



Te Kaunihera o
MANUKAU
City Council

THE CHANGING FACE OF MANUKAU –

**A Report on the Social, Economic and Environmental
conditions in Manukau City**

UPDATE FOR 2000

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THE CHANGING FACE OF MANUKAU – 2000 UPDATE

OVERVIEW

The Changing Face of Manukau, published in January 1999, explored social, economic and environmental conditions in the City. The report identified targets and areas for action needed to move Manukau towards the goals of sustainable development and community wellbeing.

The process of developing the report began in 1996 with the selection of goal areas and indicators that reflected feedback from Elected Members and members of the community. The indicators were used to monitor conditions in the City to show progress toward the following goals:

- *Education & Employment*
- *Healthy Communities*
- *Quality Built environment*
- *Safe Communities*
- *Healthy Environment*
- *Local economic Growth*
- *Sense of Belonging*

Results were then written up into the document *The Changing Face of Manukau 1999*. The report also set a series of targets in critical areas toward specific social, economic and environmental goals. This Update 2000 reports against the same goals as in 1999, but also includes a focus on *children* and *housing* in order to capture some of the concerns around Manukau's youthful population and rapid residential growth.

The 1999 report called for integrated and urgent action, particularly to improve educational outcomes, improve accessibility, and build equity. Today, these conclusions are still valid. *The Changing Face of Manukau* remains current in terms of the analysis of the range and linked nature of the issues facing the City, and the need for urgent action.

After a year, the picture is mixed. While in some areas it has not been possible to update information due to the lack of current data, other areas show some positive movement. Disappointingly, in some cases there is movement away from the targets: that is, the situation has worsened.

In summary, results show that the economy is recovering and some sectors of industry and parts of the community are thriving. However a significant proportion of the community has not felt the economic benefits. Closing the gaps – in income, employment, education, health and housing remains urgent for the wellbeing of individuals, the community and the City and taking an integrated approach on economic and environmental matters to ensure sustainability, is crucial.

MANUKAU CITY PEOPLE

Although the rate of growth has slowed in the last year, the population of Manukau continues to increase, reaching an officially estimated 281,700 by June 1999, up from 277,100 in June 98. Manukau continues to become more culturally and ethnically diverse with around 51% of the population being of other than Pakeha / European origin. The City has an extremely young population with over a quarter of the population aged fourteen or under.¹

Population growth, the youthful population and cultural diversity help make Manukau a vibrant City, but also raise serious issues in relation to wellbeing.

WELLBEING

The link between poverty and wellbeing is clear – with few exceptions, the financially worst-off experience the lowest levels of education, highest rates of illness and lowest standards of living. Child health is of particular concern in Manukau, and research has shown that the major determinant of child health is socio-economic status. Many of the concerns about wellbeing raised in *The Changing Face of Manukau* are still urgent.

- Manukau's per capita personal income is below the Auckland region and New Zealand average.²
- Issues related to poverty, including educational attainment, health status, and housing are particularly pressing in Otara and Mangere.
- Of the working age population, 27,521 people were receiving income support through either the Community Wage or Domestic Purposes Benefits in September 1999, a slight increase on a year previously.³
- An index compiled by the Health Services Research Centre shows that Manukau City has the highest levels of deprivation in the Auckland area, with Otara, Mangere and parts of Manurewa being worst affected.
- 34% of the population in the southern Auckland area lives in the most deprived 20% of areas in New Zealand.⁴
- 72% of Pacific Island people in Manukau live in decile ten areas - the most deprived areas of New Zealand.⁵

Income levels dictate a person's ability to meet their own needs and correlates with their health status, education levels, housing provision and capacity for social interaction and participation. There is no indication that the pattern of deprivation has changed in Manukau since the last census.

EDUCATION AND EMPLOYMENT

As the economy and the shape of the labour market both change, low levels of educational attainment contribute to reduced employment opportunities for significant numbers of people in Manukau, setting up a vicious cycle. Limited and low skilled employment opportunities or lack of employment result in low income, which in turn often leads to people living in poor quality housing, with resulting impacts on health for both adults and children. It is widely accepted that poor housing and health adversely affect children's educational achievement.

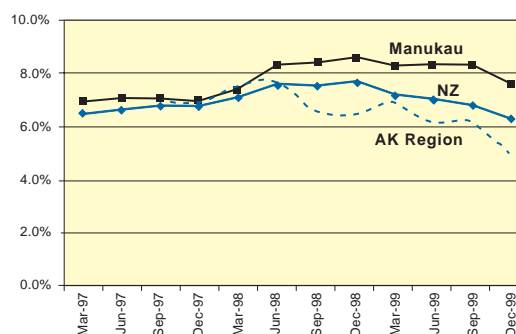
Education and Training

- 21% (757) school leavers in Manukau left with no qualifications in 1998, significantly higher than the percentage for Auckland City and for New Zealand.⁶ 65% (495) of these were of Maori or Pacific Islands heritage.
- 45% of Maori school leavers left with no qualifications in 1998, up from 38% in 1997. 33% of Pacific Island students left with no qualifications, a similar figure to 1997.⁷
- 46% of New Zealand's most deprived schools are in our area.⁸
- Participation rates in tertiary education are far lower for students from low decile (highly deprived) schools than high decile (advantaged schools), and this disparity is increasing. Over the four years 1994-97 the number of students entering Auckland University from low decile schools in southern Auckland has dropped by 43%.⁹
- On the positive side, 55% of households surveyed by Manukau City Council in 1999 reported that they own a computer, with nearly one in three connected to the internet. These are significant increases over previous years. However, residents in Otara and Mangere, and Pacific Island residents were significantly less likely to have a computer in their home.¹⁰
- 43% of residents surveyed reported attending a training course of some nature (excluding school) in the last year aimed at improving their education or work skills.¹¹

Employment

- Unemployment remains a serious problem in Manukau. Nationally, the unemployment rate was 6.3% in December 1999, down from a peak of 7.7% a year earlier. In comparison the estimated rate of unemployment in Manukau in December 99 was 7.6%, down from 8.6% a year earlier. Unemployment remains higher and is declining more slowly in Manukau than in New Zealand as a whole. Comparison with the Auckland region is also striking – in December 99 unemployment in the Auckland region was just 5%.¹²

Official Unemployment rates



- Unemployment hits our Maori and Pacific Island communities disproportionately hard. In September 1999 29% of registered unemployed in Manukau were Maori, and 37% Pacific Islands people, compared with 18% Pakeha/European.¹³
- 41% of registered unemployed have been unemployed for over one year.¹⁴
- The total cost of youth unemployment in Manukau in 1997 was estimated to be over \$223 million, taking account of direct and indirect costs.¹⁵
- Occupational spread in Manukau is weighted towards lower skilled occupations, with relatively fewer Manukau residents working in high skill occupations compared to Auckland as a whole.¹⁶
- Manufacturing continues to be the largest single sector for employment, although the numbers employed in manufacturing have declined through the 1990s. The business and financial services sector is becoming increasingly important as an employer.
- From 1997-99, employment has grown in the service sectors, in areas including property and business services, education, cultural and recreational services, health and community services, and personal services.¹⁷
- On the positive side, WINZ helped over 2000 people into employment in the first 8 months of 1999. Manukau City Council facilitated the creation of around 470 jobs during 1998/99.

Are we on target? 😞 😞

NO – the number of students leaving school with no qualifications (especially Maori and Pacific Island students) is a serious worry for the future. The target in Manukau is to reduce this from 21% to 10% over the next three or so years. Indications are that increased opportunities in business and financial services are likely to bring in employees from outside Manukau, while many jobseekers in Manukau remain under-skilled for such jobs. The persistence of a large pool of unemployed people, beneficiaries and low income families may lead to an increase in poor housing and health in those communities.



Initiatives such as the City of Manukau Education Trust (COMET), the Apprenticeship Training NZ Trust, central government's AimHi programme and Social Workers in Schools scheme and community initiatives such as the Manukau Employment Consortium are positive steps and should be supported. Council has recently agreed to investigate jointly with the Manukau Education Trust a City-wide campaign to raise the educational performance of students in Manukau. Steps to raise participation in pre-school education are also important, particularly among groups with low participation rates.

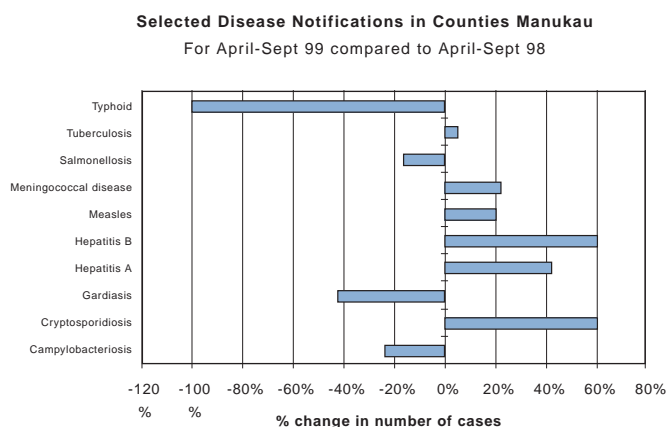
We would see a targeted approach to upskilling Maori and Pacific Islands peoples in business and technology skills, improved access to computers and the internet and enhanced access to higher education (with appropriate back up outside the institution) as assisting in reversing the current trend.

HEALTHY COMMUNITIES

Recent reports by South Auckland Health, Counties Manukau Health Council, Manukau the Healthy City, and the Counties Manukau Think Tank group, show that the Counties Manukau area experiences unreasonably high levels of poor health with:

- Below average life expectancy at birth.¹⁸
- Lower health status compared to the rest of the Auckland region.¹⁹
- A high rate of serious diseases associated with low income and poor living conditions, including rheumatic fever, meningitis, tuberculosis, and osteomyelitis.²⁰

- A 300% increase in diabetes cases for Pacific Island people in Counties Manukau is projected by the year 2031, based on current conditions – an increase of around 10,000 cases.²¹
- Significantly increased incidence of notifiable diseases including Hepatitis A, Hepatitis B, meningococcal disease and tuberculosis in the six months to September 1999 compared with the previous year.²²
- Access to GPs in Counties Manukau is below the national average and the second-lowest in the Auckland region in 1998.²³



Child Health

The position of children is of particular concern. Child health status in Counties Manukau is poor. The recent South Auckland Health report *The Health of Children and Young People in Counties Manukau*, shows a community with a high rate of poverty-related preventable disease. In Counties Manukau:

- 45% of Manukau children live in the most deprived 20% areas of New Zealand
- 70% of Pacific children in Manukau live in decile 10 (the most deprived) areas²⁴
- Over the last 5 years, child hospital admissions have increased by 10% a year.²⁵
- Infant and child mortality rates are significantly higher than in both the Northern Region and New Zealand as a whole.²⁶
- There are high rates of poverty-related diseases, including respiratory infections, meningococcal meningitis, cellulitis and skin infections, rheumatic fever and tuberculosis²⁷ and around one third of Manukau children have an iron deficiency.²⁸
- Significant numbers of children aged 3-5 are missing out on Well Child Care services and screening, thus losing the chance for early intervention and meaning that issues may be more severe by the time they are picked up.²⁹
- Under two thirds of Manukau children are fully immunised by age two. Tamariki Maori and Pacific children are less likely to be fully immunised.³⁰

Are we on target? ☹️ ☹️

NO - to significantly improve child health, the underlying socio-economic factors, including low income, unemployment and poor housing need to be addressed. Some strategies to address these distressing statistics can be found in a report by the Counties Manukau Think Tank group. These include:

- Ensuring there are no financial disincentives to seeking primary health care.
- Pay providers of services for keeping people healthier.
- Foster closer working relationships between Government and local people to prioritise, fund and address local health issues.

We would see support made available for innovation in community health care. Two examples of this are private sector initiatives such as the Suburban Newspapers Group work on glue-ear in Manukau and the South Auckland Health initiative of holding health clinics in fast food chain shops.

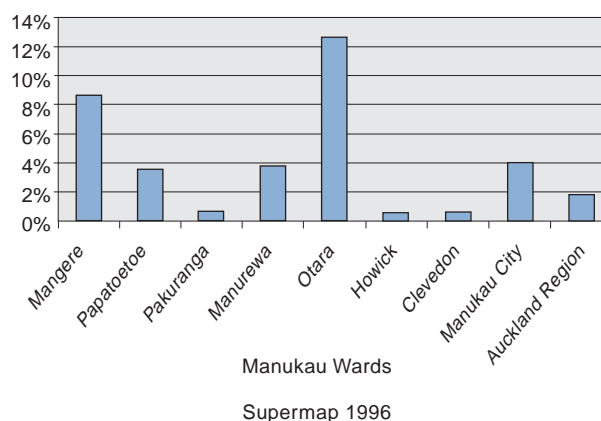
Inter-agency projects such as the Manukau Healthy Homes project, currently in its development phase and supported by central government agencies and Council is another example of an innovative approach. This project aims primarily to improve health outcomes for occupants of damp, cold housing by installing insulation and providing advice on energy efficiency. Secondary outcomes would therefore be improving energy efficiency and reducing fuel bills, and the training and employment of local unemployed people to carry out the installation work would be also contribute to those areas.

AFFORDABLE HOUSING

Access to reasonable quality, affordable housing is important both in itself and because of the impact that housing has on other areas of life, notably health. Housing costs are significantly higher in the Auckland region than in other parts of New Zealand. For many people in Manukau housing costs are a substantial burden that impacts on other areas of their lives.

- Home ownership in Manukau (with or without mortgage) is very close to the New Zealand average. However, while ownership is very high in Clevedon, Howick and Pakuranga, it is very low in Mangere and Otara.³¹
- Significant overcrowding exists, particularly in Otara and Mangere. Occupancy rates on average are higher in Manukau than in the rest of Auckland and New Zealand as a whole.³²
- Average housing rental rates in Manukau in March 1999 were around 35% higher than in 1993, well above inflation and reflecting the move to market rents.³³
- The average house sale price in Manukau in June 1999 was \$247,300, substantially cheaper than most other parts of the Auckland region, but still well above the national average of \$200,000.³⁴
- 29% of households in Manukau live in rented accommodation. Of these, nearly a quarter (23%) live on low incomes and pay more than 30% of their income in rent. Two thirds of these are households with children.³⁵

Crowded households: Manukau & Auckland region
(>2 people per bedroom)



Are we on target? ☹️

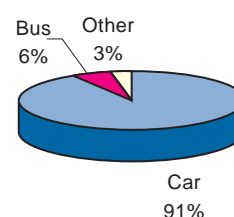
NO - Recent property valuations show values are rising and this will be reflected in increased housing costs over time. There is no indication that maintenance is keeping pace with valuations which will see a gradual decline in quality without a commensurate drop in costs. Work is being undertaken through the Auckland Regional Growth Strategy to address the question of affordable housing.³⁴ Moves by Government to fix Housing New Zealand rental at 25% of income will help, and Government incentives to local authorities, voluntary sector and private sector would be beneficial. We would welcome a partnership approach to developing policy for affordable housing that includes for example, a mix of mechanisms including fiscal measures, housing supply and demand, and community and urban planning.

QUALITY BUILT ENVIRONMENT

The built environment has a very significant impact on the quality of life experienced by City residents. The form and layout of the City impact upon population growth, demand for access to services and the social infrastructure, proximity to employment and feelings of safety.

- As highlighted in the Manukau State of the Environment Report 1999, low density urban form and a reliance on the car as the main form of transport in Manukau are the key environmental drivers. Over 90% of the Manukau workforce commutes to work by car or some other private motor vehicle, and of these 75% travel alone in the vehicle – equating to about 72,800 single passenger commuter trips twice a day.³⁶

Transport to Work
(Resident Survey 1999)



- The City's road traffic system presents considerable on going issues for its youth, and in particular, for non-vehicular road users of school age. Issues include the provision of facilities for pedestrians and cyclists, the integration of these facilities with the rest of the transport network, and education within the community towards a road-safety culture.
- For ages 0 – 24 years, the leading cause of fatal injury was motor vehicle crashes.³⁷
- The rate of preventable injury for pedestrians aged 5-9 years and cyclists aged 10-14 years is significantly higher for Counties Manukau than the rest of New Zealand.³⁸
- The rapid rate of urban growth is outpacing the ability to identify, record and protect heritage.

Are we on target? 😊

NOT REALLY - The *Manukau State of the Environment Report* concludes that important decisions must now be made in order to provide a choice in living situations and an urban form that relies more on passenger transport. Key issues relate to choice, location and affordability. Movement to this will require changes in community attitudes, significant resourcing, and support from Central Government. The Regional Growth Strategy, the Auckland Regional Land Transport Strategy and the Auckland Regional Passenger Transport Action Plan provide region-wide mechanisms by which to address these and related growth issues.

The lack of adequate funding is a critical factor in the continuing loss of heritage. For example, in 1998/99, 85% of Council's Heritage Assistance Fund was used to waive resource consent fees for protected tree maintenance, with little left to assist restoration work on scheduled heritage items. There is concern that the Historic Heritage Management Review may increase local authority responsibilities particularly in relation to archaeological sites without the transfer of sufficient resourcing.

SAFE COMMUNITIES

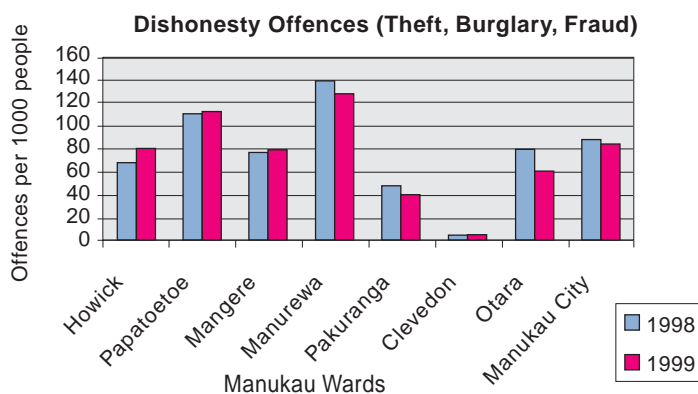
The hazards of crime or accident expose people to risk and undermine their sense of personal safety and sense of wellbeing. Research shows that poverty is an underlying factor associated with higher injury rates.

Injury and Accident

- In 1998 3416 Manukau residents required hospitalisation due to injury, up 7% on 1997 figures ³⁹
- Injury hospitalisation rates were significantly higher in Papatoetoe, Mangere, Otara and Manurewa than for Manukau as a whole or for New Zealand.⁴⁰
- Pacific Islands and Maori communities have significantly higher rates of injuries requiring hospitalisation than do other ethnic groups.⁴¹
- Manukau's rate of vehicle accidents per 10,000 population is trending downwards beneath the national average, and casualty rates are also dropping. However, there are ongoing problems with persistent drink driving, speeding and failure to give way at intersections.

Crime

- Across Manukau, reported crime declined slightly in 1999, although rates for drug & anti-social and for property abuses increased.⁴² Rates for dishonesty offences decreased slightly across the City, from 88 per 1000 of population to 85.⁴³ Dishonesty offences make up the majority of reported offences and are also considered by the public to be the most serious crime problem.



- 15% of residents surveyed said that they had been a victim of a crime in April – July 1999. Of this group, a quarter had not reported it to the police.⁴⁴
- Around three quarters of residents surveyed in 1999 said that they felt either very or fairly safe in their home at night.⁴⁵

Are we on target? 😊

GETTING THERE - Unintentional injury rates are a concern, particularly in the most deprived areas of Manukau. While measures are being taken through the work of groups such as the Counties Manukau Injury Prevention Group, the underlying linkages between poverty and injury rates also need to be addressed. Manukau City's roads need to be made safer for its children. Manukau has high numbers of young road users and high traffic volumes. Concern persists about non-use of seat belts and restraints, the lack of wearing of cycle helmets, and crashes involving pedestrians.

Programmes being undertaken to address concerns about road safety, especially for children and youth include Safer Routes to Schools in Otara, Mangere and Manurewa. Other initiatives include a child-safety seat and seatbelt campaign to be run during Term 2 and a recent billboard competition amongst high schools focusing on speed and alcohol.

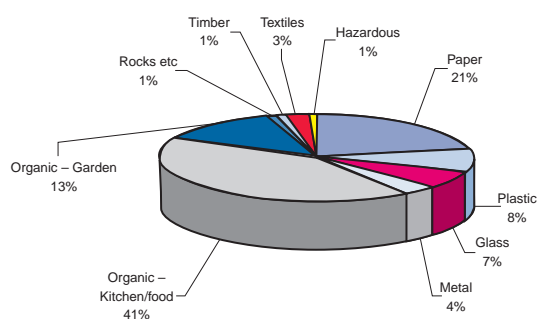
Safer Manukau, a safer community council partnership between Manukau City Council and central government, is active at the local level with a range of initiatives, emphasising the importance of community involvement in crime prevention. The Safer Streets project has been particularly successful and its extension and further resourcing would be beneficial. The Safer Neighbourhood Demonstration Project in Otara is one factor contributing to the marked decrease in dishonesty offences in Otara, from 80 per 1000 in 1998 to 61 per 1000 in 1999.⁴⁶ Youth at risk and family violence are important focuses of Safer Manukau. The potential benefits of reaching youth at risk of offending are significant, and could range from lowering offending rates through to improved educational achievement and employment outcomes.

HEALTHY ENVIRONMENT

A healthy environment is essential for overall human health and wellbeing. This includes environmental qualities that impact on our own sustenance and physical health as well as our immediate physical environment and the wider environment that impacts on our view of our neighbourhood and city.

- The status of Manukau's swimming beaches remain good overall, however, a group of eastern beaches are under threat from stormwater flows from adjacent urban areas. Urban stream water quality is still a concern.
- Council currently has no biodiversity policy, nor does it have a complete picture of the quantity or quality of the city's remaining biodiversity.
- A 1999 waste audit indicated that the average Manukau household disposed of 12.01Kg/dwelling/week, made up of - organic waste 54.4% (41.4% being food waste), paper 21.4% and plastic 8.5%.
- The tonnage of household waste collected by Council's rates funded refuse collection appears to have remained static between 96/97 and 98/99, although the long-term trend still appears to be an increasing tonnage of waste being produced.
- Collection costs are increasing at a rate of 4% per year. With the increasing cost of rubbish disposal, coupled with population growth, this could double by 2008.
- Traffic is the single largest source of noise.

Manukau's Household Waste Composition (1999)



Are we on target? 😊

GETTING THERE - Council is developing a database of its open urban streams as a first step in a preservation and upgrading programme and is currently involved with the community, business and industry on work to monitor and restore certain streams and lakes.

The funding of stormwater treatment to remove sediment and contaminants in road surface run-off is projected to require in the order of a 500% increase to fund research, new infrastructure and the upgrading or retrofitting of existing stormwater infrastructure. Addressing this issue will require a policy mix that considers transport patterns, car usage, financial incentives, pipe replacement and land rates.

The recently released draft New Zealand Biodiversity Strategy identifies a key role for territorial authorities in the protection of indigenous habitat and biological diversity, which may have considerable resourcing implications for the City. Current measures include rate relief offered as an incentive to land owners to protect bush. The effectiveness of this is not currently known due to insufficient information. Increasing public pressure on areas of natural environment in parks will need to be addressed in the future.

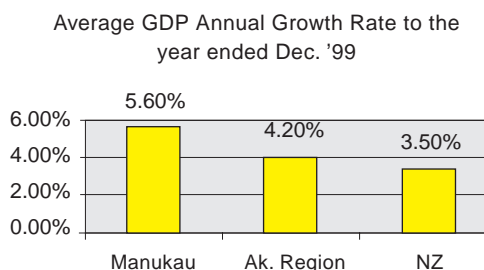
Manukau's Waste Management Plan focuses on reducing the impact on the environment, reusing and recycling, along with other community waste minimisation schemes, to help households reduce waste. Council is in the process of implementing its recently released Waste Minimisation Strategy and a key feature of this is a proposed kerbside recycling programme. Last year Council introduced recovery of tires and metals from the inorganic waste collected.

The background noise levels in many areas in the City appear to be at unreasonable levels due to noise generated by increasing traffic volumes. A repeat survey of sites across the City is to be conducted shortly to assess the trends. Concern is raised about the ability of the Resource Management Act 1991 to effectively manage noise arising from the use of roads.

MANUKAU ECONOMY

Manukau's economy is recovering, and in the year to September 1999 is growing faster than New Zealand as a whole.

- For the year ending December 1999, economic output grew by around 5.6% in Manukau, compared with 3.5% for New Zealand as a whole.
- Retail sales turnover has risen 11.6% in Manukau in the year to September 1999, a faster recovery than the national or Auckland regional average.
- Manufacturing productivity has improved by around 4%. Manufacturing continues to be the single most significant sector in the Manukau economy, although its position has been eroding.
- Strong building activity.



Are we on target? 😊 😊

YES - the target was 3% to 4%. Manukau economy recovered relatively well in 1999, with strong increases in retail activity and in the value of building consents, particularly for residential building. However, against this, house prices continued to rise.

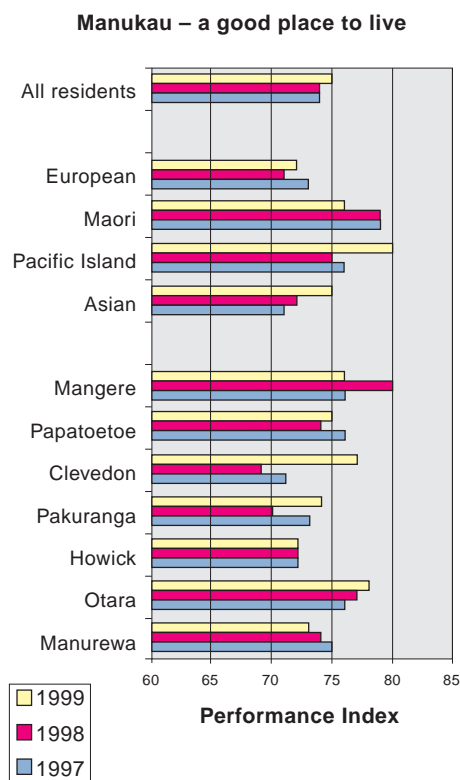
This economic growth, when coupled with the poor results in social areas highlights the still growing gap between the 'haves' and 'have nots' in the City. Economic growth is extremely important to the City, but on its own it is not enough to lift outcomes for all sectors of the community.

Strong economic growth and increased levels of consumption are often also linked with generation of higher volumes of waste. Waste has costs, both in environmental and economic terms. Measures to reduce waste generation in both production and consumption, such as excess packaging, would be beneficial.

SENSE OF BELONGING

A sense of belonging is important to community wellbeing. Sense of place and of belonging is affected by many factors. Things such as unemployment, transport problems, lack of adequate childcare can all contribute to family isolation and hinder ability to participate and feel part of the wider community.

- In 1999, three quarters of residents surveyed rated Manukau as a good or excellent place to live, very similar to previous years.⁴⁷ Non-European residents in particular rate Manukau highly as a place to live.
- 46% of residents surveyed felt that their elected Council had shown leadership over the past year, with Pacific Island residents more likely to feel this than other groups, and Clevedon residents less likely.
- Nearly three quarters (73%) of residents felt that Manukau recognises and caters for diversity, a similar level to last year. Asian residents and Pakuranga and Howick residents were more likely to feel that diversity is catered for, which is a significant improvement on last year for these groups. The views of Clevedon residents have deteriorated.
- Levels of formal participation in Council affairs through means such as attending a formal meeting, attending a forum, putting in a submission, or contacting a Councillor remain low, comparable to previous years.
- Significantly fewer people reported attending a Council event than in 1998 (24% compared with 33% in 1998).⁴⁸
- Manukau City Council plays a significant role in advocating successfully at a national and regional level to further the interests and gain action on issues of concern for the City and its communities.⁴⁹



Are we on target? 😊

NO CHANGE – the indicators remain very similar overall to past years. We have met the target that three quarters of residents surveyed rate Manukau as a good or excellent place to live, but there is no clear movement towards our targets on the other indicators. This is of concern, as there is clearly room for improvement.

Among the quarter of residents who felt that Council did not understand the needs of people who live and work in their neighbourhood, there was a feeling that Council was not listening to or not asking what people want, and not understanding what people said. However, a clear majority feel that Council does understand the needs of people in their neighbourhood.

Encouragingly, although participation in Council affairs such as attending a formal meeting, attending a forum, or contacting a Councillor remains low comparable to previous years, many more submissions were made during the 1999-2000 Annual Plan consultation round than in previous years.

CONCLUSIONS - WELLBEING AND SUSTAINABILITY

Results show that the economy is recovering and some sectors of industry and parts of the community are thriving. However a significant proportion of the community has not felt the economic benefits. The link between poverty and wellbeing is clear – with few exceptions, the financially worst-off experience the lowest levels of education, highest rates of illness and lowest standards of living. Many of the concerns about wellbeing raised in *The Changing Face of Manukau* are still urgent and there is no indication that the pattern of deprivation has changed in Manukau since the last census.

Closing the gaps – in income, employment, education, health and housing remains urgent for the wellbeing of individuals, the community and the City and taking an integrated approach on economic and environmental matters to ensure sustainability, is crucial.

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- 26 The Health of Children and Young People in Counties Manukau, p34
- 27 The Health of Children and Young People in Counties Manukau, p10
- 28 The Health of Children and Young People in Counties Manukau, p9. 1993 figures – these are the most recent (data problems)
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- 30 The Health of Children and Young People in Counties Manukau, p8. 1996 figures only.
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- 32 Statistics New Zealand, Supermap, 1996. We have used number of people per bedroom as a proxy for overcrowding (more than 2 people per bedroom). We recognise that this is an imperfect indicator, as for example it does not take account of family composition, but consider it is a useful proxy in the absence of more sophisticated measures.
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