



Te Ope Whakaora

SOCIAL POLICY AND  
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# More Than Churches, Rugby & Festivals

A REPORT ON THE STATE OF PASIFIKA PEOPLE IN NEW ZEALAND

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The Salvation Army Social Policy and Parliamentary Unit | **May 2013**

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## FOREWORD

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The story of Pasifika people in New Zealand is not really an immigrant story anymore. It is a Kiwi story. It is part of our national story. It is a story that has seen New Zealand embrace Pacific people some of the time, but also discriminate and marginalise them at other times. It is also an on-going story, one that is now firmly ingrained in the fabric of New Zealand society.

The various Pacific cultures in New Zealand have numerous elements that need to be celebrated for their strength and vitality. Pacific people have contributed enormously to New Zealand in nearly every facet of Kiwiana. From sports and the arts, politics and academia, through to business and entertainment, Pacific people have added flair, creativity, passion and colour to all of these areas. In particular, Pacific people are well known by the rest of New Zealand for their prowess on the rugby field and sports arenas, for their general commitment to the Christian religion, and for their colourful festivals that have become national and global attractions like the Pasifika Festival and the Secondary Schools Polynesian Festival.

But the contributions Pacific people have made to business, local and central government politics and academia are not always easily evident or even recognised in New Zealand. Additionally, there are other aspects of the development of the Pacific community in New Zealand that are not very positive for Pacific people and for New Zealand as a whole.

We need to acknowledge these wonderful contributions and celebrate the unique history Pasifika have in New Zealand. At the same time, we need to carefully and thoughtfully consider these other parts of the story. We need to look beyond some of the things Pasifika are well known and commended for, and look at the not-so-nice parts of the story. This is not to further stereotype Pasifika people, nor does it suggest that the social issues facing Pasifika are more important or markedly different than those facing Māori, European or any other ethnic population in New Zealand.

Rather, this approach to look beyond the norm should ideally allow for greater visibility of social progress of Pasifika people. It should also mean that the social progress of Pasifika people is a responsibility of not just Pasifika themselves but for all New Zealanders. That is part of the unique, unwritten social contract that exists in New Zealand where all Kiwis should be concerned about the social progress, safety and prosperity of one another. Looking beyond the norm will ideally challenge our national leaders and policy makers to develop or support innovative and effective solutions to some of these social issues. It will also hopefully challenge current and future generations of Pasifika people in New

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Zealand to understand their history and work to ensure a safe and prosperous future for themselves and for all other Kiwis.

We urge the reader to thoughtfully consider these issues but to also realise that even though these issues are deep, complex and sometimes heart breaking; there are plans, policies and practices that are in place or can be developed to help eradicate some of these social issues. We invite our community, political and Pacific leaders to continue to exercise brave leadership by implementing clear plans and targets and to also possibly instil new innovative policies or programmes that could assist the social progress of Pacific people and all New Zealanders.

A piece of research or a report should never be meant to act as a panacea to the issues and challenges that it seeks to analyse and document. Instead, a research or report should explore the key issues, document and analyse any data gathered, and offer some commentary, thoughts or recommendations deduced from this data. Therefore, this report on the state of social progress for Pacific people in New Zealand is not intended to be an exhaustive summary of the issues facing Pacific people in New Zealand in the past, present and future. Moreover, it does not claim to have all the solutions for all the issues challenging Pacific people in New Zealand.

We hope that this inaugural report can help inform the debate, dialogue and development of Pacific people and families in New Zealand and the wider Pacific region. We aim to raise these key matters, to consider these issues and the various 'solutions' developed to address them, and look at catalysing Pacific peoples' development in this new millennium.

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## OVERVIEW

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In this Pacific report, we look specifically at a series of social indicators across the five key social areas we follow through our annual State of the Nation reports: housing, incomes and poverty, crime and justice, children and youth, and social hazards. In each of these areas we provide some data about Pacific people in New Zealand and a brief chronology of the Government's recent responses to these social issues. We will also discuss some innovative policy ideas and developments that could work to address some of these issues. Also, throughout this report there are various case studies on specific social policy issues that we want to highlight.

Additionally, we believe it is crucial in setting the context for this Pacific Report to also provide a brief history of Pacific peoples' migration to, and development in, New Zealand. We also have a brief survey of The Salvation Army's commitment of working and engaging with Pacific people in New Zealand.

This report follows on from our sixth annual State of the Nation report released in February 2013, titled *She'll Be Right*.<sup>1</sup> In *She'll Be Right*, we challenged our country's political leaders to exercise brave and innovative leadership because things are in fact, 'not alright' in many areas of social progress in New Zealand. We particularly highlighted the high levels of child poverty, rising unemployment and adequate and affordable housing as critical issues facing our nation in the immediate future.

Throughout this Pasifika report, there will be comparisons between Pasifika data and the statistics for Māori, European and Asian population groups in these various indicators. This is done to ensure the Pasifika story is not presented in isolation and without context. We hope this report can serve as a baseline report where this data can be measured against the 2013 New Zealand Census of Population and Dwellings ('the Census') data that that will be released throughout 2013 and 2014. Moreover, we have made these comparisons because we acknowledge that all ethnic groups in New Zealand face a wide array of social issues. This report does not seek to elevate the Pasifika story over that of Māori or Asian New Zealanders. Our Unit has focussed initially on Pasifika on this occasion but we welcome fellow collaborators in any report on these other ethnic groups.

We hope this report can serve as a catalyst for effective policy making regarding Pasifika people. We also hope that it can serve as a challenge to our national and local leaders, and to the Pasifika community itself, to work towards addressing the issues we raise and to continue to strive for fairness, justice and prosperity for all New Zealanders.

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A brief note on the challenges around defining a 'Pacific person' is necessary here. In 2001, a discussion paper was prepared for Statistics New Zealand to review how they defined ethnicity from a Pacific perspective.<sup>2</sup> This paper reiterated that Statistics New Zealand defines ethnicity as a measure of cultural affiliation that people perceive and define for themselves.<sup>3</sup> The Census, administered by Statistics New Zealand, is a self-perceiving and self-identifying exercise so people can pick however many ethnicities they identify with.

According to the Ministry of Pacific Island Affairs (MPIA), Pacific people in New Zealand have traditionally been composed of those who claim ethnic links to Samoa, Tonga, Niue, Fiji, Cook Islands, and Tokelau. Pacific people can also refer to those with ethnic links to Tuvalu, Kiribati, Papua New Guinea, Vanuatu, the Solomon Islands and the small island states of Micronesia.<sup>4</sup> Pacific people can include those born in New Zealand and those born in these Island nations. Within these Island nations, there are multiple island, village and family allegiances.

We must also acknowledge and explain the consistent uses of the interchangeable terms 'Pacific peoples' and 'Pasifika people'. Since the 1950s, Pacific people migrating to and living in New Zealand were commonly called 'Polynesian people'. Over the last 5–10 years, the Ministry of Education (MOE) has popularised the term 'Pasifika' to refer to the people, cultures, and language of Pacific groups who are now living in New Zealand.<sup>5</sup> This term 'Pasifika' is intended to more clearly distinguish Pacific people from Māori living in New Zealand, and to distinguish between Pacific people living in New Zealand from those still living in the Island states.

For the purposes of this report, we will employ the loose definition of Pacific people stated above that the MPIA follows. We will also use the terms 'Pacific people' and 'Pasifika people' interchangeably throughout this report to focus specifically on Pacific people living in New Zealand.

Finally, the terms Pacific or Pasifika are essentially a European or Western construct, useful in grouping people for policy making purposes. Pacific people are fiercely proud of their specific island connections, be it Samoan, Niuean or Tokelauan. Similar to the term 'Asian' which includes Chinese, Taiwanese, and South Korean and so on, Pacific people in New Zealand are truly affiliated to specific and unique island nations and cultures and these connections and loyalties must be recognised.



The Tu'u family (from left): Filisi, aged 14, Sale Tu'u with six-year-old Louise, Charlie, 13, Lafi Tu'u, and Sina, 16.

*New Zealand Herald*, 25 June 1984 . Photography: *New Zealand Herald*

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## HISTORY

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New Zealand has had a long history with Pacific Island nations, largely inheriting Great Britain's old colonial relationships in the region. New Zealand administered control of Samoa effectively from 1914 until 1962 when Samoa became the first Pacific Island nation to regain its full independence. The Cook Islands and Niue both exercise territorial self-government but they are both still part of the 'Realm of New Zealand' and therefore have New Zealand citizenship and other benefits. The Tokelau atolls are still a New Zealand dependent territory, although locals have held two referendums to try and become a self-governing state. New Zealand has a longstanding economic and political relationship with Fiji dating back to the 19th century although in recent years, this relationship has been a little more tense following the successful coup attempts in 1987, 2000 and 2006. Additionally, New Zealand has a long history of political, economic and social interaction with the region's only constitutional monarchy, the Kingdom of Tonga.

New Zealand has had historical and recent interactions with most of the other Pacific Island nations in the region, including Bougainville, Nauru and Papua New Guinea. However, New Zealand has traditionally focussed on its links with the island nations of Polynesia and this historical connection has manifested into New Zealand's consistent policy development with these nations.

### 1940 AND 1950s

In the 1945 New Zealand Census, there were over 2000 Pacific people resident in New Zealand, comprising 0.1 per cent of the national population (1.7 million people at that time). After the end of World War II, there were large labour shortages in New Zealand, particularly in the agricultural and industrial production sectors. Immigration restrictions began to be relaxed by successive governments in the 1940s and 1950s as Pacific people were encouraged to migrate to New Zealand for employment. The New Zealand economy began to flourish during this period. Relatively cheap labour from the Pacific was needed to help fuel this growth.

### 1960s AND 1970s

Migration from the Pacific began to rapidly increase in the 1960s. Migrants were attracted with softer immigration policies and more promises of employment and higher pay rates. Most of these new Pacific workers found jobs in factories, warehouses and service sector jobs. For instance, the National Government in 1962 launched a new generous immigration scheme to bring in 1000 people from Western Samoa per year, again mainly finding jobs in the agricultural and industrial industries.

By 1971, the Census recorded the Pacific population as numbering over 50,000 people, primarily driven by these relaxed immigration policies. As the New Zealand economy grew in the 1960s and 1970s, more lowly paid labour was needed to fuel this economic boom. During the early 1970s, New Zealand's amiable relations with its Pacific neighbours were strengthened by the 1972 Labour Government continuing to loosely enforce immigration policies and increase developmental aid to the Pacific Island states.

This all dramatically changed as the effects of the global oil and economic crises of the 1970s began to trickle down to New Zealand. New Zealand's economy began to take a huge downswing, particularly as industries such as agricultural exports and manufacturing suffered.<sup>6</sup> Unfortunately for Pacific people, these were the very industries that many of them worked in. In 1973, the world's oil prices increased markedly and the relative strong economic growth New Zealand had experienced since the end of World War II began to stagnate. High unemployment during the mid-1970s led to large-scale public concern about immigrants 'stealing' jobs in New Zealand.<sup>7</sup> The New Zealand public demanded answers from the Government about economic woes. Instead, they got scapegoats in the form of Pacific migrants.

The Labour Government began tightening immigration policies in 1974, leading to what one commentator calls 'popular and state-supported racism towards Pacific populations...immigration regulations were tightened, and Pacific people were widely regarded as over-stayers who took jobs away from 'New Zealanders'.<sup>8</sup> This period became one of the darkest chapters of New Zealand's history and relations with Pacific people. The Government initiated the infamous 'Dawn Raids' policy in 1974 to clamp down on Pacific people overstaying their visas. Police focussed mostly on Samoan and Tongan migrants, while those born in Niue, the Cook Islands and Tokelau continued to enjoy free access into New Zealand because of shared colonial pasts. Homes of suspected over-stayers were often raided in the early hours of the morning while the inhabitants were sleeping and offenders were deported. Hundreds of people were deported back to Pacific states under this regime. The cheap labour that had helped fuel the economic growth over the last two decades in New Zealand was now not needed and it was severely and swiftly dealt with.

### LATE 1970s

By the end of the 1970s the 'Dawn Raids' policy ended as opposition to this approach increased amongst Pacific people in New Zealand and other New Zealanders. At this time New Zealand was reeling from another energy and

oil-driven crisis, primarily caused by skyrocketing oil barrel prices and the Iranian Revolution of 1979. The close of the decade saw New Zealand at a real crossroads. The 'love affair' with Pacific migrants had been shaken from the effects of major international events, domestic political scaremongering and questionable policy decisions.

Despite this often tense relationship, Pacific people and communities were now clearly and firmly entrenched in New Zealand. But the relationship had definitely changed by the close of the 1970s. As successive governments responded to global and domestic economic pressures, negative stereotypes and images of Pacific people also became entrenched, particularly with a perception that Pacific Islanders were taking jobs that New Zealanders should hold.<sup>9</sup> During this period also, the health and social conditions for Pacific people worsened as Pacific communities faced rising unemployment, public opposition, political persecution, and increasing gentrification in suburbs they lived in like Ponsonby and Grey Lynn in Auckland.<sup>10</sup> Yet regardless of the worsening economic, social and health conditions for Pacific people in New Zealand, the 1970s essentially served to 'kick start' the development of Pacific people in New Zealand.<sup>11</sup>

## **CASE STUDY**

### **INNER CITY AUCKLAND**

During the 1970s, Pasifika also faced another more sinister challenge. Pasifika people have since the 1950s been steadily immigrating to New Zealand and were choosing to live in specific places: namely Porirua in Wellington, Tokoroa in South Waikato, and inner city Auckland in suburbs like Grey Lynn and Ponsonby.

In Auckland, Pasifika flocked to the inner city because of relatively cheap rental accommodation, availability of homes, and the close proximity to jobs at the wharves, Auckland Hospital and other local manufacturing places.<sup>12</sup> Pasifika thrived in these suburbs, establishing churches and strong family networks. This influx of Pasifika coincided with a huge decline in the general population of inner city Auckland which had been steadily decreasing from 1945 until 1991.<sup>13</sup>

By the mid-1970s, the process of gentrification was gaining momentum. Gentrification is the process whereby the working class and poorer residents of a neighbourhood are intentionally displaced by an influx of middle class and wealthier residents.<sup>14</sup> In Ponsonby and Grey Lynn

especially, wealthy Pakeha began to buy and renovate large numbers of houses. During this time, Pacific people who were fairly entrenched in these local communities began to face discrimination and resistance when trying to rent homes from predominantly Pakeha landlords.<sup>15</sup> Consequently, Pacific people were forced to relocate to state housing in surrounding suburbs or to make significant moves to South and West Auckland. By the mid-1990s, the Pacific population in inner city Auckland had fallen to almost post-World War Two levels. Whole families were displaced and disconnected from their local communities, all in the name of gentrification, suburbanisation and progress.

Inner city Auckland today is very different to the inner city where Pasifika people had built strong, thriving communities in the 1960s and 1970s.



Historic Houses: State and Low Cost Pearl Baker Drive Otara, 1976.  
Photography: *New Zealand Herald*

## 1980s AND 1990s

By the dawn of the 1980s, the National-led Government embarked on the ambitious 'Think Big' economic policies to try and reduce reliance on overseas imports, and catalyse the local economy. Immigration policy was again relaxed in the early to mid-1980s as the local economy gradually recovered. Between 1986 and 1991, the Pacific population grew eight times faster than the national population and reached over 167,000 people. But while the Pacific population was rapidly growing, the manufacturing and service sectors that many Pacific adults worked in were shrinking in New Zealand. This placed more economic and social pressures on Pacific communities who were now beginning to shift away from areas they had traditionally centralised their communities because of gentrification and shifts in job opportunities, to areas with lots of low income housing like Porirua, Tokoroa and South Auckland. The Pacific families concentrating in these areas were largely low income families who often lived in overcrowded situations. As a result, social and health conditions of these families continued to deteriorate. In 1983, chronic renal failure was found in just one per cent of the New Zealand European population but it was found in 28 per cent of the Pacific population.<sup>16</sup> Between 1987 and 1991, Pacific children aged 1–4 years were hospitalised for pneumonia at three times the rate of all other children, and Pacific children had significantly high hospitalisation rates for asthma, respiratory infections, infectious diseases, unintentional injuries and burns.<sup>17</sup> All of these factors were symptomatic of the increasing poverty that Pacific people were living in.

The Government attempted to directly address these growing social and health issues in the 1980s. In 1983 the Hon. Richard Prebble was appointed as the country's first ever Minister of Pacific Island Affairs. In 1984, the newly elected Labour Government created the country's first Pacific Island Affairs Unit who focussed on policy development and planning for Pacific communities. Reforms also occurred in the health, social, education and economic sectors during the 1980s which greatly affected the development of Pacific communities in New Zealand.

In 1991 an Immigration Amendment Act was passed implementing a points-based immigration policy that aimed to increase migration from business people and highly skilled professionals. Consequently, immigration from the Pacific Island nations decreased significantly during the 1990s. But the Pacific population in New Zealand continued to steadily grow, particularly in Auckland. By the 1990s, the Pacific community was firmly entrenched in New Zealand, with over 200,000 Pacific people now living in the country. Building on developments

in the 1970s and 1980s, Pacific people were now commonplace in regional and national sports teams in the 1990s. Pacific people also began featuring more heavily in music and television, and were more involved in tertiary education. In 1993, Hon. Taito Phillip Field became New Zealand's first ever Pacific Minister of Parliament. In 1999, Luamanuvao Winnie Laban became the first Pacific woman elected to Parliament. Pacific people and their talents, cultures and flavour were becoming a more important part of New Zealand society.

While the 1990s were a time of momentous change for Pacific people in New Zealand, this community still faced major challenges. In 1994, 23% of Pacific people were unemployed compared to 9.5% of the total labour force.<sup>18</sup> Between 1990 and 1995, the rate of rheumatic fever for Pacific children aged 10 to 14 was 77.7 per 100,000 children.<sup>19</sup> This was in stark comparison to 30.4 per 100,000 Māori children, and 1 per 100,000 for Pakeha or New Zealand European children.<sup>20</sup> The state of Pacific people in New Zealand, particularly Pacific children, had become progressively worse over the last three to four decades.

## NEW MILLENIUM

In the first decade of the new millennium, the Pacific community in New Zealand has continued to flourish in some areas and regress in others. Pacific people now feature more frequently in New Zealand's political, educational, health, business, and media and sports sectors. Yet many of the social and health issues that had begun to truly emerge in the 1970s continued to worsen for some Pacific communities.

The 2006 New Zealand Census illustrated just how much the Pacific communities in New Zealand had grown and developed over the last fifty years: nearly 266,000 people of Pacific ethnicity living in New Zealand. The Pacific population included:

- Over 131,000 Samoans and 50,000 Tongans
- Significantly more Niueans living in New Zealand than in Niue (22,500 compared to 1,200 in Niue).
- Over 60%, or 159,600 Pacific people in New Zealand were born in New Zealand
- Very youthful population with Pacific median age 21.1 years compared to 35.9 years for the overall New Zealand population
- Highly urbanised with over 67% of Pacific people living in the Auckland region
- High religious affiliation with over 83% of Pacific people connected to a religion compared to 61% of the rest of New Zealand.<sup>21</sup>

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Although the Pacific population in New Zealand is now primarily New Zealand-born, there is still a steady flow of migrants from the Pacific. In 2007, the Recognised Seasonal Employer (RSE) scheme was introduced that brings in thousands of workers from the Pacific Islands to New Zealand to work primarily in the horticulture and agriculture sectors. Immigration New Zealand also has the Samoan Quota Scheme and Pacific Access Category in place that brings a steady flow of people from the Pacific Islands.

While this RSE scheme has helped improve the economic position of the workers' families in their home country, there have been issues emerging particularly around possible labour exploitation as raised by the 2011 US State Department Human Trafficking Report.<sup>22</sup> There are also reports of some of these workers facing racism, isolation and marginalisation in local communities like Nelson where they are working.<sup>23</sup>

While the Government has generally lauded this RSE scheme as a real success, major questions remain around the legal position of these workers, particularly as they cannot legally access education and health care services in New Zealand. These issues are somewhat captured by an analysis of the RSE undertaken in 2008 that recorded that there were several disputes between the employer and the worker over pay rates, misinformation about pay deductions and inadequate housing for workers that resulted in serious welfare issues for the workers and their children.<sup>24</sup>

As we advance the second decade of the new millennium, the prospects facing Pacific people in New Zealand are both exciting and daunting at the same time. This population is now firmly solidified in New Zealand society, adding freshness to the political, creative arts, socio-cultural and sporting scenes. Yet, the social, education, health and economic issues that became more pronounced in the 1970s remain and have even deteriorated further. The upcoming 2013 Census results will give a more accurate picture of the state of Pacific people in New Zealand. In this new millennium, the state of Pasifika will greatly impact on the state and development of New Zealand as a nation. Therefore, with that context, looking beyond the churches, rugby boots and festivals is critical in ensuring Pacific people have the opportunity to prosper just like any other Kiwi.



Prime Minister John Key and All Black Conrad Smith join in on the fun during the launch of a new school sports funding initiative called Kiwi Sport, which was launched at Bairds Mainfreight Primary School in Otara.

*New Zealand Herald*, 11 August 2009. Photography: Brett Phibbs / *New Zealand Herald*

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# COUNTING PACIFIC PEOPLE

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## SETTING THE SCENE

Without having the results from the 2013 Census it is difficult to accurately discuss the size, structure and distribution of New Zealand's Pacific Island population. Perhaps even when these results are available it may not be that easy to discuss such things with any accuracy or precision given persistent problems the Census staff have in reaching every Pacific household and the increasing complexity around defining and deciding who are Pacific. The potential under-reporting from some Pacific people around the Census, and the complexity of multi-ethnic children, adds to the difficulty in a precise picture of Pacific people in New Zealand. This problem in counting Pacific people is well illustrated by the different figures published by Statistics New Zealand. These 2006 Census figures are reported in [Appendix 1](#).

Statistics New Zealand however uses a larger figure for the number of New Zealand Pacific Islanders in their population forecasts which are based from 30th June 2006. These forecasts are provided in [Appendix 2](#) and are based on an estimated 2006 population of 302,000 people. Statistics New Zealand attribute this difference to a number of factors including an undercount on Census night, residents being temporarily overseas on Census night, births deaths and migration between Census night on 7th March 2006 and the 30th June 2006 and people simply not answering the ethnicity question in the Census form.<sup>25</sup>

Any Census tends to miss some people and estimates of this undercount are made by further survey work following each Census. This work is known as a post-enumeration survey and the most recently reported one was carried out in 2006 following the Census of that year. This survey estimated the undercount of resident Pacific Island at 2.3% which represents around 6,500 people.<sup>26</sup> This estimated undercount explains just 20% of the difference between the 2006 Census figure of 266,000 people, and the estimated figure of 302,000 people.

## ETHNICITY

An important factor is how to define ethnicity. Statistics New Zealand follows international practice in describing ethnicity and makes considerable effort to ensure that reported statistics are as consistent as possible. Statistics New Zealand describes ethnicity as follows:

'Ethnicity is the ethnic group or groups that people identify with or feel they belong to. Ethnicity is a measure of cultural affiliation, as opposed to race, ancestry, nationality or citizenship. Ethnicity is self-perceived and people can belong to more than one ethnic group.'<sup>27</sup>

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This definition allows people to identify with up to six ethnic groups, and for these groups not to be prioritised when they are reported.

## ETHNICITY AND BIRTHS

Complexity around describing ethnicity is well illustrated by birth statistics, where births are reported according to the ethnicity of the child and of the mother. Over the past decade an average of 7,200 Pacific women have given birth each year while an average of 9,500 Pacific children have been born. The difference in figures here is due to multiple ethnicities being recorded, only one of which is 'Pacific Islander'. This picture is added to by the fact that many Pacific mothers may have other ethnicities—and the child may also identify with another ethnicity from their father. Data on Pacific births is provided in [Appendix 3](#).

The melting pot nature of New Zealand society is well illustrated by the broader birth data for all ethnicities. Over the past decade (2003 to 2012) an annual average of 60,850 children were born from the same number of mothers. These 60,850 children had on average 76,300 reported ethnicities while their mothers had on average nearly 68,000 ethnicities. Although it depends on how people choose to identify their ethnicities into the future, given present trends this diversity of ethnicity is likely to increase over future generations.

This more flexible, and we say more reasonable, approach to defining, recording and reporting ethnicity does, however, create some challenges when we want to gain an understanding of what is happening to or for a specific ethnic group. Rates or proportions such as enrolment rates or disease rates, which are based on an estimate of a base population, can be distorted if the estimate of the base population is unreliable or varies from situation to situation. For example, where a child is recorded as European and a Pacific ethnicity at birth but is later admitted to hospital and recorded as being of the Pacific ethnicity this will slightly distort the reported hospitalisation rates of both European and Pacific children. Such comparisons may still be useful for gaining insights into the relative experiences of various ethnic groups if it can be assumed that such one sided reporting is not biased toward or against one specific ethnicity and if it can be assumed that reporting behaviour does not change significantly over time.

## PASIFIKA POPULATION ESTIMATES

Parts of this report attempt to make comparisons between Pacific people and the general population across a variety of social indicators. The point of such comparisons is to tell a story of changing social outcomes and social

positions. In order to make these comparisons an estimate of the current Pacific population is required. Such an estimate is not reported at a detailed level by Statistics New Zealand and what estimates that do exist are often not up to date.<sup>28</sup> For a population which is growing rapidly, as New Zealand's Pacific population is, this can tend to undermine the value of such comparisons. An attempt is made below to provide estimates of the present size and distribution of the Pacific population using a variety of data sources including population forecasts, data on birth, deaths and migration and school enrolment rates.

[Appendix 3](#) provides Statistics New Zealand's population forecasts for the Pacific population of New Zealand. These forecasts are based on combinations of a range of scenarios around birth rates, mortality rates, migration patterns and inter-ethnic mobility which is the extent of people changing their ethnic identity over time. This table reports forecasts of the Pacific population in 2011 and 2016 along with an interpolation for 2012 and estimates of the various contributions to these figures by births, deaths mobility and inter-ethnic mobility.

[Table 1](#) below summarises Pacific birth, death and migration data between 2006 and 2012 with the 2006–2011 estimate being for June years. Details of the assessment of Pacific migration over this period are contained in [Appendix 4](#).

This assessment is complicated by three net flows:

- Pacific Island-born New Zealand residents moving backwards and forwards to the islands
- Pacific people born in the islands and moving back and forwards to New Zealand without New Zealand residency status,
- New Zealand-born Pacific people moving to and from Australia.

This last movement is estimated from the net migration flows of the total population to Australia, and allows for a proportion of these to be New Zealand born citizens of Pacific ethnicity.<sup>29</sup>

**Table 1: Pacific births and deaths 2006 to 2012 (December years)**

	2006	2007	2008	2009	2010	2011	2012	Estimate 2006–11
Births	8,926	9,788	10,122	10,068	10,407	10,192	9,895	52,225
Deaths	1,036	1,057	1,089	1,134	1,081	1,211	1,292	5,485
Natural increase	7,890	8,731	9,033	8,934	9,326	8,981	8,603	46,740
Net migration	2,600	2,100	1,700	1,800	-100	-1,000	-1,500	6,300
Total increase	9,500	10,800	10,700	10,700	9,200	9,000	7,100	53,000

The data and estimates provided on [Table 1](#) suggest that the Pacific population has grown by around 10,000 people per year over the past five or six years or by 3.2–3.3% per annum. Between 2006 and 2012 the annual average growth rate for the total New Zealand population was around 1%.

As reported in [Table 1](#) and [Appendix 4](#), between June 2006 and June 2012 the Pacific population is estimated to have grown by about 60,000 people to around 360,000 in mid-2012. At that time Pacific people made up around 8.1% of the New Zealand population or around one in every twelve New Zealanders. This rate of population increase is consistent with the medium growth scenarios depicted in [Appendix 3](#).

The estimated Pacific population in June 2012 was around 360,000—an increase of around 58,000 over the six years since June 2006. With present high levels of outward migration to Australia and recent small declines in birth rates it is likely for Pacific population growth to continue at around 500-800 people per month.

### WHERE ARE PASIFIKA LIVING IN NEW ZEALAND?

The Pacific population in Aotearoa New Zealand can be divided into three nearly equal parts: one third in South Auckland,<sup>30</sup> another third elsewhere in Auckland, and one third who live outside Auckland.

**Table 2a: Estimates of the regional distribution of Pacific people (2012)**

Region	Estimate of Pacific population	Proportion of region's population who are Pacific
Northland	5,000	3.2%
Auckland	238,000	15.8%
Waikato	17,000	4.1%
Bay of Plenty	10,000	3.6%
Gisborne	2,000	4.3%
Hawke's Bay	7,000	4.5%
Taranaki	2,000	1.8%
Manawatu-Wanganui	8,000	3.4%
Wellington	43,500	8.9%
Tasman	1,000	2.1%
Nelson	1,000	2.1%
Marlborough	1,000	2.2%
West Coast	500	1.5%
Canterbury	16,000	2.9%
Otago	6,000	2.8%
Southland	2,000	2.1%
<b>New Zealand</b>	<b>360,000</b>	<b>8.1%</b>

Since the Pacific population is growing at more than three times the rate of the total population, and more than four times the rate of the non-Pacific population, it should be expected that some neighbourhoods are receiving higher concentrations of Pacific people. Such a trend is only partly true mainly because of the heavy concentration of Pacific people in Auckland and more specifically in South Auckland.

While school enrolment statistics only provide us with an incomplete glimpse of what is happening in terms of local population distributions, there does not appear to have been much change in the distribution of Pacific people over the period 2006–2012. [Tables 2a](#) and [2b](#) provide estimates of the regional distribution of the Pacific population across New Zealand and on a local board area basis

**Table 2b: Estimates of the distribution of the Pacific population across Auckland (2012)**

Local Board	Estimate of Pacific population	Proportion of region's population who are Pacific
Albert-Eden	10,000	9.8%
Devonport-Takapuna	2,000	3.4%
Franklin	3,500	5.2%
Great Barrier	0	0.0%
Henderson-Massey	23,500	20.3%
Hibiscus and Bays	3,000	3.2%
Howick	8,500	6.3%
Kaipatiki	6,000	6.7%
Mangere-Otahuhu	44,000	54.9%
Manurewa	29,500	32.1%
Maungakiekie-Tamaki	21,000	27.3%
Orakei	2,000	2.4%
Otara-Papatoetoe	39,000	46.0%
Papakura	7,000	14.7%
Puketapapa	9,500	16.3%
Rodney	2,500	4.4%
Upper Harbour	2,500	4.7%
Waiheke	500	5.6%
Waitakere Ranges	6,000	11.7%
Waitemata	3,000	4.2%
Whau	15,000	18.8%
<b>Total Auckland</b>	<b>238,000</b>	<b>15.8%</b>
<b>South Auckland</b>	<b>119,500</b>	<b>39.2%</b>
<b>Rest of Auckland</b>	<b>118,500</b>	<b>9.9%</b>

**Table 3: Comparison of fertility rates (2006)**

Age group	Pacific	European	Total Population
20–24	0.13782	0.06027	0.07135
25–29	0.15971	0.09996	0.10827
30–34	0.13464	0.12247	0.12100
35–39	0.08630	0.06525	0.06533

across Auckland. These tables also report the share of the regional or local population who are likely to identify as being Pacific. The one third/one third/one third distribution discussed above appears, from the data available, to have remained intact over the past six years with little evidence of either further concentration or dispersal of Pacific people. Judging from school enrolment data, the three local board areas which appear to have received the sharpest increase in the proportion of Pacific people are Manurewa, Papakura and Otara-Papatoetoe while North Shore suburbs had the lowest increases.<sup>31</sup>

### PASIFIKA FERTILITY RATES AND AGE STRUCTURES

The main reason for the higher rate of growth of the Pacific population is the higher Pacific birth rates (number of children born per 1000 women) and fertility rates (summarises the age-specific fertility rates into a single number indicator). In [Table 3](#) a comparison of fertility rates from 2006 is provided as evidence of this. The fertility rate of Pacific women in their early twenties is twice that of European women, and it is not until the 20–34 years range that fertility rates converge. Even at this stage, the fertility rate of Pacific women remains higher than the general population, and or for European women. This indicates the differences are not just due to when women choose to have babies, but also the higher total fertility rate of Pacific women. The most recently available estimates of total fertility by ethnicity is from 2006 and these report an estimated total fertility for Pacific women of 3.0 births (per woman), for Māori women of 2.8 births and for European women of 1.9 births.

Higher fertility amongst Pacific women and the resulting higher birth rates have meant that the Pacific population is significantly younger than the non-Pacific population in New Zealand.<sup>32</sup> A comparison of the age structure of the total New Zealand population, the Pacific population and of the non-Pacific population is provided in [Table 4](#). While this data is from 2006 and it seems likely that both the Pacific and non-Pacific population will have aged since then, the Pacific population will still have substantially greater share of its population

under 20 years than the non-Pacific population. The median age of the Pacific population in 2006 was just 21.2 years while that of the non-Pacific population was nearly 36 years.

## WHAT DOES THE FUTURE HOLD?

The Pacific population is young and to some extent diverse. This youth and diversity will mean that Pacific people, and perhaps by extension Pacific cultures, will play a disproportionate role in the social and perhaps the economic future of Auckland, in particular South Auckland. This influence and impact is already apparent and it is likely to grow on account of the youth and the higher growth rate of the Pacific population.

The challenge here is for planners to appreciate what this growth means in terms of future demand and provision of public services, especially in South Auckland. The Pacific influence outside of Auckland will most likely remain fairly limited at least for some decades to come. However, given the often stable and at times declining populations in some areas, the contribution Pacific people make to these local communities will be appreciated more and more.

**Table 4: Comparison of population age structures (2006)**

Age group	Total population	Pacific	Non-Pacific
0–4 Years	6.8%	13.1%	6.4%
5–9 Years	7.1%	12.6%	6.7%
10–14 Years	7.6%	12.0%	7.3%
15–19 Years	7.5%	10.4%	7.2%
20–24 Years	6.7%	7.8%	6.7%
25–29 Years	6.0%	7.1%	5.9%
30–34 Years	6.9%	6.8%	6.9%
35–39 Years	7.5%	6.8%	7.5%
40–44 Years	7.8%	6.0%	7.9%
45–49 Years	7.3%	4.8%	7.5%
50–54 Years	6.3%	3.8%	6.5%
55–59 Years	5.8%	2.9%	6.0%
60–64 Years	4.5%	2.1%	4.6%
65+ years	12.3%	3.8%	12.9%
<b>Under 20</b>	<b>29.0%</b>	<b>48.1%</b>	<b>27.6%</b>
<b>20–39 years</b>	<b>27.1%</b>	<b>28.5%</b>	<b>27.0%</b>



Tongan-born Captain Sila Siufanga serves with The Salvation Army in Hamilton

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## THE SALVATION ARMY & PACIFIC PEOPLE

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The Salvation Army has been actively working in New Zealand since 1883, celebrating 130 years of service in 2013. The Salvation Army is dedicated to working with and serving all peoples regardless of ethnicity, sexuality, gender or socioeconomic status. As of 2013, there were over 58 community ministry centres and over 35 corps (Salvation Army churches) around New Zealand. The New Zealand Territory of The Salvation Army also extended out to Fiji in 1973 and to Tonga in 1985, with both island nations having local corps and social services firmly established.

The Salvation Army was active in the support and recovery efforts in Fiji following two major floods in 2012. Fiji has 13 corps, three centres for emergency accommodation for women and children, seven early childhood education schools.<sup>33</sup> Tonga has developed five corps, two early childhood centres and provides other social and welfare services.<sup>34</sup> The Salvation Army also responded quickly to the 2009 Tsunami that wreaked havoc and large losses of life in Samoa, Tonga and American Samoa. The Salvation Army sent teams to Samoa to support in the recovery and aided survivors of the tsunami arriving at Auckland International Airport.<sup>35</sup>

The Salvation Army is committed to working with Pacific people in New Zealand in three main ways. Firstly, there are a number of Pacific people who are members of The Salvation Army corps across New Zealand. As of March 2013, there were over 60 Pacific officers (those with official ranks within The Salvation Army) and cadets (those training to be officers) across New Zealand, Fiji and Tonga.<sup>36</sup>

Secondly, The Salvation Army also employs many Pacific people in a variety of jobs. The Salvation Army has a network of family stores and community ministry centres scattered around New Zealand with several Pasifika staff. Additionally, The Salvation Army has a range of social programmes operating throughout the country and territory, including supportive accommodation, Oasis centres (problem gambling service), Employment Plus (employment training), the Bridge programme (drug and alcohol addiction), welfare (budgeting and welfare support), and the Courts and Prisons service. There are numerous Pasifika people employed in professional roles in all of these social programmes as social workers, budget advisors, and addiction workers and so on.

Finally, The Salvation Army engages with many Pasifika clients and families through these social services listed above, particularly through The Salvation Army Community Ministry hubs around the country that house one or more of these social programmes. [Table 5](#) below shows the number of Pasifika clients that have used various Salvation Army services between 2007–2012, including the budgeting service and food assistance programme we offer.<sup>37</sup>



It is evident from [Table 5](#) that more Pasifika people are using The Salvation Army's Community Ministry, food welfare, budgeting and Bridge (alcohol and drug addictions) services between 2007–2012 across New Zealand. These figures are truly worrying. For example, the amount of food parcels given to Pasifika people and families through our national network of food banks has increased 564% since 2007. The number of Pasifika Bridge clients we have has increased 180% since 2007. In terms of the budgeting sessions provided for Pasifika clients, our budgeters are now delivering over 6 times more the amount of budgeting sessions in 2012 than they were in 2007.



These are the ways in which The Salvation Army continues to engage the Pasifika communities, both in New Zealand and in the Island nations. But there are challenges in this relationship for The Army. For example, Pacific membership of The Army's corps in New Zealand is relatively low compared to Pasifika membership of other mainline Christian denominations. The Salvation Army is also working to increase the number of Pacific people moving on from being soldiers to become cadets and officers throughout the whole territory. However, it remains that in the New Zealand Fiji and Tonga Territory, The Army has a unique history of engagement with Pasifika people that shapes how it engages with this people group, both now and in the future. The Army is committed to strengthening this relationship through initiatives like this Pacific report and the various social programmes in New Zealand and the Pacific. The Army is also exploring new ways that important dialogue can be had with Pacific people, as well as other ethnic groups throughout New Zealand.

**Table 5: Pasifika clients using selected Salvation Army services 2007–2012**

Calendar Year	Community Ministry Clients	Food Parcels Provided	Budgeting Clients	Budget Sessions Provided	Additions Clients
2007	790	1140	241	537	150
2008	1188	1770	217	461	150
2009	1648	2819	292	746	163
2010	2126	3750	628	1508	223
2011	2750	5006	740	2341	212
2012	2914	6429	983	3331	272



# REPORTS

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A class of Year 2 students tuck into their bagels after Dawson Primary School in Otara was provided with morning tea by Abe's Bagels.

*New Zealand Herald*, 15 July 2011. Photography: Sarah Ivey / *New Zealand Herald*

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## PACIFIC CHILDREN & YOUTH

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### EDUCATION

Education success is a long term outcome so it is not always possible to gain reliable insights into the educational fortunes of a population from a single year snapshot. The seeds to educational success during the final years of secondary school or at university are sown over the preceding 15 or 20 years of a student's life. So a longitudinal rather than a slice-of-time assessment of education indicators is required if we are to gain an accurate assessment of how the education system or process is working for groups of people.

The picture of educational outcomes offered here is not a longitudinal one but rather a series of snapshots from a variety of angles taken over the past five years. This approach is taken in part because consistent data going back 15 or 20 years is not yet available, or not available in a consistent form. This absence notwithstanding, there are some consistent themes within Pacific communities' experience of education over the past generation which are well illustrated by contemporary snapshots. These consistent themes include poor access to and poor engagement with early childhood education and the concentration of Pacific people in low income neighbourhoods and their children in low decile schools. Yet despite these consistent themes of deprivation there is some evidence that some Pacific groups are succeeding within the education system and there is evidence that this success is a recent change.

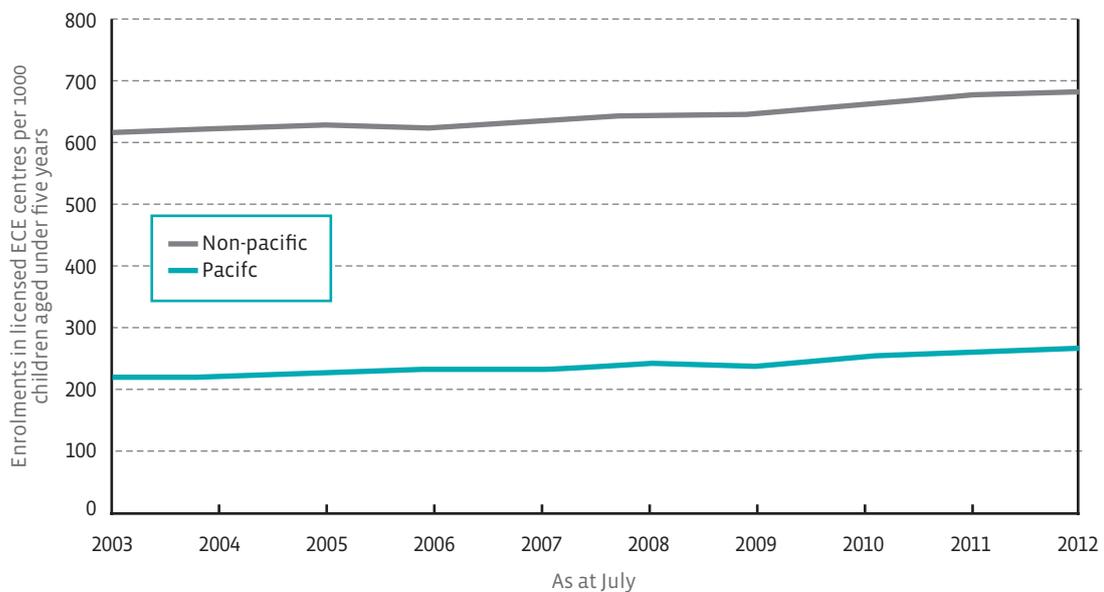
### EARLY CHILDHOOD EDUCATION

Data on Pacific children's engagement with early childhood education is mixed and may even be seen as misleading. A rather simplistic survey published by Ministry of Education reports prior participation in early childhood education (ECE) by new entrants to primary school.<sup>38</sup> This survey is simplistic because it does not inquire or at least report the nature or extent of such participation so fails to examine qualitative differences in this experience.

The Ministry of Education survey does offer a picture of improving rates of ECE participation by Pacific children. For example, ECE participation improved from 75.8% of Pacific new entrants in 2000 to 86.8% in 2012. In comparison, European/Pakeha participation improved from 94.2% to 98.0% over the same period.

There is reason to believe that there are qualitative differences in these participation experiences and it is possible that these differences are illustrative of disparities and disadvantages for Pacific children (and Māori children). For example, rates of enrolment between Pacific and non-Pacific children have been and remain widely different with non-Pacific children having enrolment rates more than twice that of Pacific children. This difference is illustrated in [Figure 1](#).

**Figure 1: ECE enrolment rates for Pacific and non-Pacific children**



The Government’s ECE policy targets ECE participation for 3–4 year olds, but even in this targeted age group, Pacific participation lags behind that of non-Pacific children by a considerable margin. In 2012, 97% of all 3–4 year olds were enrolled in a licensed early childhood facility, while just 48% of Pacific 3–4 year olds were.<sup>39</sup>

## SCHOOLS

At school, Pacific children tend to be concentrated in low decile or poorer schools although this trend appears to be less pronounced in recent years. While these low decile schools are not necessarily inferior educationally, they typically struggle to meet the educational and pastoral needs of the children they serve and the educational outcomes achieved are often not as good as those of schools in middle class communities.<sup>40</sup>

Between 2002 and 2012 the proportion of students attending decile 1, 2 and 3 schools (the poorest) who were Pacific rose from 21.3% to 26.6%. Over the same time however, the proportion of Pacific students attending decile 8, 9 and 10 schools also rose from 1.9% to 3.2%. This across the board rise was due to the higher Pacific birth rates which have been mentioned earlier in this paper. Over the last decade more Pacific students are attending higher decile schools as this broadening of the Pacific population has taken place. Between 2002 and 2012 the proportion of Pacific students going to a decile 1, 2 or 3 schools fell from nearly 68% to 59% although Pacific students remain 2.7 times over represented in these schools.

## STUDENT ENGAGEMENT

The engagement of Pacific students in their schools appears to have improved over the past five years with suspension rates falling from 8.6 suspensions per 1000 students to 5.4 which are just above the national average.

## STUDENT ACHIEVEMENT

Pacific achievement in National Certificate of Educational Achievement (NCEA) assessments and examinations appears to have improved over the past five years, but these achievements continue to lag behind New Zealand averages. Between 2007 and 2012, the proportion of Pacific Year 11 students achieving Level 1 NCEA rose from 44% to 59% while over the same time the New Zealand achievement rates rose more modestly 61% to 67%. Similar improvements for Pacific students can also be seen in NCEA Levels 2 and 3 and in University Entrance (UE) results, although wide gaps still remain.

Perhaps most pleasing is Pacific students' participation in tertiary education, which appears to be at similar levels to non-Pacific students. While a smaller percentage of Pacific students compared to non-Pacific students are achieving UE qualifications, it seems that those that do are more likely to attend university.

**Table 6: Education key indicators**

	2007	2012
Pacific under 5 population as % of NZ under 5 population	14.4%	16.0%
Pacific ECE enrolments as % of all ECE enrolments	5.8%	6.9%
Enrolment gap—additional enrolments to raise to NZ rate	14,500	18,000
Pacific school enrolments as % of all NZ enrolments	9.2%	9.9%
Pacific enrolments in decile 1, 2 and 3 schools as % of all enrolments in decile 1, 2 and 3 schools	24.8%	26.6%
Pacific enrolments in decile 8, 9 and 10 schools as % of all enrolments in decile 8, 9 and 10 schools	2.7%	3.2%
Over representation in decile 1, 2 and 3 schools	2.7 times	2.7 times
NZ wide age standardised suspension rate (per 1000 students)	6.5	5.2
Pacific age standardised suspension rates (per 1000 students)	8.6	5.4
NZ wide Year 13 UE achievement rate	50.0%	49.9%
Pacific Year 13 UE achievement rate	23.8	34.4%
NZ participation rate of over 15 population in university	4.4%	4.3%
Pacific participation rate of over 15 population in university	4.4%	4.4%

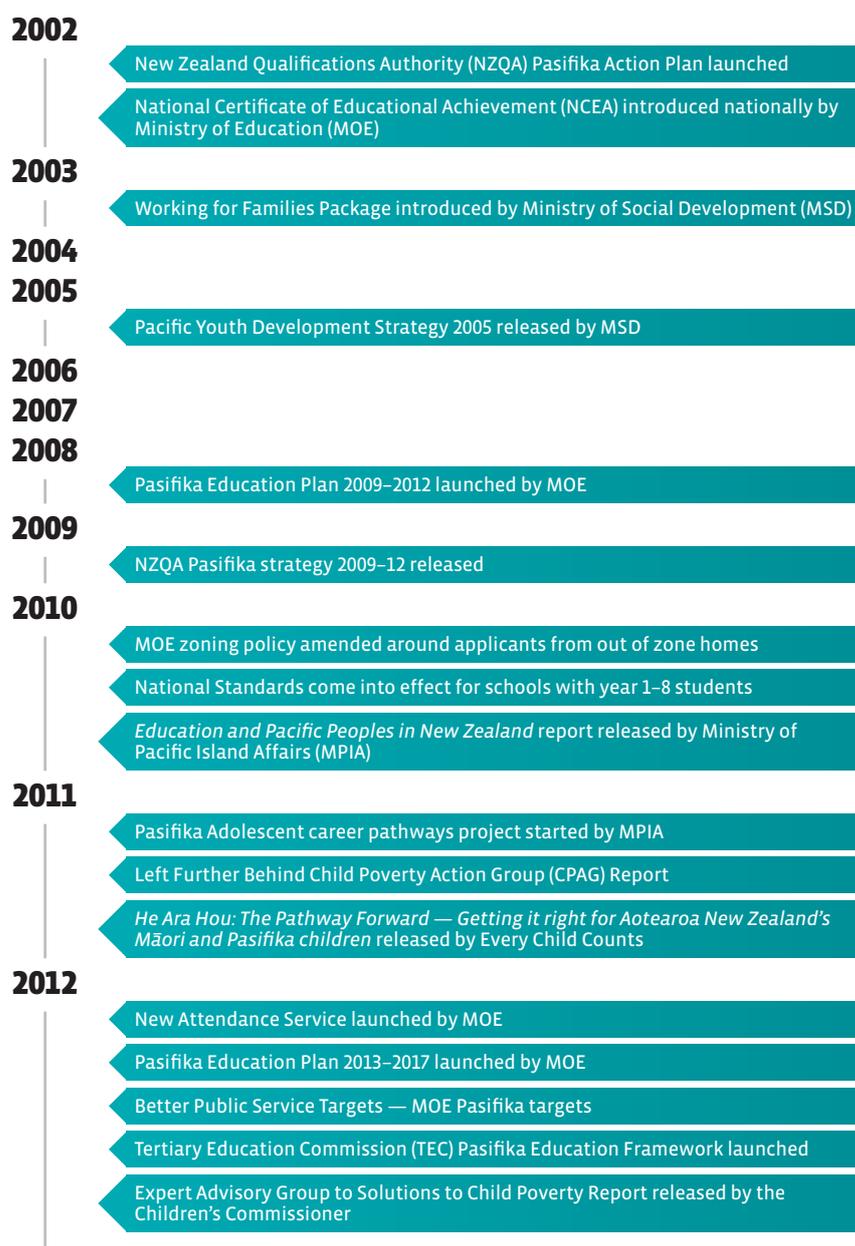
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For example, in 2011 just over 4% of Pacific people aged over 15 were attending university, which is the same proportion for the national population.

These outcomes and trends present a picture of Pacific peoples' success in educational adversity. Despite early disadvantage, the engagement, achievement and advancement of Pacific students is climbing towards the levels of non-Pacific students. The statistics cited here and in [Table 6](#) above would suggest this. However, there may also be a picture of large differences of experience and gaps of attainment within Pacific groups whereby those who do well do as well as other New Zealanders, while those who struggle continue to miss out. The numbers of people in this second marginalised group appears to be declining, given recent progress in NCEA results.

## MILESTONES

Figure 2



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## MOVING FORWARD

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### EDUCATION (BREAKFAST AND LUNCH IN SCHOOLS) AMENDMENT BILL

This Bill seeks to introduce nutritious, fully state-funded breakfast and lunch programmes into all decile 1 and 2 schools and some other designated schools in New Zealand. This Bill has been presented as an immediate response to child poverty in New Zealand. With over 40 per cent of Pacific children in New Zealand living in some measure of poverty,<sup>41</sup> initiatives such as the Breakfast and Lunch Programmes in Schools would directly contribute to the eradication of poverty for Pacific children and families.

As of March 2013, there were 523 decile 1 and 2 schools across New Zealand (more than twenty per cent of all schools) with 114,373 children and young people enrolled.<sup>42</sup> About 31 per cent (35,667) of these children are Pasifika and 48 per cent (55,254) of these children were Māori. Consequently, any initiative targeting food assistance in decile 1 and 2 schools would definitely impact on these Māori and Pacific children and families.<sup>43</sup>

Of course, there are challenges to such a policy, including arguments that New Zealand simply cannot afford to fund these types of programmes. It has been suggested it would cost about \$100 million a year to deliver this programme to Decile 1 and 2 schools and any other designated school. Some might claim that parents and caregivers could shirk their responsibilities of providing regular and nutritious meals for their children if this Bill passes.

We believe this type of policy could practically and effectively affect the development of Pacific children in New Zealand. We acknowledge there are fiscal constraints and we urge the Government to ensure parents are involved in supporting these programmes. We also believe that the Government should collaborate with the agencies already delivering food programmes into schools to ensure funding is not cut for these groups and that information and sponsorship can be shared.

### EXPERT ADVISORY GROUP RECOMMENDATIONS

The 2012 report from the Children's Commissioner's Expert Advisory Group (EAG) on Solutions to Child Poverty offered a raft of immediate, medium and longer term recommendations. They also made eight recommendations that were targeted at reducing child poverty for Pasifika children and families. These ranged from a call for the increased implementation of the Orama Nui Pacific Housing Strategy through to improving transitions for Pacific youth into employment and enhancing Pasifika access to health care services.

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We are supportive of these specific recommendations for Pasifika children. We believe that most, if not all, of the recommendations the EAG makes throughout their report will have direct impacts for many Pasifika children.

The Expert Advisory Group also makes major recommendations like a Child Payment and the reforming of the Family Tax Credit and the In-Work Tax Credit in their report. The Social Policy and Parliamentary Unit are undertaking a comprehensive analysis and report of all child support measures in New Zealand over the next 12 months. These measures could help decrease the levels of Pasifika children in some form of material poverty but further analysis is required, particularly since budgets would need reprioritisation and further capital investment is needed.



Sue Tinei at the Monarch Fullfilment Centre in Mangere, where she worked after being unemployed for several years. She found work thanks to the Pacific Wave strategy to get unemployed Pacific Islanders into the workforce.

*New Zealand Herald, 14 July 2005. Photography: Martin Sykes / New Zealand Herald*

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## WORK & INCOMES

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### THE ECONOMIC STATUS OF PACIFIC PEOPLE

Data on the economic status of Pacific people is limited and often unreliable, making it difficult to assemble an accurate picture of level of prosperity or adversity that Pacific people experience. Much of the information used to create a picture of a population group's economic status is drawn from the five yearly Censuses. However, because the 2011 Census was postponed, at the time of the writing of this paper the Census information on such indicators of household income levels and sources and housing tenure is very dated. More up to date information on household economic indicators is provided through Statistics New Zealand's annual Household Economic Survey and Income Survey and its quarterly Household Labour Force Survey. These surveys have limited sample sizes so when it comes to the Pacific proportion of these samples (which will only ever be 8–10%). Therefore the reliability of the results can be poor. These surveys are however useful in providing us both with a picture of how Pacific people are faring relative to others. Another limited but reliable source of data on the economic status of people are welfare benefits. But this data is limited only to welfare benefit recipients. But it is reliable because these figures are factual and not estimates as with the surveys mentioned earlier.

### EMPLOYMENT AND UNEMPLOYMENT

As a sample survey and because of the same sample sizes of Pacific respondents the Household Labour Force Survey is prone to relatively high margins of error in its estimates of Pacific employment and unemployment. This makes comparisons over extended periods unreliable so the following discussion must be interpreted with this caveat.<sup>44</sup>

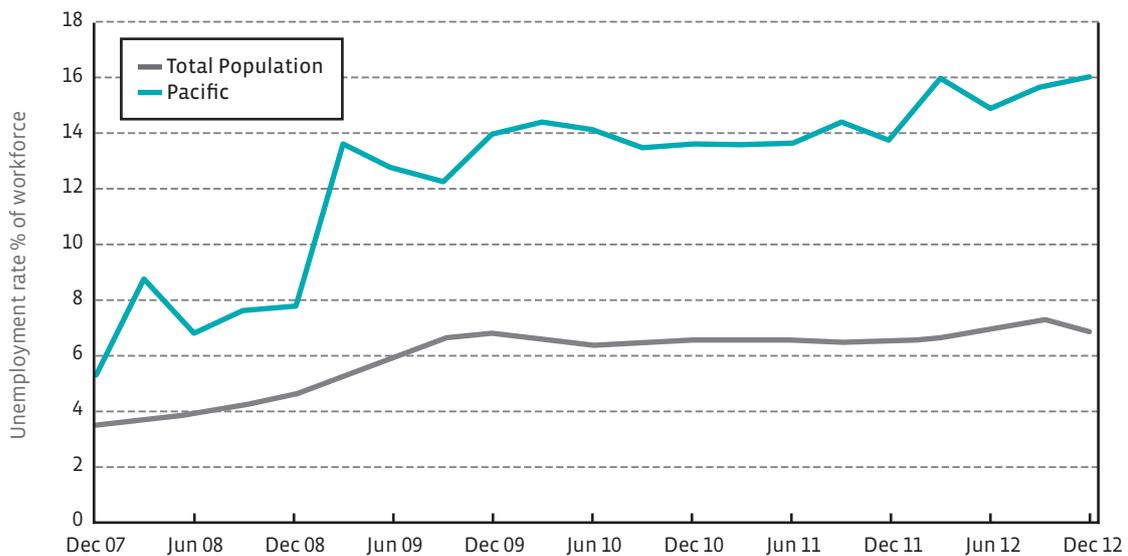
**Figure 3** offers a summary of changes in unemployment rates for Pacific and the New Zealand population for the period 2007–2012. Whether the sharp rise in Pacific unemployment is due to forecasting anomalies or to a deteriorating labour market post-2007 financial slump, or to both, is difficult to determine. On any account, the unemployment rate for Pacific people over the past three years has consistently run two times to three times ahead of unemployment for the general population.

Estimation of unemployment rates are also made difficult by sample sizes but also by how people are defined as being unemployed. Many people who are out of work and not actively seeking a job are classified as jobless rather than unemployed so are not included in unemployment figures but deemed not to be participating in the labour force. Changes and differences in the rate at which people participate in the labour force is an indicator of changes

to how people are feeling about their job prospects. When times are tough more people become discouraged and stop actively looking for work so fall off the number of unemployed. This is evident with many of the clients The Army serves, particularly as they struggle to find appropriate work to their family circumstances or face major health issues, and subsequently become discouraged from proactively seeking employment.

Consistently, Pacific labour force participation rates are lower than those for the total population. For Pacific this rate has fallen further since the 2007 financial collapse than it has for the overall population. In late 2012 the overall labour force participation rate was 67.4% of the total working age population, while for Pacific people it was 59.6%. This lower participation rate may be hiding further unemployment amongst Pacific people.

**Figure 3: Household Labour Force estimates of unemployment rates: 2007–2012**



## HOUSEHOLD INCOMES

The Household Economic Survey and the New Zealand Income Survey offer us an idea of where Pacific income earners sit in relation to other income earners. One indication that is consistent through the survey is that Pasifika consistently sit at the bottom in terms of income levels. The Household Labour Force Survey reports on income distribution by ethnicity across deciles of incomes. In 2007 Pacific people made up 8.3% of those people receiving incomes in the poorest decile, yet they only made up 5.6% of the adult population receiving this income. By 2012 this share of the bottom quartile had grown to 12.6%, more than twice the 6.1% Pacific share of the adult population.

Similarly, the income gap between Pacific people and other New Zealanders has widened over the five years between 2007 and 2012. For example, the average income received by New Zealanders aged 16 and over rose from \$667 per week in 2007 to \$721 while for Pacific people this average hardly moved—shifting from \$477 to \$479 between 2007–2012. Gaps between Pacific people and others in median and average wages appeared to have narrowed over this period however.

## BENEFIT DEPENDENCY

Pacific people are overrepresented in welfare queues, although not as much as their unemployment levels suggest they could be. At the end of December 2012 there were 24,100 working age Pacific people (18–64 year-olds) receiving one of the four main working age benefits administered by Work and Income New Zealand (WINZ). These people represented 7.8% of the total number of benefit recipients (at the time was 307,681 people). This compares with the Pacific share of the total working age population of around 6.9%. These figures meant that at the end of 2012, 12.8% of working age Pacific people were receiving a benefit, compared with 11.2% of New Zealand's working age population. This difference hardly seems significant given the relative youth of the Pacific working age population and the likelihood that younger people and especially people with children are more likely to need the assistance of benefits given their higher unemployment rates.

## PROBLEM DEBT

It is useful to briefly discuss here the experience of Pacific people with debt. In 2012, the Families Commission released a fairly large and comprehensive research, *Pacific Families and Problem Debt*.<sup>45</sup> We won't repeat the findings of this research, except to point out that this research proposed some solutions to problem debt for Pacific people such as early intervention and information for Pacific families, and raising awareness of debt-related issues in the Pacific Island nations. This research also challenged the Government, financial service providers, churches and the Pacific community itself to acknowledge the harmful impacts of problem debt and collaborate to develop effective solutions. In [Table 5](#) earlier in this report, we detailed the massive increases in the number of Pacific clients using our budgeting services between 2007 and 2012. We contend that problem-debt issues will continue to seriously impact on many New Zealanders in the near future, regardless of ethnicity or socio-economic status. We will monitor this social policy area closely.

## SUMMARY

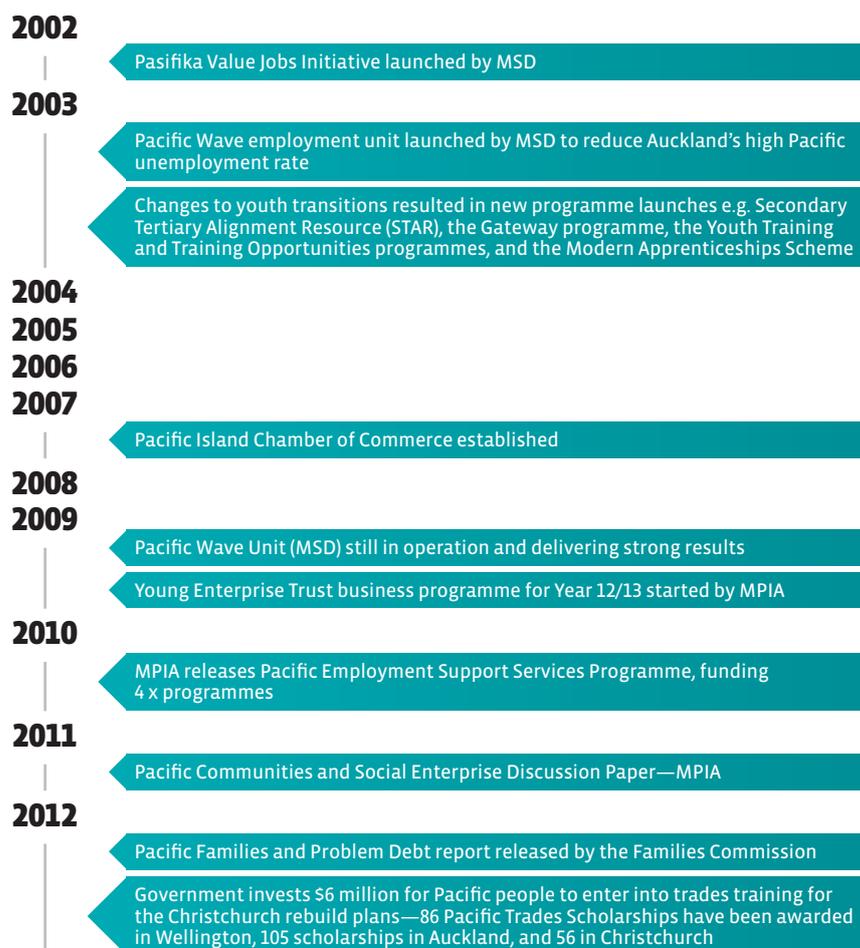
At the end of 2012 Pacific people appeared to be relatively worse off in economic terms than they were in 2007 just prior to the global financial crisis. In other words Pacific people appear to have been hit more severely by the effects of this crisis than other New Zealanders. Unemployment for Pacific people has risen faster than for others and has remained high during what is proving to be a fragile recovery. They have lost ground to others in terms of relative incomes and now earn or receive a smaller fraction of the national average income than they did five years ago. While rates of benefit dependency have risen for Pacific people these rises have not been commensurate with the increases in unemployment and those slipping out of the workforce. This suggests that Pacific people are finding other ways of sustaining themselves perhaps placing greater pressure on family budgets than before.

**Table 7: Economic Status Key Indicators**

	2007	2012
Unemployment rate for total population (Dec Q)	3.5%	6.9%
Unemployment rate for Pacific people (Dec Q)	5.2%	16.0%
Labour force participation rate — total population (Dec Q)	68.2%	67.4%
Labour force participation rate — Pacific people (Dec Q)	62.5%	59.6%
Pacific working age population as % of NZ working age population	6.2%	6.9%
Pacific share of all adults in NZ population	5.6%	6.1%
Pacific share of all adults in lowest income decile	8.5%	12.6%
Average weekly income all sources — total population (Jun Q)	\$667	\$721
Average weekly income all sources — Pacific people (Jun Q)	\$477	\$479
Median hourly wage — total population (Jun Q)	\$18.00	\$20.86
Median hourly wage — Pacific people (Jun Q)	\$15.00	\$18.00
Welfare beneficiaries as % of working age population — total population	9.6%	11.2%
Welfare beneficiaries as % of working age population — Pacific people	11.0%	12.8%

## MILESTONES

Figure 4



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## MOVING FORWARD

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### PACIFIC WAVE EXAMPLE

The Pacific Wave Unit was established in 2003 by the Ministry of Social Development to reduce Auckland's high Pacific unemployment rate. The guiding principle of this Unit was the belief that increasing employment opportunities, job retention and income levels would naturally reduce welfare dependency and increase the economic wellbeing of Pacific people. This Unit acted as a community conduit, working between low decile schools, community groups, employers and MSD. The Unit had dedicated work brokers of Pacific ethnicity working with MSD clients. They gained some early success, with the number of Pacific people receiving an unemployment-related benefit in Auckland dropping significantly from 5,288 in July 2003 to 2,642 in March 2006.<sup>46</sup> But by 2009, this number had again increased to 4,045 Pacific people.<sup>47</sup>

The Unit has now undergone significant shifts in the last three years, moving to a more decentralised model where the Unit staff work more as case managers in various WINZ offices in Auckland. With record Pacific unemployment levels sitting at around 16% of the Pacific working age population, this might be a good time to revisit and strengthen this policy initiative. If this type of Unit is established again, we believe the mandate given to the original team in 2003 is still relevant in 2013 and beyond. We are also unaware if any evaluations of the Pacific Wave Unit have happened since 2003. But any return to this type of targeted approach would need to be thoroughly evidence and results based and have meaningful targets. We also believe similar types of programmes in other areas with high concentrations of Pacific unemployed people and Pacific communities like Tokoroa, parts of Wellington, Hawkes Bay and parts of Christchurch could greatly benefit Pacific development in those communities as well.

### YOUTH UNEMPLOYMENT AND TRAINING

The Pacific Employment Support Services programme initiated in 2010 is administered by the Ministry of Pacific Island Affairs (MPIA) and aims to support disengaged Pacific youth into employment and training. Originally, the Pacific Economic Development Agency received this \$4.8 million in funding in the 2010/11 Budget. But after public outcry and political jousting, the funding was pulled from this Agency and assigned to the MPIA who selected four Auckland based providers to provide solid pathways for Pacific young people into employment or education: C-Me Mentoring Foundation Trust, Crosspower Ministries Trust, In-Work New Zealand Ltd and SENZ Charitable Trust.

We applaud this targeted type of approach, especially with Pacific youth unemployment at a record level. We understand the Auckland focus of this kind of initiative but we believe a similar and possibly smaller version of this programme could be rolled out in other areas with high Pacific youth unemployment or disengagement. Areas like Tokoroa, parts of Wellington, Hawke's Bay and parts of Christchurch could greatly benefit from this type of programme.

## HARMFUL DEBT

In this report, we have not included any indicator around harmful debt for Pasifika communities. The Social Policy and Parliamentary Unit are currently working on a project focussed on the drivers and effects of harmful debt for people across New Zealand over the next 12 months. We believe this area of harmful debt and debt recovery processes (through the courts and other means) will continue to worsen in the coming years as more New Zealand families struggle with high living costs, high unemployment and relatively low incomes, and unfortunately turn to borrowing harmful debt.

## CASE STUDY AUSTRALIA

In the 12 months to June 2012, a record high 53,763 people left New Zealand for Australia. This follows the trend we highlighted in our *She'll Be Right* report where nearly 150,000 people have left New Zealand for Australia between 2007 and 2012.<sup>48</sup> During this same period, unemployment was nearly double what it was five years ago in all of the three accepted measures of unemployment — official unemployment, joblessness and registered unemployment.<sup>49</sup> In 2012, the unemployment rate (unemployed people expressed as a percentage of the labour force) was 14.8% for Māori and 16% for Pacific, compared to 5.5% of New Zealand Europeans. In the Household Labour Force Survey December 2012 quarter, the unemployment rate for Pacific still sat at around 16% but now the employment rate (number of employed people expressed as a percentage of the working age population) fell to 50.1% in the year to December 2012.

### The story in Oz!

Within this economic climate, more Pacific people and other New Zealanders are flocking to Australia seeking employment, higher wages and new opportunities. But there have been visible signs of a slowing economy

in Australia. For example, the Australia Bureau of Statistics reports that the unemployment rate as of February 2013 is sitting around 5.4% of the working age population, equating to around 660,000 people unemployed.<sup>50</sup> However the Roy Morgan Research Institute estimates that 10.9%, or 1.3 million, of Australia's workforce are unemployed as of February 2013.<sup>51</sup> But the attraction to move to Australia is still massive. For instance, the Roy Morgan Research Institute state that in December 2012, the average Australian income of \$61,400 is 23% more than the average income in New Zealand of \$48,600.<sup>52</sup> Also in 2012, the average full time Australian worker earned \$75,700 compared to \$61,000 for the average full time New Zealand worker.<sup>53</sup> Despite news of a slowing Australian economy, New Zealanders continue to see Australia as a viable option away from the lower incomes and high unemployment at home.

As of June 2012, the Australian Department of Immigration and Citizenship estimated that over 647,000 New Zealand Citizens were present in Australia, with over 500,000 now living permanently there.<sup>54</sup> This has essentially been facilitated through the 1973 Trans-Tasman Travel Arrangement that previously allowed free travel between the two countries for citizens. Since 1994, all New Zealand citizens travelling to Australia had to hold a Special Category Visa (SCV) which is a temporary visa.

A major change occurred in 2001 when Australia introduced new social security rules for New Zealand citizens residing in Australia. New Zealand citizens arriving on or after 27 February 2001 now had to be granted a permanent visa to obtain Australian citizenship, sponsor other family members for permanent visas, and access specific social security benefits. Furthermore, New Zealand citizens with the SCV were not eligible to vote in government elections or access student loans in Australia.

### **The results**

The heart of these new social security policies was to block 'backdoor' migration from Pacific Islanders and Hong Kong Chinese people with New Zealand citizenship trying enter Australia, and to lower the social security payments to expat New Zealanders accessing the Australian welfare system. Tens of thousands of expat Kiwis on the SCV who arrived after 2001 are now effectively blocked from permanent residency and Australian citizenship, and their related benefits.

In their submission in 2012 to the Joint Productivity Commission Initiative

between New Zealand and Australia, the Australian Multicultural Council (AMC) called for more research into the social and economic condition of New Zealand citizens living in Australia. The AMC stated this research was needed because the 2001 policy changes had 'led to financial hardship for many New Zealand citizens living in Australia while simultaneously creating a permanent second class of people.'<sup>55</sup> The AMC adds that 'the emergence in Australia of an economically disadvantaged group, which also identifies as socially marginalised, appears not to have been considered or addressed.' The fact that a number of these individuals are of Māori, Samoan, Tahitian or other Pacific Islander heritage can contribute to a sense of exclusion based on cultural identity.<sup>56</sup>

There should be huge concerns for the state of Pacific people, and all expat Kiwis, living in Australia and living under these 2001 social security policies. These expat Pacific Islanders and other Kiwis are effectively being excluded from fully participating in Australian society. These expats are paying over \$2.5 billion (Australian dollars) in tax but are ineligible for welfare payments, student loans, apprenticeships, disability payments and numerous other benefits.

### **The warning signs**

For Pacific people specifically, the future scenarios are unclear and potentially dire. Pacific people in Australia are often working in low paying and unskilled jobs. If they are on the SCV, then as mentioned above, they are ineligible for other crucial benefits and support. Pacific people are also centralised on the Eastern seaboard of Australia (Sydney, Brisbane etc.) where job opportunities continue to shrink. Consequently, some Pasifika young people are turning to criminal activities and other antisocial behaviours as they face growing poverty, marginalisation, and exclusion from benefits and higher education support. In the last 12 months alone, Australian media has reported on the increasing links between Pacific people to criminal activities,<sup>57</sup> and reported on major disturbances involving Pacific youth in Sydney<sup>58</sup> and Brisbane.<sup>59</sup> Of course, the large majority of Pasifika people in Australia who are either Australian permanent residents or citizens, or on the SCV, are not turning to these behaviours and are instead hardworking and functioning well. But the state of Pacific people, and other expat Kiwis in Australia, shows real danger signs that both the New Zealand and Australian governments must address immediately or continue to face the consequences in the immediate and long term future.



A Disability Law Centre was set to have its funding withdrawn from July 2013, closing the centre. Jade Farrar attended a community hui, a last chance to give feedback to the Ministry of Justice.

*The Aucklander*, 30 July 2012. Photography: Kellie Blizard / *The Aucklander*

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# CRIME & PUNISHMENT

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## CRIMINAL OFFENDING

A complex and somewhat concerning picture is emerging around criminal offending by Pacific people. This complexity is caused by the relative youth of the Pacific population compared to the rest of the New Zealand population. Additionally, some concern emerges around the relatively high levels of violent offending by Pacific people.

Pacific people make up just over 8% of New Zealand's population yet in 2012 10% of those convicted for a criminal offence were Pacific. A summary of criminal convictions for the five year period 2008–2012 is provided in [Table 8](#) which illustrates this point.

Much of the apparent overrepresentation of Pacific people in criminal offending statistics can be explained by the relative youth of the Pacific population. In New Zealand overall over half of all offending is done by people in 17–29 year-old age group and 85% of this offending is done by males in this age group. In fact males aged between 17 and 29 years make up only 9% of New Zealand's population and commit (or are at least convicted of committing) over 45% of the crime.

This concentration of offending to one relatively small population group means that if an ethnic group has a high proportion of this age group, then it is likely this ethnic group will also have a high rate of criminal offending. This high rate is not necessarily due to higher offending rates by people within this ethnic group but can be related to the group's demographic structure. This characteristic appears to account for some but not all of the apparent overrepresentation of Pacific people in conviction statistics.

As mentioned earlier in this report, the Pacific population is very young in comparison with the non-Pacific population. Nearly half (47%) of New Zealand's Pacific population is aged under 20 years old against just 27% of the non-Pacific population. Conversely, 13% of the non-Pacific population is aged over 65 years old while just 4% of the Pacific population is aged over 65.<sup>60</sup> This relative youth means that a greater proportion of the Pacific population is within the high offending age groups than the non-Pacific population. In 2012 an estimated 22% of Pacific people were aged between 17 and 29 while 18% of non-Pacific people were.

However, this difference in age structure only accounts for some of the difference in conviction rates between Pacific people and other New Zealanders. [Table 9](#) provides estimates of conviction rates for the Pacific and total New Zealand population. This illustrates the extent to which age structure alone cannot explain the differences in conviction rates. The differences are especially noticeable for violent offences.

For all age groups the rate of conviction of Pacific people is around 1.6 times that of the New Zealand wide population. Over the last five years the average rate of convictions for Pacific people is 435 convictions per 10,000 people while it was 275 convictions per 10,000 for the general population. Within these figures Pacific people appear to have the same propensity to be convicted for crimes of dishonesty (fraud, theft and unlawful entry/burglary) but are more than twice as likely to be convicted for an assault of some kind.<sup>61</sup>

These higher conviction rates for the whole Pacific adult population are not simply the result of the Pacific population being more youthful. If they were we could expect conviction rates for those in the high offending age groups to be similar between Pacific people and the general population. Table 9 shows that this is not the case.

Over the past five years the conviction rate of Pacific people aged 20 to 29 years was 1.2 times higher than that for the whole population of 20 to 29 year olds,

**Table 8: A comparison of criminal convictions for all ages (2008–2012 December years)**

	2008	2009	2010	2011	2012
<b>TOTAL POPULATION</b>					
Acts intended to cause injury	9,940	10,411	10,125	9,796	9,100
Sexual assault & related offences	610	626	644	619	711
Dishonesty	11810	11717	11554	10611	10635
Illicit drug offences	4,133	4,821	4,896	4,077	3,828
All offences	95,042	99,732	95,387	87,133	80,877
<b>PACIFIC POPULATION</b>					
Acts intended to cause injury	1,340	1,420	1,412	1,309	1,278
Sexual assault & related offences	79	71	80	67	91
Dishonesty	792	836	797	720	781
Illicit drug offences	192	220	175	181	155
All offences	8,472	9,614	8,939	8,480	8,126
<b>PACIFIC AS PROPORTION OF TOTAL POPULATION</b>					
Acts intended to cause injury	13.5%	13.6%	13.9%	13.4%	14.0%
Sexual assault & related offences	13.0%	11.3%	12.4%	10.8%	12.8%
Dishonesty	6.7%	7.1%	6.9%	6.8%	7.3%
Illicit drug offences	4.6%	4.6%	3.6%	4.4%	4.0%
All offences	8.9%	9.6%	9.4%	9.7%	10.0%

which in itself is not statistically significant. Rates of convictions of 20 to 29 year Pacific people for assaults is however 1.7 times that of the general population while conviction rates for dishonesty are slightly lower.

The good news here is that conviction rates for Pacific youth aged 17–19 years appear to be lower than the rate for the general population. Conviction rates for violence are similar between Pacific people and others within this age group.

**Table 9: A comparison of rates of criminal conviction (2008–2012 December years, per 10,000 people)<sup>62</sup>**

	2008	2009	2010	2011	2012
<b>ALL REPORTED CONVICTIONS</b>					
<b>TOTAL POPULATION</b>					
Acts intended to cause injury	31	32	30	29	27
Dishonesty	36	36	35	31	31
All offences	292	302	285	257	236
<b>PACIFIC POPULATION</b>					
Acts intended to cause injury	71	73	70	63	60
Dishonesty	42	43	40	35	37
All offences	450	494	445	409	383
<b>17 TO 19 YEAR-OLDS</b>					
<b>TOTAL POPULATION</b>					
Acts intended to cause injury	71	75	66	64	56
All offences	978	983	872	725	596
<b>PACIFIC POPULATION</b>					
Acts intended to cause injury	83	77	74	67	63
Dishonesty	122	118	108	88	96
All offences	731	776	644	536	457
<b>20 TO 29 YEAR-OLDS</b>					
<b>TOTAL POPULATION</b>					
Acts intended to cause injury	63	66	63	59	56
Dishonesty	78	76	74	68	66
All offences	613	646	611	555	516
<b>PACIFIC POPULATION</b>					
Acts intended to cause injury	94	108	109	115	94
Dishonesty	59	66	75	61	61
All offences	670	708	802	722	668

## EXPERIENCES OF CRIME

At best, patterns of conviction rates tell just a minor part of New Zealand's crime story. Convictions only account for around 20% of all reported crime, while social surveys tell us that only one in three crimes are actually reported to Police.<sup>63</sup> It's possible, then, that conviction patterns do not provide an entirely accurate representation of offending patterns, especially if some groups within the population are less inclined or less willing to report crime.

A reliable picture of Pacific people's experience as victims of crime is not available. The most recent evidence of New Zealanders' experiences of crime comes from the General Social Survey and the New Zealand Crime and Safety Survey, both of which were conducted in 2008. These surveys present quite different pictures of New Zealanders' experience of Crime.

Because of small sample sizes involving Pacific and Asian people these surveys have proven not to be reliable so any results offered by them on Pacific and Asian peoples' experience of crime needs to be viewed with some caution.<sup>64</sup> With this caveat in mind the survey results show that Pacific peoples' rate of victimisation by crime to be about the same as that for the general population although the New Zealand Crime and Safety Survey reported higher Pacific victimisation rates than the General Social Survey.<sup>65</sup> The 2008 New Zealand Crime and Safety Survey did however report, as a significant result, that Pacific people were 15% less likely to report crime than the general population.<sup>66</sup>

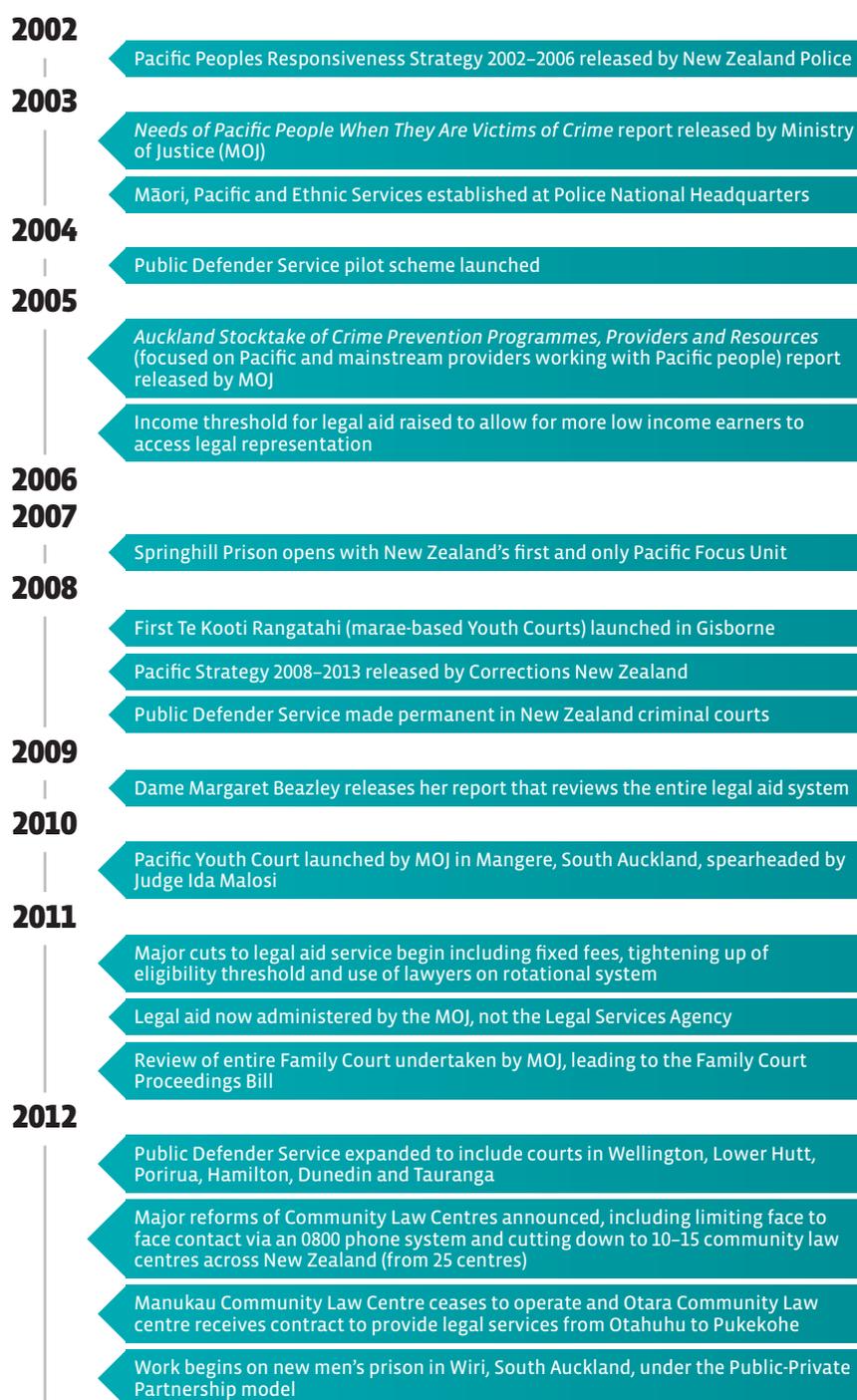
## IMPRISONMENT

Pacific people appear to be slightly over-represented in prisons even after taking the population's relative youthfulness into account. Over the past three years there have consistently been around 1000 Pacific people in prison and these make up 10% to 11% of the prison population. Against this Pacific people make up just fewer than 9% of the 20–29 year-old age group which is the age group most likely to be in jail.

Pacific prisoners are however slightly less likely than others to reoffend or to return to prison. For example in 2011/12, 32% of Pacific prisoners released within the previous two years had been re-imprisoned compared with 37% for the general population. Over the same period 53% of released Pacific prisoners had reoffended against a reoffending rate of 60% for the general population. While Pacific prisoners and offenders appear to be doing better in these stakes the outcomes for both repeat offenders and their victims is quite discouraging.

## MILESTONES

Figure 5



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## MOVING FORWARD

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### SALVOS LEGAL MODEL

As illustrated in [Figure 5](#) there have been major reforms of the justice sector in the last five years. Government has already indicated that more major reforms are pending. These reforms pose serious issues for Māori and Pasifika communities, and other vulnerable people and families in the communities. For example, Community Law estimates 75 per cent of their clients have limited means to afford quality legal representation across New Zealand.<sup>67</sup> They also claim over 28 per cent, or over 70,000, of the over 250,000 people they see and help per year across New Zealand are Māori or Pacific.<sup>68</sup> Changes to Legal Aid, Community Law Centres and the Public Defender Service will have major impacts for Pasifika people facing legal issues and requiring quality and affordable legal representation.

In 2005, Courtyard Legal was formed by Luke Geary out of the Auburn Corps in Sydney to provide free legal services to vulnerable people. In Australia, a law firm called Salvos<sup>69</sup> Legal was opened in 2010 by The Salvation Army in Australia.<sup>70</sup> By 2010, The Salvation Army supported Geary and Salvos Legal was birthed, operating as a normal commercial and property law firm. The unique element here is that the fees of Salvos Legal (minus expenses) are used to fund a sister law firm named Salvos Legal Humanitarian that provides legal aid services for marginalised and disadvantaged people in numerous sites throughout Sydney and Brisbane.

The reforms of New Zealand's legal services will likely continue to happen in the coming years. This Government has placed a huge emphasis on balancing the country's books and exercising fiscal prudence. In the end, our most marginalised and vulnerable people and families can suffer the most from these types of measures.

Therefore, new and innovative approaches that do not necessarily rely on Government contracts or funding must be explored to ensure these people can access quality, affordable and just legal services in New Zealand. Salvos Legal has provided a successful and effective model that could be replicated here in New Zealand. We believe that Legal Aid and Community Law Centres are vital services for some of our most vulnerable. But if their funding continues to be cut, then we need to look at other solutions to supplement the invaluable work these services do. For Pasifika, access to affordable and understandable legal help is crucial. Any new ways of working would likely benefit Pasifika communities and also all New Zealanders.





Harry Paniona, a gambler who sought help from the Problem Gambling Foundation, takes an axe to a pokie machine as part of a street theatre performance in Manukau City on Gamble-free Day.

*New Zealand Herald*, 1 September 2010. Photography: Brett Phibbs / *New Zealand Herald*

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## SOCIAL HAZARDS

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### A SNAPSHOT OF PACIFIC PEOPLE AND POKIE MACHINES

Table 10 offers a snapshot of the relationship between concentrations of Class 4 gaming machines and neighbourhoods and communities where Pacific people live. The comparisons offered here are between proportions of Pacific people in the each local or combined board area, the number of Class 4 gaming machines per capita, and the losses per capita from these gaming machines.

The relationship between where Pacific people live and where concentrations of gaming machines are is not straightforward and is not statistically significant. In these comparisons there are a few outliers: the most obvious is the Waitemata local board area (which includes the Auckland CBD) with large numbers of bars for a relatively small population—most of whom are not Pacific people.<sup>71</sup> Other outliers include Rodney and Papakura, which have high numbers of machines per capita and consequently high per capita gaming losses, but fairly low numbers of Pacific people locally.

Except for these outliers, the general pattern is high concentrations of gaming machines and high rates of per capita losses in neighbourhoods or communities with a high proportion of Pacific people. These areas include Mangere-Otahuhu, Papatoetoe-Otara, Manurewa and Maungakiekie-Tamaki. These are all areas which have Pacific people making up more than one quarter of the local population, and losses of more than \$200 per capita each year.

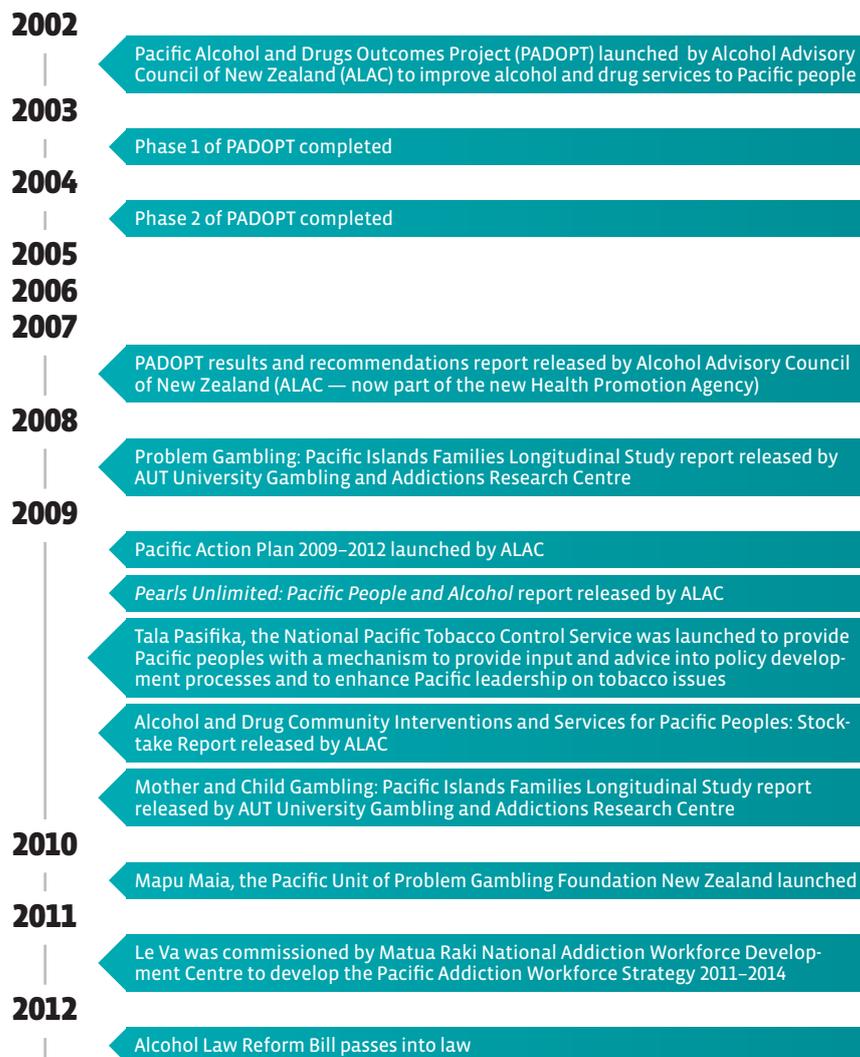
At the other end of the spectrum are local areas with per capita gaming losses of around \$100 per year or less and with few Pacific people in the local population. These areas include North Shore, Orakei, and Albert-Eden (areas with the highest household incomes in the city).

**Table 10: Pacific populations and Class 4 gaming machines**

Local area	Pacific population (Estimate)	Proportion of local population which is Pacific	Number of gaming machines per 10,000 people	Per capita losses on gaming machines \$s
Rodney	2,500	4.4%	56.57	236
North Shore	13,500	4.6%	21.55	105
Henderson-Massey & Waitakere	29,500	17.7%	21.03	146
Whau	15,000	18.8%	27.35	166
Waitemata	3,000	4.2%	62.43	349
Orakei	2,000	2.4%	17.29	69
Albert-Eden	10,000	9.8%	11.95	92
Puketapapa	9,500	16.3%	14.41	104
Maungakiekie-Tamaki	21,000	27.3%	34.38	203
Mangere-Otahuhu	44,000	54.9%	34.21	221
Papatoetoe-Otara	39,000	46.0%	38.03	269
Howick-Pakuranga-Botany	8,500	6.3%	24.16	151
Manurewa	29,500	32.1%	25.44	208
Papakura	7,000	14.7%	44.54	268
Franklin	3,500	5.2%	39.01	156
All of Auckland	237,500	15.9%	28.17	165

## MILESTONES

Figure 6





Moni Mataio inside his unit at the council-owned Otara Court. Residents were worried that changes to legislation could see accommodation such as theirs privatised in future.

*The Aucklander*, 26 March 2010. Photography: *The Aucklander*

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# HOUSING

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## PASIFIKA AND HOUSING IN NEW ZEALAND

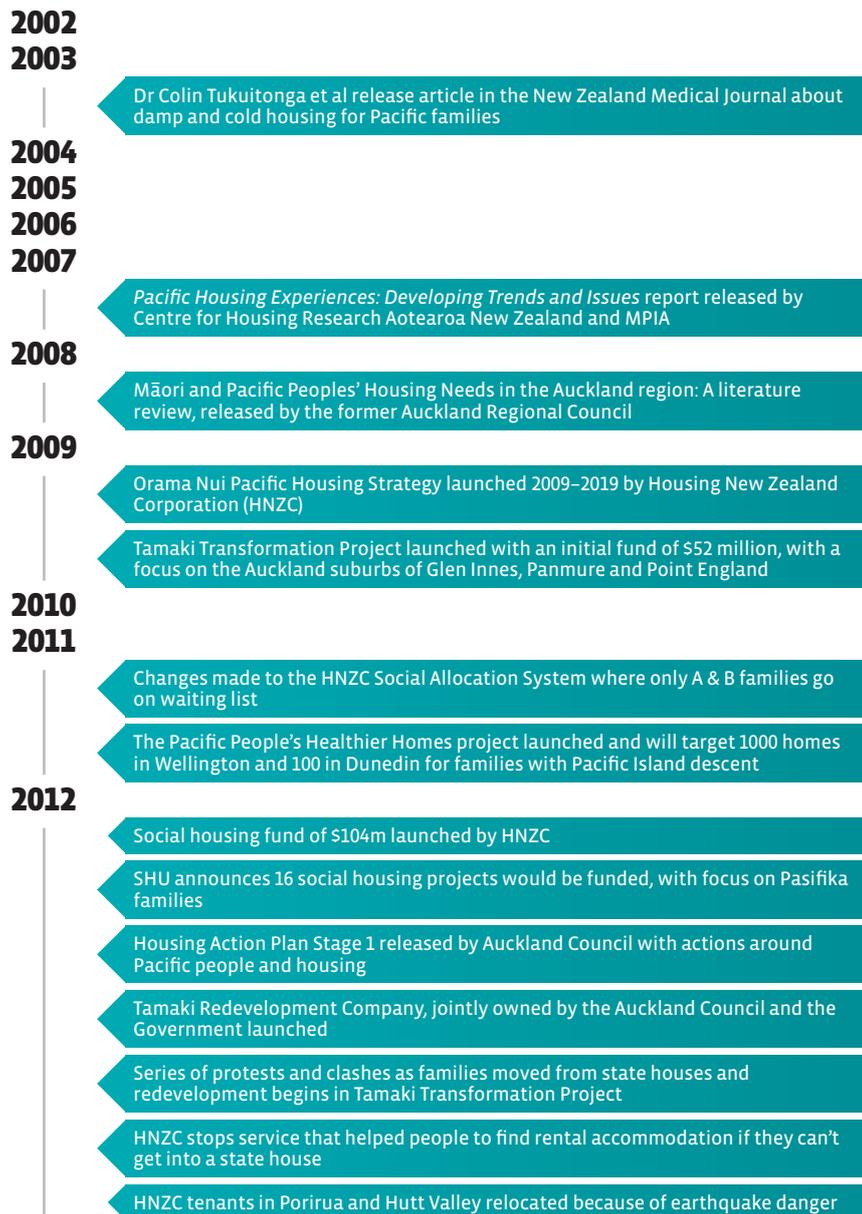
We are acutely aware that housing is a critical issue for Pasifika people in New Zealand. But our struggle is that there is a serious lack of accurate and current data to analyse for this report, particularly around the home ownership rates, housing affordability, and housing availability for Pasifika. The 2013 Census will provide this necessary data and so we will not engage in a detailed discussion on the social indicators around Pasifika and housing in this report. However, we want to highlight some key information that we do have.

Firstly, the 2006 Census showed that 58% of Pacific people in New Zealand lived in rental properties (either in private rental or Housing New Zealand houses), compared to 33% of all other New Zealanders. Conversely, only 37% of the Pacific population owned or partly owned their own home, compared to 67% of the total New Zealand population. Pacific people have the lowest rate of home ownership for any of the main ethnic groups in New Zealand. These figures indicate several things, including the high cost of housing in Auckland where the Pacific population is concentrated.<sup>72</sup> They also indicate that Pacific people are generally not moving from renting into home ownership. A 2007 report on Pacific housing trends recorded several barriers that hindered Pacific people moving into home ownership. This includes some Pacific people having lower incomes than other New Zealanders, bad credit, cultural and family obligations that made it hard to save for house deposits, and difficulties in accessing information and financial literacy support.<sup>73</sup> It will be very interesting to see the results of the 2013 Census around Pacific people and various housing indicators and compare these figures to the 2006 results.

Secondly, in April 2013, Statistics New Zealand published findings from their 2010/11 New Zealand General Social Survey on the perceptions that 8,550 Kiwis had about the condition and quality of their housing.<sup>74</sup> One of the key findings of this survey was that over 30% of Pacific people reported having major housing problems including the house being too cold, damp or small for their housing needs. Of course, this type of survey is highly subjective as it is based on the person's own perceptions of their conditions. The relatively small sample size of the survey should be noted as well. But this information is helpful in indicating some of the housing-related challenges facing Pacific people today. The Salvation Army is very accustomed to these issues as more Pacific people, and New Zealanders in general, seek our assistance to help look for safe and warm housing, help pay their rent or to aid with housing-related debt, health problems or stress. Again, these are areas of social policy and social research that require more current and robust data to provide accurate analysis and commentary.

## MILESTONES

Figure 6



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## MOVING FORWARD

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### ORAMA NUI HOUSING STRATEGY

The key plan for Pasifika and housing is the Orama Nui 10-year strategy. Orama Nui has four main outcomes. Outcomes 3–4 deal with relationships between HNZC, Pacific people and potential links in the community. Outcome 1 is about Pacific people having access to good quality and affordable rental housing whereas Outcome 2 is about Pasifika people and home ownership. This strategy is from 2009–2019. We believe it is crucial to regularly monitor the progress and outcomes of this strategy and we urge HNZC to provide more updates on the success of Orama Nui.

### HISTORY REPEATING ITSELF?

Earlier, we discussed the story of Pacific settlement and then displacement in inner city Auckland over the last 30 years. We have also highlighted with data (see pp. 20–21) that the concentrations of Pacific communities continues to increase in places like South Auckland. We are now wondering whether history could be about to repeat itself as areas like Onehunga, Mangere and Otara in Auckland, and possibly some areas in Wellington that are traditionally predominantly

Māori and Pacific neighbourhoods, undergo massive shifts as middle class families buy and move into these areas. Social mix amongst a community can be a very positive thing. But what then happens, as with the case of inner-city Auckland in the 1970s and 1980s, when Pacific people can no longer afford to rent or buy homes in the strong communities they have already forged? Where do these Pacific families go?

Since they are concentrated primarily in Auckland, where do these families centralised in South, West and other parts of Auckland move to when housing becomes unaffordable in their community? Again, this is an area that The Army is monitoring to ensure vulnerable families in these communities are not further displaced or marginalised.

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- 25 [http://www.stats.govt.nz/browse\\_for\\_stats/population/estimates\\_and\\_projections/subnational-ethnic-population-projections/base-population.aspx](http://www.stats.govt.nz/browse_for_stats/population/estimates_and_projections/subnational-ethnic-population-projections/base-population.aspx)
- 26 See Statistics New Zealand (2007). A report on the 2006 Post-enumeration survey. p. 15 where the estimate of a 2.3% under-count was conditioned by a sampling error interval of 1.3% to 3.5%
- 27 See Statistics New Zealand discussion paper Statistical standards for ethnicity which is available at [http://www.stats.govt.nz/surveys\\_and\\_methods/methods/classifications-and-standards/classification-related-stats-standards/ethnicity.aspx](http://www.stats.govt.nz/surveys_and_methods/methods/classifications-and-standards/classification-related-stats-standards/ethnicity.aspx)
- 28 The most recent Pacific population estimates are based on the 2006 Census. Other populations data since then are in the form of forecasts.

- 29 The proportion of the net migration to Australia by New Zealand-born Pacific people is assumed to be roughly in the same proportion of these people in the New Zealand population. Pacific people made up 7.2% of the population in 2006 and in 2006 around 60% of Pacific people were born in New Zealand. An estimate that 4.8% (i.e. 7.2% x 0.6) of the net migration to Australia was of New Zealand born Pacific people has been used in the net migration assessment offered in [Table 1](#) and [Appendix 5](#).
- 30 South Auckland here is defined as the Mangere-Otahuhu, Otara-Papatoetoe, Manurewa and Papakura local board areas.
- 31 For school enrolment data see the Education Counts website [www.educationcounts.govt.nz](http://www.educationcounts.govt.nz)
- 32 These rates are based on the average number of live births registered during the three-year period 2005–2007 per 1,000 female estimated resident populations at each age at 30 June 2006. Data is sourced from Statistics New Zealand Infoshare.
- 33 The Salvation Army New Zealand, Fiji & Tonga. (2012). *Annual Report 2012: New Zealand Fiji and Tonga Territory*. Retrieved from <http://www.salvationarmy.org.nz/uploads/file/20130109The%20Salvation%20Army%20Annual%20Report%202011-2012%20web.pdf>
- 34 Ibid p. 14
- 35 The Salvation Army New Zealand, Fiji & Tonga Territory. (2010). *Looking back ... moving forward: Annual Report 2010: New Zealand Fiji and Tonga Territory*. Retrieved from <http://salvationarmy.org.nz/uploads/Annual-Report-09-10.pdf>
- 36 There are no figures for the numbers of soldiers (church members) in The Salvation Army New Zealand, Fiji & Tonga Territory as of March 2013.
- 37 This data has been sourced from The Salvation Army SAMIS Database (Service and Mission Information System) which records and analyses data around the usage of Salvation Army social programmes and services.
- 38 See Pasifika in ECE data series on the Education Counts website at <http://www.educationcounts.govt.nz/statistics/ece2/pasifika-in-eces>
- 39 Data from Education Counts website *ibid*
- 40 See for example McNaughton (2003)
- 41 Child Poverty Action Group. (2011). *Left Further Behind: How New Zealand is failing its children*. Auckland, New Zealand: Dale, M., O'Brien, M. & Susan St. John.
- 42 These figures have been worked out based on a Schools Directory excel spread sheet as at 01/03/13 found on the Education Counts site – [www.educationcounts.govt.nz](http://www.educationcounts.govt.nz) – Retrieved from <http://search-au.funnelback.com/s/search.html?query=Directory+of+Schools++as+at+01%2F03%2F2013&collection=education-counts-nz>
- 43 Ibid.
- 44 Sampling errors of up to 10,000 in population estimates and 3% in rates are cited by Statistics New Zealand in reference to Pacific employment/unemployment figures. These sampling errors are complicated by rebasing. For example in September 2011 Statistics New Zealand appears to have rebased the population estimate on which it calculated Pacific employment from a working age population of 169,600 people to 210,600
- 45 The Families Commission (2012). *Pacific Families and Problem Debt*. Wellington, New Zealand.
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- 60 These figures are based on Statistics New Zealand data.
- 61 In this context crimes of dishonesty include fraud, theft and unlawful entry/burglary. Crimes of violence are defined as an 'act intended to cause injury' and excludes, homicide, sexual offending or robbery which clearly are also crimes of violence.
- 62 Rates are based on Statistics New Zealand's age specific population estimates for the respective June years while Pacific rates are based on Pacific population estimates done by The Salvation Army's Social Policy & Parliamentary Unit. Rates for the total population are based on estimates of the 17 to 64 year population not the entire adult population.
- 63 In 2012 for instance there were 400,000 offences reported to Police yet only 80,000 convictions. The New Zealand Crime and Safety Survey 2009 reported that 32% of offences were reported to Police (p. 44).
- 64 See Statistics New Zealand (2010) Crime Victimization Patterns in New Zealand p. 24
- 65 Ibid pp. 24–29
- 66 Ministry of Justice (2010) The New Zealand Crime and Safety Survey 2008: Main findings report; p.46
- 67 Community Law. (2012). *What's happening to community law? Presentation to Ministers of Parliament*. New Zealand. Retrieved from [http://www.communitylaw.org.nz/fileadmin/documents/assets/What\\_is\\_happening\\_with\\_Community\\_Law.pdf](http://www.communitylaw.org.nz/fileadmin/documents/assets/What_is_happening_with_Community_Law.pdf)
- 68 Ibid
- 69 'Salvos' is the common name for The Salvation Army throughout Australia
- 70 Information about Salvos Legal is found on their website [http://www.salvoslegal.com.au/about\\_us](http://www.salvoslegal.com.au/about_us)
- 71 Gaming machine figures used for the CBD or Waitemata local board area do not include gaming machines in the SkyCity casino.
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## APPENDICES

### Appendix 1: Pacific ethnicity responses reported in 2006 Census

Island group	Number of people
Cook Island	58,041
Fijian	9,864
Niuean	22,476
Samoan	131,103
Tokelauan	6,819
Tongan	50,481
Other island groups	4,047
<b>Total</b>	<b>282,831</b>

### Appendix 2: Statistics New Zealand's forecasts of New Zealand's Pacific population

SCENARIOS											
<b>Fertility</b>	Low	Low	Med	Med	Med	Med	Med	Med	Med	High	High
<b>Mortality</b>	High	Med	High	Med	Med	Med	Med	Med	Low	Med	Low
<b>Net migration</b>	Low	Med	Med	Low	Med	Med	Med	High	Med	Med	High
<b>Inter-ethnic mobility</b>	High	Med	Med	Med	High	Med	Low	Med	Med	Med	Low
POPULATION FORECASTS — 000's of people											
<b>2006</b>	302	302	302	302	302	302	302	302	302	302	302
<b>2007</b>	309	310	310	310	310	310	311	311	310	310	311
<b>2008</b>	316	319	319	318	318	319	320	320	319	319	322
<b>2009</b>	323	327	328	326	326	328	330	329	328	329	332
<b>2010</b>	331	336	337	335	334	337	340	339	337	338	343
<b>2011</b>	337	344	346	343	342	346	349	348	346	347	354
<b>2016</b>	370	384	389	384	381	390	399	396	390	395	411

### Appendix 3: Pacific births 2003–2012

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Average for decade
<b>Pacific mothers</b>	6,363	6,690	6,553	6,643	7,402	7,701	7,541	7,773	7,660	7,432	7,176
<b>Pacific children</b>	8,299	8,671	8,605	8,926	9,788	10,122	10,068	10,407	10,192	9,895	9,497

#### Appendix 4: Migration from Cook Islands, Fiji, Samoa and Tonga

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
<b>ARRIVALS</b>										
New Zealand citizens	925	1,147	1,423	1,314	1,101	1,123	979	1,015	1,033	873
Other Pacific people	3,271	3,293	4,547	4,176	4,305	4,676	4,293	2,730	2,870	2,949
<b>Total arrivals</b>	<b>4,196</b>	<b>4,440</b>	<b>5,970</b>	<b>5,490</b>	<b>5,406</b>	<b>5,799</b>	<b>5,272</b>	<b>3,745</b>	<b>3,903</b>	<b>3,822</b>
<b>DEPARTURES</b>										
New Zealand citizens	1,148	1,377	1,357	1,193	1,294	1,435	1,277	1,331	1,803	2,418
Other Pacific people	765	828	815	737	700	999	1,314	1,547	1,326	1,134
<b>Total departures</b>	<b>1,913</b>	<b>2,205</b>	<b>2,172</b>	<b>1,930</b>	<b>1,994</b>	<b>2,434</b>	<b>2,591</b>	<b>2,878</b>	<b>3,129</b>	<b>3,552</b>
<b>ARRIVALS</b>										
New Zealand citizens	-223	-230	66	121	-193	-312	-298	-316	-770	-1,545
Other Pacific people	2,506	2,465	3,732	3,439	3,605	3,677	2,979	1,183	1,544	1,815
<b>Total net migration</b>	<b>2,283</b>	<b>2,235</b>	<b>3,798</b>	<b>3,560</b>	<b>3,412</b>	<b>3,365</b>	<b>2,681</b>	<b>867</b>	<b>774</b>	<b>270</b>





Te Ope Whakaora

**SOCIAL POLICY AND  
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