to address these issues.

### **Recommendations taken from the Nelson Community and Whanau Network - Social Wellbeing Priorities Report 2002 that are relevant here are:**

- *That the Nelson City Council convene a working party to assess possible barriers to the construction of new low to mid-income housing and to make recommendations on the way to increase the number of new dwellings for rent and purchase. This should be done in conjunction with the Community Housing Consultation Group, which is currently looking at these issues. It is recommended that Housing NZ be included in this working group.*
- *That a coalition of agencies, including the Nelson City Council and community organisations, jointly prepare a submission to government with a view to establishing a higher level of the accommodation supplement for Nelson City residents.*
- *That the Nelson City Council, the Salvation Army, the Nelson Night Shelter and other interested parties build on the research started by NMIT Social Services students to:*
  - *Assess the current level of housing need in Nelson.*
  - *Explore, where appropriate, ways to increase emergency housing provision for single males and females in the City area.*
- *That Nelson City Council seek a meeting with Housing New Zealand Chief Executive to discuss future plans for expansion to meet increased population demands in this region, especially for people on low incomes.*
- *That there be some provision of housing to cater for people who would not qualify for emergency housing but need some interim accommodation until they can obtain more long term housing. Some investigation is required on financing new, safe, affordable accommodation in Nelson, especially for families with children and on low family incomes.*  
(Recommendations 3.1, 3.2, 3.5, 3.8, 3.9)

<b>OBJECTIVE</b>	
4. Improve the opportunities for Nelson residents to access quality affordable housing.	
<b>GOAL</b>	<b>ACTION</b>
4.1 Take an advocacy role with Government agencies to improve housing affordability and availability in Nelson.	4.1.1 Encourage Housing NZ to increase its stock of affordable housing in Nelson. 4.1.2 To encourage the Government to review the level of its present accommodation supplement. 4.1.3 To explore ways of improving access for low income ratepayers to the Rates Rebate Scheme.
4.2 When reviewing the Resource Management Plan, continue to be aware of the importance of having sufficient land zoned for residential purposes.	

<p>4.3 Explore ways of addressing the need for interim and emergency accommodation in Nelson.</p>	<p>4.3.1 Complete the review of the Community Housing policy to ascertain whether the current focus on superannuitants and beneficiaries over 55 should be expanded to include the provision of interim and emergency accommodation.</p> <p>4.3.2 Work with community groups and Government organisations to facilitate the provision of interim and emergency accommodation.</p>
<p>4.4 Continue to be aware of the role that the motor camps provide in regard to temporary accommodation.</p>	



## COMMUNITY COHESION

Nelson is a cohesive community with low burglary rates and a high level of social cohesion. However Nelson can be a very lonely place for new residents and those without strong networks. Community organisations play a significant role in network building for many new residents.

### Recommendations taken from the Nelson Community and Whanau Network - Social Wellbeing Priorities Report 2002 that are relevant here are:

- *That Nelson City Council be encouraged to liaise closely with, and financially underwrite the core services of the Nelson Ethnic Council and Nelson Refugee Committee, and that priority be given to the English language needs of new migrants and such community awareness raising events as Race Relations Day and Waitangi Day. (Methodist Social Action in consultation with ESOL, Nelson Ethnic Council and Nelson Refugee Committee).*
- *That NCC, together with the police, health and district licensing agencies consider the correlation between bar density and offending and develop a strategy to address it. (Recommendations. 1.6, 6.5)*

<b>OBJECTIVE</b>	
5 Help Nelson maintain a strong sense of community cohesion and create a safe community where all people have the opportunity to participate.	
<b>GOAL</b>	<b>TARGET</b>
5.1 Continue to provide the opportunity for a wide range of community facilities and recreation events.	5.1.1 Continue to offer a range of events and festivals that meet the needs of many groups within the Nelson community. 5.1.2 Continue to provide and maintain parks, reserves, gardens, recreational walkways, playgrounds and indoor recreational facilities, to the standards specified in current asset management plans. 5.1.3 Continue to involve local communities and stakeholder groups in planning for local facilities and activities.
5.2 Ensure that physical activity is a priority in the planning of services for young people including recreational facilities and programmes.	5.2.1 Ensure that all residents have access to affordable recreation facilities. 5.2.2 Work with other agencies to develop community programmes targeted at improving fitness levels of Nelson's young people and to provide support for families to enable participation.

	5.2.3 Work with other recreational providers in the City, to ensure that the most effective use is made of all community recreational facilities.
5.3 Ensure that Nelson remains a safer place.	<p>5.3.1 Continue to sponsor the Nelson Safer Community Council.</p> <p>5.3.2 Continue to co-ordinate the Night Watch Nelson Community Patrols.</p> <p>5.3.3 Continue to develop close working relationships with the Nelson Police and other community partners.</p> <p>5.3.4 Build on the current high standards of urban design by considering the incorporation of Crime Prevention Through Environmental Design, (CPTED), guidelines into the Council's design standards.</p>
5.4 Work with other organisations to ensure new residents feel supported.	5.4.1 Develop a community assistance policy that gives a priority to assisting organisations that provide support to immigrants and new residents.
5.5 Ensure the existence of support networks for Maori people in Nelson who do not have local Iwi affiliation.	5.5.1 Work with local Iwi to develop support networks for Maori people with no local Iwi affiliation.
5.6 Ensure that the youth of Nelson have an effective voice and their needs are recognised.	<p>5.6.1 Facilitate and support the Nelson Youth Council and Youth Matters forum.</p> <p>5.6.2 Support The Hub and work with organisations to develop youth initiatives, that meet the needs of Nelson's young people.</p>
5.7 Ensure that the needs of people living in high deprivation areas, (Decile 8, 9 and 10), are recognised when setting priorities for the development of facilities and services such as parks and community facilities.	

## MONITORING

The benefits to the wider community, of the Nelson City Council gathering social indicator data include the ability to accurately assess the effectiveness of community initiatives. Nelson City Council has built a strong network with community organisations and has a good collaborative relationship with other government organisations. There is much goodwill and mutual sharing of information throughout all of these groups.

The close relationship Nelson City Council shares with many community organisations helps it to advocate more strongly based on statistical information and good monitoring.

### Recommendations taken from the Nelson Community and Whanau Network - Social Wellbeing Priorities Report 2002 that are relevant here are:

- *That the Nelson City Council, government departments, Nelson Marlborough Institute of Technology (NMIT), Nelson Marlborough District Health Board (NMDHB) and local MPs be encouraged to keep a watching brief on the changing demographics of Nelson City with the aim of making advocacy and policy development reflect emerging trends, particularly in such critical areas as education and training, employment, income, housing and health. (NCC, NMIT, NMDHB and local MPs). (Recommendation 1.5)*

<b>OBJECTIVE</b>	
6 To collaboratively monitor the social wellbeing of Nelson.	
<b>GOAL</b>	<b>TARGET</b>
6.1 To continue to monitor the social and economic indicators for Nelson City.	6.1.1 Update and publish the statistics included in the Quality of Life Report on an annual basis.
6.2 To ensure Council is aware of emerging issues.	6.2.1 Facilitate information sharing with community and government agencies and keep the Council informed on emerging issues.
6.3 Facilitate a collaborative approach to social monitoring.	6.3.1 Develop strong working relationships with other organisations that undertake annual social monitoring including DHB, Work and Income and CYFS.