



ORDINARY MEETING OF COUNCIL

Open Attachments (Under separate cover 1)

Meeting Date: Tuesday 3 March 2026

Time: 2.00pm (Adopt underlying A/P info)

Venue: Breakout Room 2
War Memorial Centre
Marine Parade
Napier

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WHIRIA AHURIRI

Napier Multicultural Strategy

Background Document

June 2025



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

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Introduction

In May 2023, we began developing a community-wide Multicultural Strategy for Napier. This was in response to requests and formal submissions from community leaders and data confirming Napier as becoming increasingly diverse, with more people from a wide range of cultures choosing to call Napier home. Since then, we have engaged with Napier residents from a range of cultures, backgrounds, and ethnicities to hear their thoughts and ideas for a multicultural Napier. We have held workshops, delivered presentations, attended community events and run a survey. This report outlines the process we have used to develop the Multicultural Strategy (the strategy) and summarises what we heard from communities and what matters to them.

This is a supporting document to the strategy. Part One outlines the process for development including the background, advisory structure establishment, and how agencies, ethnic and cultural groups and other Napier residents provided input and their ideas into developing the strategy.

Part Two is a summary of feedback received from stakeholders about the challenges faced by cultural communities, their thoughts, and ideas for a more multicultural Napier. This section includes findings of a survey, workshops held with advisory groups and feedback from key stakeholders and cultural communities in Napier. It identifies priority areas for the strategy based on a thematic analysis of feedback received from these stakeholders and cultural communities.

Part Three includes a high-level timeline and lists other local, regional and national strategies and programmes that are linked to this work.

Finally, there are two appendices, including a document review that identifies Councils' Multicultural Strategies and Welcoming Communities Programmes across Aotearoa New Zealand and an ethnic profile with data and information on ethnic communities living in Napier.

Part One

Strategy Development Process

Early Development – How we started

Napier City Council (NCC) received several requests to create a Multicultural Strategy for Napier through formal and informal channels. Previously funded by Immigration New Zealand (INZ), NCC delivered Settlement Support Services for newcomers to Napier. This service was then disestablished by INZ in 2014 and replaced with a regional service focused on attracting and retaining skilled migrants.

Following this, the Hawke's Bay Settlement Forum (the Forum) was established in July 2014, coordinated by Napier City Council and which is still operational today. The Forum is a network of government, non-government organisations and key community groups that meet bi-monthly to network, discuss issues affecting newcomers and organise an annual community event to celebrate and showcase the diverse cultures of Napier.

In 2017, INZ launched a pilot of the Welcoming Communities Accreditation Programme, supporting Councils and their communities to create a more welcoming and inclusive environment for newcomers, including recent migrants (>5 years), former refugees and international students. In July 2022, NCC was accepted into the Welcoming Communities Programme and is currently at the first accreditation stage of being a 'committed Welcoming Community.'

In May 2023, a desktop review of national and local strategies and programmes with a focus on multiculturalism was initiated. This included reviewing 3 Council multicultural strategies and 4 Welcoming Communities programmes across 7 Councils across New Zealand. Recommendations from the review confirmed the importance of local government leadership in developing a Multicultural Strategy for Napier, partnering with Mana Whenua and the need for ethnic community leaders and groups to play an active role in the delivery of the strategy.

It was recommended that to be effective, the strategy needs to support integration and social cohesion for all cultures as opposed to simply celebrating multiculturalism. Also, an evidence-informed approach be used that includes relevant data and captures community voice. It was suggested that the scope of the strategy go beyond council-focused activities and involve central government agencies, community organisations across sectors, cultural groups, and the wider community. This will improve 'buy in' or ownership and lead to a shared implementation of the strategy. The desktop review report is included as **Appendix 1**.

A detailed ethnic community profile for Napier was completed in October 2023 with data sourced from Census 2018 and Napier Social Monitor 2022.

The ethnic profile presented a picture of multiculturalism in Napier, including reporting ethnicity data, languages spoken, religious affiliation as well as education status, employment, and income information for specific ethnic groups. It also included information about life satisfaction, perception of safety, wellbeing, acceptance and belonging amongst ethnic communities.

The Ethnic Community Profile is included as **Appendix 2**.

Did you know? 1 in 6 people living in Napier were born overseas and 1 in 10 people identify as Asian, Pacific, Middle Eastern, Latin American, African or of other ethnicity.

Although Napier's ethnic population is noticeably smaller than the national average, more recent Census (2023) data confirms a steady increase in the percentage of people from different ethnicities living in Napier. Table 1 shows the increase in those born overseas and those who identify with ethnicities other than European and Māori.

Table 1 – Demographic information for Napier City and New Zealand, Census 2013 – 2023

	Napier City			New Zealand		
	2013	2018	2023	2013	2018	2023
Born Overseas	14.5%	16.5%	18.2%	23.6%	27.4%	28.8%
Identify as European	79.0%	81.2%	79%	70.0%	70.2%	67.8%
Identify as Māori	18.2%	22.2%	24.2%	14.1%	18.5%	17.8%
Identify as Pacific, Asian, Middle Eastern, Latin American, African or other ethnicity*	8.8%	10.2%	13%	20.8%	28.2%	29.2%

*Source: Stats NZ *This data is from Census level 1 ethnicity data and doesn't include North American, European and some other ethnicities.*

The 2023 Census shows that nearly 20% of Napier's population identifies with ethnicities other than New Zealand European or Māori

Advisory Structure – Who was involved

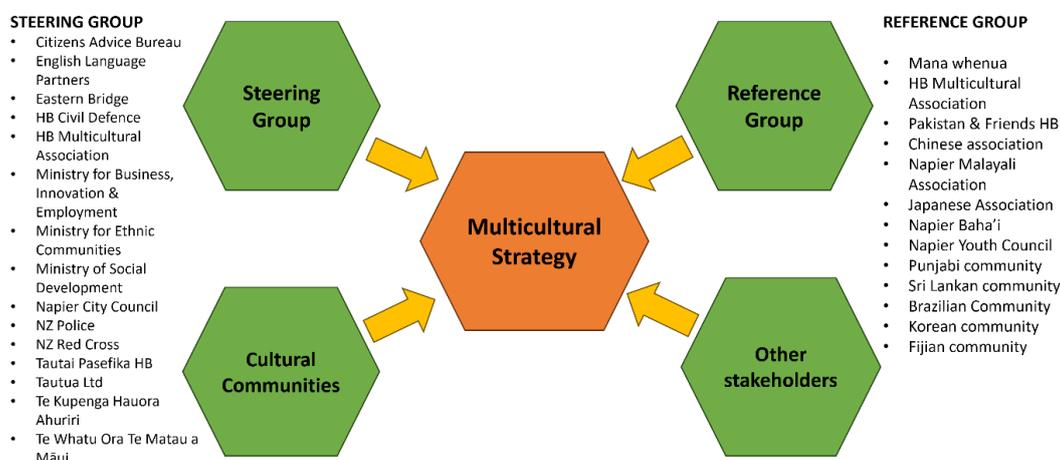
Te Tiriti o Waitangi was identified as the framework for developing the strategy and partnering with Mana Whenua from the outset as critical. Meetings were held with Mana Ahuriri Trust and Te Taiwhenua o Te Whanganui ā Orotu to share our intention to develop a Multicultural Strategy for Ahuriri-Napier and seek representation as part of the advisory structure.

In November 2023, with support from Te Waka Rangapū, NCC's Māori Partnerships team, we sought input from Ngā Mānukanuka o te Iwi Komiti¹, where we shared the findings of the desktop review and ethnic profile and signalled the development of the strategy.

Two advisory groups were established, a Steering Group including relevant government and non-government organisations and a Reference Group with community representatives from a wide range of cultural groups across Napier (Figure 1). Mana Whenua representatives from Timikara Marae joined the Reference Group. Both groups provided input and agreed to a set of Terms of Reference which outlined the purpose and principles, membership, and how meetings would run, and decisions be made.

¹ Ngā Mānukanuka o Te Iwi is the Māori Partnerships Specialist Committee for Napier City Council, with member representatives from local marae and PSGs.

Figure 1 – Advisory structure for development of Napier’s Multicultural Strategy, 2023



The Steering Group was set up in October 2023 and comprised representatives from agencies and providers who provide services, engage and support cultural communities in Napier. The purpose of this group was to contribute and provide key insights and advice, seek feedback from, share information with their networks and support community engagement during strategy development.

Fifteen members joined the group from the following organisations;

- Citizens Advice Bureau
- English Language Partners
- Eastern Bridge Ltd
- HB Civil Defence Emergency Management
- Multicultural Association HB
- Ministry for Business, Innovation & Employment
- Ministry for Ethnic Communities
- Ministry of Social Development
- Napier City Council
- NZ Police
- NZ Red Cross
- Tautai Pasefika HB
- Tautua Ltd
- Te Kupenga Hauora Ahuriri
- Health NZ, Te Whatu Ora Te Matau a Māui

To assist with establishing the Reference Group, a sub-group of members from the Steering Group was formed. The group were responsible for developing criteria and creating a nomination process for the establishment of the Reference Group. We sought nominations for community representatives from a wide distribution list of all known cultural networks. Applicants with strong connections to specific cultural communities from varied ethnic backgrounds were selected and formed the Reference Group.

The Reference Group was established in April 2024 to provide input into the strategy content, seek feedback from and share information with their networks and assist with wider engagement as the

strategy was developed. All members of the Reference Group volunteered their time to attend workshops and events and assist with the development of the strategy.

Fourteen members joined the Reference Group, including representatives from the following organisations and communities:

- Mana Whenua representatives
- Multicultural Association HB
- Pakistan & Friends Hawke's Bay
- Chinese Association
- Napier Malayali Association
- Japanese Association
- Napier Baha'i Community
- Napier Youth Council
- Punjabi Community
- Sri Lankan Community
- Brazilian Community
- Korean Community
- Fijian Community

Both the Steering and Reference Groups played a crucial part in guiding the development of the strategy by sharing their knowledge, experiences and offering keen participation throughout the process. The workshops and meetings focused on drafting the vision, values and priority areas for the strategy.

A pre-engagement survey was sent to NCC's 'Peoples Panel'² and cultural groups living in Napier as a 'pulse check' of the community's perception on multicultural issues. We asked about their views on a multicultural Napier, what would make people of all cultures and ethnicities feel valued, accepted and able to participate in all aspects of community life. The results of this survey were analysed and provided a starting place for both the Steering and Reference Groups as they began to workshop the strategy. Other tools, such as real-life scenarios, were also developed to initiate and engage conversation during the workshops.

Both advisory groups met 6-8 weekly, totalling 6 workshops each over 9 months. Groups explored the meaning of different words associated with Multiculturalism. Words such as ethnic, inclusive, international, newcomer and diversity. This led to a discussion about the name for the strategy, and from this, a sub-group met to consolidate name options for the strategy, which were presented back to the advisory groups. Both groups voted on the preferred name, 'Whiria Ahuriri', as the name for the strategy. 'Whiria', which means 'to weave', relates to the coming together of different strands and cultures to weave together the social fabric of Ahuriri -Napier.

² Peoples Panel is a Napier City Council Panel of Napier residents who provide feedback on developments, projects, ideas and matters at the very early stage of the engagement process. Members self select to be on the panel and although the aim is that the panel reflects the Napier community demographic it is not guaranteed.



Workshops held with Steering Group and Reference Group

The workshops provided us with valuable information that shaped the broad structure for the strategy, including the draft vision and values for the strategy and priority focus areas. The advisory groups championed the process of strategy development and also assisted with targeted stakeholder engagement.

The NCC Māori Partnerships Team, Te Waka Rangapū and our Mana Whenua representatives provided both groups with tikanga support, Te Ao Māori worldview and Mātauranga Māori knowledge. Councillor Greg Mawson was the elected member championing the strategy with his interest in multiculturalism in Napier and played an active part in the Steering group.

The advisory structure will be reviewed following the adoption of the strategy to oversee monitoring and implementation and support the delivery of the Napier's Welcoming Communities programme.

Stakeholder and Community Engagement - *What we did*

The next stage of development was to engage with other key stakeholders and seek input on the potential key priority areas with a wider audience. A sub-group of Steering and Reference Group members reviewed key stakeholders, including how stakeholders were grouped and provided their input to fill gaps and confirm the best methods for engagement. An extensive stakeholder database was confirmed by both advisory groups, with more than 200 people and organisations that were clustered into the following stakeholder groupings:

- Mana Whenua
- Government Organisations
- Community (Non Govt) Organisations (eg. Citizens Advice Bureau, Red Cross etc)
- Cultural Community Groups/Organisations (eg. Multicultural Association, Chinese Association, Napier Malayalee group etc.)
- Cultural Interest and Faith Groups (eg. Taekwondo, Dragon boat racing, temples, mosques, churches etc).
- Business/Commercial Entities
- Education Sector
- Health Sector
- Internal Stakeholders
- Other

A range of engagement methods were used, including running workshops and focus groups, delivering presentations, providing access to surveys (hardcopy or online) and opportunities for engagement and feedback at a variety of cultural events.

Table 2 lists the engagement interactions held with Napier's cultural communities and stakeholder groups between October and December 2024 to inform the strategy.

Table 2: Face to face stakeholder engagement for Strategy development

Workshops and Presentations	When	Participants
Presentation to Ngā Mānukanuka o te Iwi Komiti	10 November 2023	16-18
Workshops with Steering Group x 6	Oct 2023 – Oct 2024	8 – 15 each
Workshops with Reference Group x 6	Apr 2024 – Oct 2024	7 – 14 each
Cultural Groups workshop	18 October 2024	5
Youth Council workshop	21 October 2024	12
Tamatea High Students workshop	24 October 2024	15
Napier Businesses Workshop	12 November 2024	5
Presentation to Ngā Mānukanuka o te Iwi Komiti	13 November 2024	8 - 12
Community Network hui - Agency/Provider workshop	20 November 2024	38
Napier City Council workshop	5 December 2024	10
EIT International students' workshop	6 December 2024	14
HB Settlement Forum presentation	12 December 2024	13
EVENTS		
Diwali Community event	27 October 2024	Est 100
Punjabi Language Week event	8 November 2024	Est 30
Multicultural Association Annual General Meeting	23 November 2024	Est 30
Whānau Fest 150	30 November 2024	Est 150

A survey invited a wider participation and input into the development of the strategy. This was circulated amongst cultural communities and relevant organisations through both advisory groups, the database and via entities such as Napier City Business Inc, the Hawke's Bay Multicultural Association, the Ministry of Education, and others. Postcards and flyers with a QR code link were distributed at events, workshops and presentations directing people to the online survey. Hard copies of the survey were also made available at events and shared at workshops and presentations.

Napier Multicultural Strategy Survey Findings

The Napier Multicultural Strategy Survey was used to reach wider cultural communities who were not part of a specific cultural network or organisation. As explained earlier, the survey was distributed electronically to the stakeholder database of over 200+ groups and organisations, forwarded through other channels between October and December 2024, and promoted using postcards and flyers with a QR code link at events, presentations, and workshops. Paper copies were also made available as needed.

The survey asked the following questions:

- The biggest challenges for cultural communities in Napier
- If Napier was the best multicultural city for everyone to live, work, play, and belong, what difference would that make for individuals, families, and the community?
- The top 3 to 5 focus areas for the Strategy

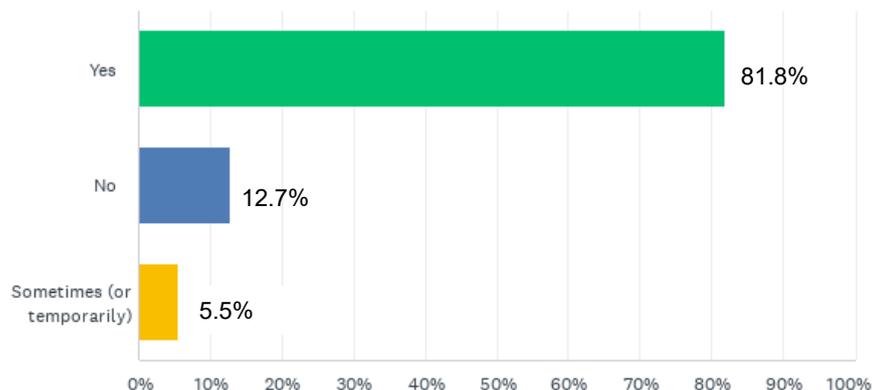
Respondents were also asked some basic details like their ethnicity, age range, and whether they were a resident of Napier and for how long.

Who responded

A total of 165 people responded to the survey, of which 119 people completed it. This included individuals and 18 representatives of various organisations such as Tautua Limited, Eastern Institute of Technology, Peoples Advocacy Society, Hindu Council Hawke’s Bay, Napier Intermediate School, Faraday Museum of Technology, Fire and Emergency NZ, Te Rito Maioha Teachers community, Stroke Foundation, Mapu Maia and others.

The graph below shows that nearly 82% of respondents currently live in Napier. Those who do not either work in Napier or have familial ties.

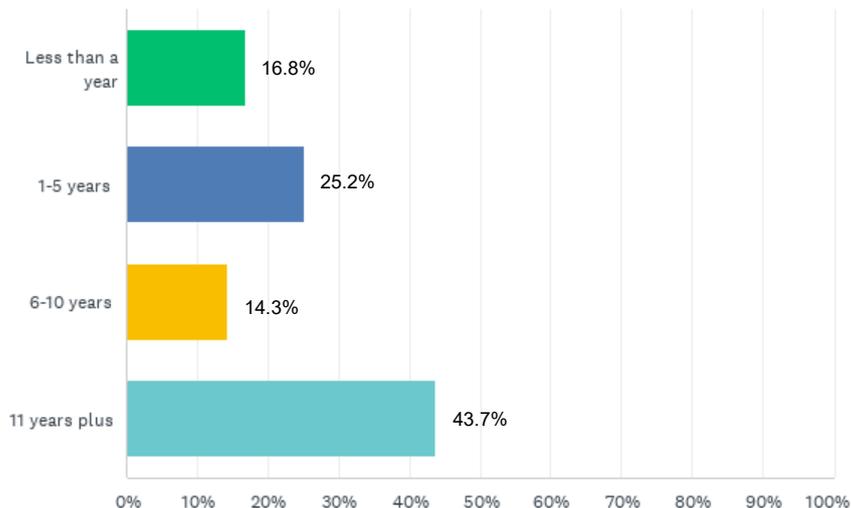
Figure 5 – Respondents that live in Napier,



Source – Napier Multicultural Strategy Survey, 2024

Over 40% of the respondents who completed the survey have lived in Napier for more than 11 years. Below is a graph of respondents by duration that they have lived in Napier.

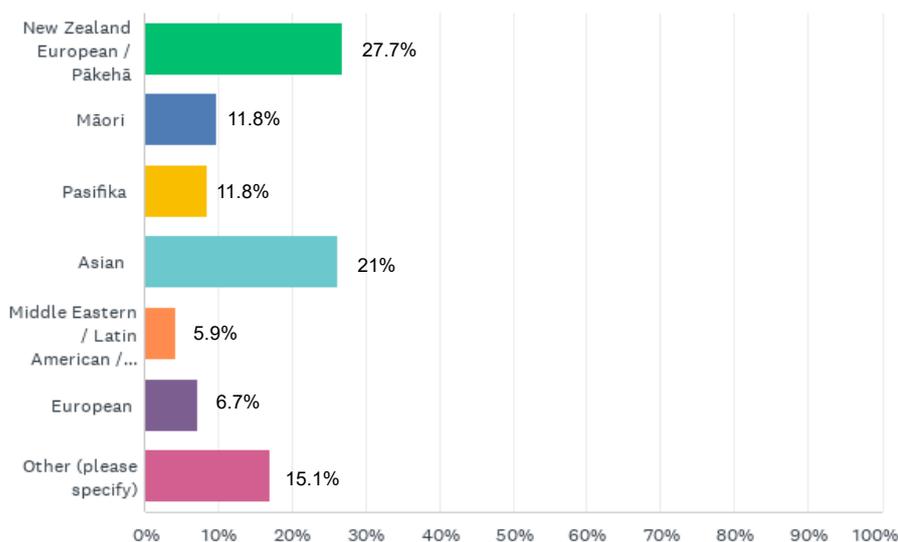
Figure 6 – Respondents duration as a resident living in Napier,



Source – Napier Multicultural Strategy Survey, 2024

The graph below shows a breakdown of the respondents who completed the survey by ethnicity. Those that identified as other mainly comprise the following ethnicities or countries of origin - Indian, South African, Dutch, Fiji, Indian, Sri Lankan, Welsh, Pasifika Māori and North American. Respondents from a wide range of cultures participated in the survey.

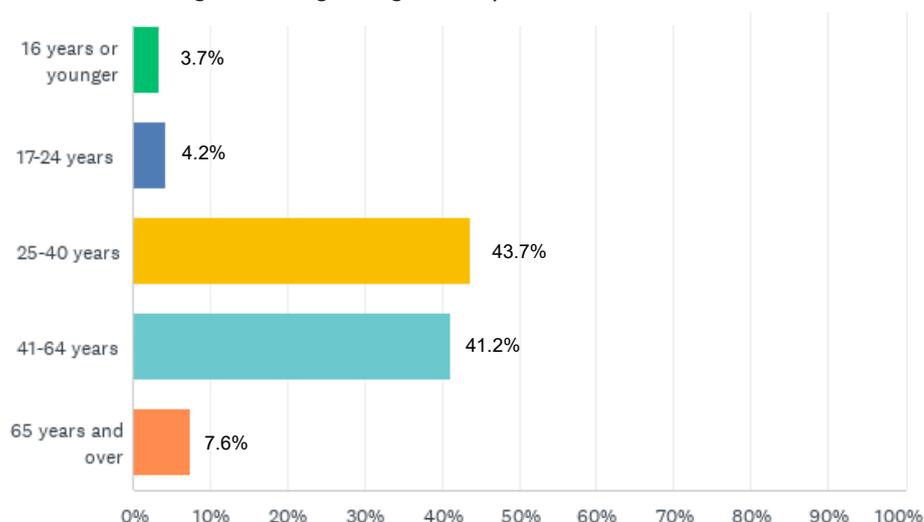
Figure 7 – Ethnicity of respondents, 2024



Source – Napier Multicultural Strategy Survey,

The survey had a good response from respondents in the 25 – 64 years age range (see Figure 8). Whilst there were a few young respondents at events, the majority of engagement with young people was through face-to-face events like workshops held with the Napier Youth Council and Tamatea High School.

Figure 8 – Age range of respondents, 2024



Source – Napier Multicultural Strategy Survey, 2024

The responses received confirmed the challenges and aspirations highlighted in the workshops and face-to-face engagement. Key challenges like racism, language barriers, isolation, finding employment, accessing housing, health services and feeling a lack of acceptance were common themes.

“We have instances of racial abuse more than once both due to our colour and evident appearance as muslims. A society with a better understanding of different cultures would make a lot of difference.”

In response to questions about what would be different if Napier was the best multicultural city, respondents highlighted the importance of feeling a sense of belonging, having more multicultural events, and having opportunities for cultural exchange. A vibrant, collaborative, understanding and supportive multicultural community where everyone can belong was the future state that respondents aspire to. Organisations sought enhanced diversity in the workforce where employees can express their cultural identity and have opportunities for cultural exchange were highlighted.

“It would mean stronger social bonds, reduced discrimination, and a sense of unity despite differences. Local businesses and cultural initiatives would thrive as people from various backgrounds collaborate, bringing innovation and creativity.”

Education and awareness about diverse groups and cultures, equitable access to services and opportunities, meaningful interaction between cultures through events, festivals and having visible, diverse and inclusive spaces were the top focus areas highlighted through the survey.

“To truly make Napier a multicultural hub, the city must focus not only on immediate actions but also on creating sustainable, long-term frameworks for inclusivity. This means embedding diversity into every aspect of city life—from education to urban planning—while ensuring that minority voices are consistently part of decision-making processes. Encouraging an open mindset, celebrating differences, and fostering unity will take ongoing commitment from local leaders, organizations, and community members alike.”

The findings of the survey will inform the strategy and contribute significantly to the development of the implementation plan.

Other feedback

Napier Baha'i community made a submission in response to the pre-engagement survey sent out to community groups in December 2023. The submission is titled 'Celebrating Cultural Diversity and Enhancing Social Cohesion' and sets forth six guiding principles and corresponding actions. They have also identified two goals for consideration. These are:

- Hosting an annual or biannual public forum using a collaborative approach to foster greater social harmony, while acknowledging and celebrating diversity and showing Council's commitment to its multicultural community.
- Encouraging small neighbourhood-based activities to create collective ownership and eliminate prejudice.

This submission will also contribute to informing the implementation plan for the strategy.

Strategy's draft priority areas – *What we found*

From this series of activities and feedback received, the following five areas emerged as the focus areas for 'the Strategy':

1. **Connected and cohesive community**

This includes having connections within communities to help newcomers settle in and thrive. Meaningful inter-cultural relationships where cultural communities feel a sense of belonging and are respected and valued citizens. It includes raising awareness among residents about other cultures, better coordination among service providers and building relationships with Mana Whenua for a better understanding of tikanga and Te Ao Māori.

2. **Cultural expression and pride**

People can embrace, express, and have opportunities to celebrate their cultural identity. The diversity of Napier is visible, valued and represented in public places and spaces.

3. **Access and support**

Easy and equitable access to reliable and trustworthy information, resources, services, and support. Includes access to language support, health services, immigration advice, employment and education pathways etc.

4. **Well-being and safety**

Fostering physical, mental, cultural, emotional and spiritual well-being. Feeling safe to be yourself at home, at work and in your community without feeling discriminated against.

5. **Engagement and participation**

Empowered communities are represented and have a voice. People of different cultures have the opportunity to participate in all aspects of community and civic life. All voices are represented, valued and contribute to decision making.

Part Three

Timeline

Date	Activity
2006-2014	Napier City Council provides the Hawke's Bay Settlement Services as part of Immigration NZ (INZ)
2014	Napier City Council established the Hawke's Bay Settlement Forum
2017	Hawke's Bay Settlement Forum provides input to the Welcoming Communities Standard being developed and piloted by INZ
2020	Submission from the Multicultural Association of HB for Napier to create a Multicultural Strategy. NCC supports the development of a strategy as part of the Long-Term Plan 2020/21
July 2022	Napier City Council joins the Welcoming Communities Programme
June 2023	Desktop Review of Multicultural Strategies and Welcoming Plans across Local Government in Aotearoa, New Zealand
Sept 2023	Ethnic Community Profile 2023: Status and well-being of ethnic communities in Napier City
October 2023	Multicultural Strategy Steering Group established including NCC Councillor representative
April 2024	Multicultural Strategy Reference Group established
Oct 2023 - Oct 2024	Workshops with Steering and Reference Groups held 6 - 8 weekly
July - Sept 2024	Stakeholder database and engagement plan developed
Oct - Dec 2024	Stakeholder and Community Engagement carried out -workshops, presentations, events and survey
Feb - March 2025	Collation and analysis of stakeholder and community feedback
April 2025	Draft Multicultural Strategy shared with Steering and Reference Group for comment
2025	Draft Multicultural Strategy to Council

Linkages

- Te Kāhui Tika Tangata Human Rights Commission, Human Rights Act 1993
- Ministry of Ethnic Communities Strategy 2022
- Ministry of Pacific Peoples Strategic Intentions 2023 - 2027
- Immigration NZ, Welcoming Communities Programme 2017
- Napier Youth Strategy, Napier City Council 2018
- Safer Napier Strategy 2022 – 2026, Napier City Council
- Napier City Council Strategic Priorities, 2023

Appendices

Desktop Review Multicultural Strategies and Welcoming Plans
across Local Government in Aotearoa 2023

Napier's Ethnic Community Profile, October 2023

DESKTOP REVIEW

Multicultural Strategies & Welcoming Plans across Local Government in Aotearoa



JUNE 2023

Prepared for Napier City Council

Authored by: Tanya Jain



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Executive Summary

Napier City Council is preparing to develop a Multicultural Strategy to better support its culturally diverse community and make Napier a city where everyone feels welcome and can contribute to all aspects of public life.

Under the Local Government Act, Councils have a responsibility to promote the social, economic, environmental and cultural well-being of communities for the present and into the future. This includes ensuring equitable access to Council services and resources, and that individuals and communities experience a sense of belonging and the ability to express their own culture and identity. This report is based on a desktop review of existing Multicultural Strategies and Welcoming Communities Plans developed by Councils and communities across Aotearoa New Zealand.

Hastings District and Christchurch City are the only two Councils that have developed stand-alone Multicultural Strategies over the last five years. Both strategies acknowledge Te Tiriti o Waitangi as the founding document of New Zealand and recognise New Zealand as a multicultural society. Both highlight the need for Councils to show leadership and work collaboratively with the community and partner agencies to respond to the diverse needs of the community.

Welcoming Communities is an accreditation programme led by Immigration New Zealand in partnership with the Ministry of Ethnic Communities and the Human Rights Commission. The initiative comprises eight outcome areas (standards) that are progressed as part of the four stages of accreditation. It brings together Councils, mana whenua, newcomers and communities who develop and implement a Welcoming Plan to make cities and regions more welcoming and inclusive. In this report, four Welcoming Plans were reviewed covering seven Councils, all of which were part of the pilot programme during 2017 – 2019. Of these, Palmerston North City and Tauranga & Western Bay of Plenty Councils have progressed through to Stage 2 accreditation, from being ‘a committed welcoming community’ to being ‘an established welcoming community’ in the last five years. The standards provide a framework for plan development and act as a benchmark to assess progress during implementation. However, INZ does not prescribe a structure for implementation or a timeline for Councils to move through the different stages, resulting in limited accountability or consistency in implementation.

Key themes and recommendations that have emerged from the review, confirm Napier City Council lead the development of a Multicultural Strategy for Napier in collaboration with mana whenua, ethnic community leaders and other stakeholders and community groups. It is recommended that an evidence-informed approach be used that includes relevant data and captures community voice. For the strategy to be effective, it is also recommended that its scope go beyond council-controlled levers and involve the wider community in order to ensure community ownership.

Background

Historically, Napier City Council (NCC) was contracted to deliver Immigration New Zealand's (INZ) Settlement Support Service for Hawke's Bay. This service was facilitated by a coordinator employed by NCC who worked to connect newcomers, community groups and stakeholders with relevant support agencies. INZ changed the structure and delivery of this service in 2014, establishing regional roles that worked with employers and tertiary education providers shifting the focus to attracting and retaining skilled migrants. At the same time, INZ contracted Citizen's Advice Bureau to offer specialised support to migrants through community events and workshops.

The new structure created a gap as there was no longer a 'go-to person' to coordinate and foster connections between community groups, agencies as well as advocate for newcomers and migrants. This led to the establishment of the Hawke's Bay Settlement Forum in July 2014, coordinated by Napier City Council, which is still operational today. The Forum is a network of government, non-government organisations and key community groups that meet every other month to share projects, discuss issues affecting newcomers, and organise an annual community event to celebrate and showcase the diverse cultures of Napier.

Napier is becoming increasingly diverse with more newcomers choosing to call Napier home, contributing to the local economy, community and vibrancy of the city. Statistics collected during Census 2018, found 1 in 6 people living in Napier were born overseas and 1 in 10 people identified as Asian, Pacific, Middle Eastern, Latin American, African or of other ethnicity.

Below is a demographic breakdown for ethnic communities in Napier and New Zealand from the 2013 and 2018 Census. While the percentage of Napier's ethnic population is noticeably smaller than the national average, there is steady growth in Napier's ethnic population when compared to the 2013 Census data.

	Napier		New Zealand	
	2013	2018	2013	2018
Born Overseas	14.5%	16.5%	23.6%	27.4%
Identify as European	79.0%	81.2%	70.0%	70.2%
Identify as Māori	18.2%	22.2%	14.1%	18.5%
Identify as Pacific, Asian, Middle Eastern, Latin American, African or other ethnicity	8.8%	10.2%	20.8%	28.2%

Source: Stats NZ

It is in this context that Napier City Council is preparing to develop a Multicultural Strategy. NCC has also recently been accepted to INZ's Welcoming Communities (WC) Programme and will be developing a Welcoming Plan for the city, as a part of this. The following desktop review will inform the development of both these documents.

The Welcoming Communities Accreditation Programme was launched by INZ in 2017. It aims to put the welcome mat out to newcomers: recent migrants (>5 years), former refugees and international students. The programme is part of an international welcoming network with countries like Australia, Canada and the USA running similar initiatives. INZ supports the programme by providing seed funding, facilitating knowledge sharing among participating Councils, developing the standards and template for a Welcoming Plan and a structure for gaining accreditation.

32 Councils across 15 regions are currently part of the Welcoming Communities Programme. Of these, 13 Councils have recently been accepted into the programme (including Napier City Council) and are in the process of developing a Welcoming Plan.

Approach

To identify which Multicultural strategies and Welcoming Plans to include in the desktop review, the following criteria were used:

1. Councils with an existing Multicultural Strategy were automatically included
2. Councils with a Welcoming Plan were selected using the following criteria:
 - a. Similar population size to Napier and
 - b. Similar ethnic demographic breakdown to Napier and
 - c. Accredited Welcoming Community for more than 3 years

There are only 18 Councils with current plans that will be compared against the selection criteria for review. However, some Councils like Western Bay of Plenty and Southland have developed joint plans for their region. Whilst Christchurch City Council has developed a Multicultural Strategy, they are not a part of the Welcoming Communities Programme.

Council	Population size similar to Napier	Ethnic demographic similar to Napier	Accredited WC for more than 3 years	Existing Multicultural Strategy
Hamilton City Council	✗	✗	✗	✗
Tauranga City Council*	✗	✗	✓	✗
Western Bay of Plenty District Council*	✓	✓	✓	✗
Hastings District Council	✓	✓	✗	✓
Palmerston North City Council	✓	✓	✓	✗
Whanganui District Council	✓	✓	✓	✗

Council	Population size similar to Napier	Ethnic demographic similar to Napier	Accredited WC for more than 3 years	Existing Multicultural Strategy
Rangitikei District Council	✗	✓	✗	✗
Horowhenua District Council	✗	✓	✗	✗
Masterton District Council	✓	✗	✗	✗
Nelson City Council	✓	✗	✗	✗
Tasman District Council	✓	✓	✗	✗
Ashburton District Council	✗	✓	✓	✗
Christchurch City Council	✗	✗	✗	✓
Selwyn District Council	✓	✓	✓	✓
Queenstown Lakes District Council	✗	✗	✗	✗
Central Otago District Council	✗	✓	✗	✗
Gore District Council*	✗	✗	✓	✗
Invercargill City Council*	✓	✓	✓	✗
Southland District Council*	✗	✓	✓	✗

*These Councils have developed joint plans with other territorial authorities in their region

Based on the criteria and discussion with Napier City Council staff, the following Council documents were agreed to be included in the review:

1. Multicultural Strategy - Hastings District Council
2. Multicultural Strategy - Christchurch City Council
3. Newcomers and Migrants Strategy - Selwyn District Council
4. Welcoming Plan - Invercargill City, Gore District and Southland District Councils
5. Welcoming Plan - Palmerston North City Council
6. Welcoming Plan - Whanganui District Council
7. Welcoming Plan - Western Bay of Plenty & Tauranga City Councils

Overview

Christchurch City Council and Hastings District Council are the only two Councils in New Zealand to have developed Multicultural Strategies. Selwyn District Council has a Newcomers and Migrants Strategy that was adopted in 2015. Selwyn District Council was also one of the pilot districts for the Welcoming Communities Programme in 2017 and is accredited as a Stage One Welcoming Community. Similarly, Hastings District Council's Multicultural Strategy was adopted in 2020 and they became a Welcoming Community in 2022. Christchurch has been delivering the 'Our Future Together' Multicultural Strategy since 2017.

Below is an overview of the three multicultural and migrant strategy documents, the Welcoming Communities programme and four Welcoming Plans across seven Councils that were reviewed:

1. Christchurch Multicultural Strategy – Te Rautaki Mātāwaka Rau (2017- 2021)

Developed alongside Ngāi Tahu, Te Rautaki Mātāwaka Rau ('the strategy') recognises Council has a leadership role in making Christchurch a city where diversity is celebrated and all people belong. The strategy is underpinned by Te Tiriti o Waitangi and has a vision for Christchurch to be an inclusive, multicultural and multilingual city that values the environment and people work together to achieve common goals. It describes the economic and social benefits of a diverse society and acknowledges challenges faced by ethnic communities such as social isolation, stress for children and young people from "living in two worlds", difficulty in accessing information and services as well as racism and discrimination. The Strategy describes the following four goals in detail that contribute to its vision and strategic outcomes:

- The Christchurch City Council is an inclusive and diverse organization that reflects, understands and responds to the diversity of individuals and communities it serves.
- All communities have equitable access to Council services and resources.
- All residents are able to participate in Council decision-making.
- Christchurch is a city of cultural vibrancy, diversity, inclusion and connection.

Furthermore, the strategy includes a list of priority actions for each goal and details that will be implemented in stages. A steering group of Council managers and community champions guide and support implementation. The implementation plan provides details relating to specific outcome areas for each goal, such as workforce development, strategic use of funding, equipping people to engage, supporting settlement and integration.

It states that a Multicultural Advisory Group at governance level be established to advise the Council on issues related to the principles and goals of this strategy. Progress be measured, reported and published in an annual Diversity and Inclusion Report to the Council or one of its committees. Finally, it is intended that the strategy be gradually integrated into Council plans and activities with measures and indicators, along with implementation and budget allocations in line with Council's Long Term Plan and Annual Plan processes.

2. Hastings District Multicultural Strategy – Te Rautaki Kākano Maha O Heretaunga (2020-2025)

The Hastings District Multicultural Strategy vision is for Hastings to be an inclusive welcoming community where everyone belongs. The Council acknowledges its responsibility to ensure that all members of the community feel respected and accepted. Developed alongside Ngāti Kahungunu Iwi, the strategy uses a whakatāuki to describe the region Heretaunga and give it context. An element of the whakāutauki “Heretaunga Ararau” Heretaunga of converging pathways) speaks of diversity, discourse, innovation, collision and collusion of ideas, identity and interpretation. The strategy acknowledges multiculturalism as a strength to be celebrated and that a harmonious community requires respect and understanding of all cultures living in the Hastings district. It also highlights the importance of communities leading their own development and that this strategy will require council, community and stakeholders to work together. The strategy includes the following five goals:

- Multiculturalism and diversity are celebrated in the Hastings District
- Hastings District is a welcoming, inclusive and safe place for all
- People of all cultures have equitable access to council services and resources
- All residents feel empowered to participate in council decision-making
- Council to be a role model in terms of cultural diversity in the workforce

The strategy states that a five-year action plan for implementation of the strategy be developed and driven by a Reference group of Council officers and partners. It describes initial actions, such as developing a cultural calendar of Hastings events, promotion and celebration of language weeks, exploring Welcoming Communities accreditation, and developing a database of local cultural group contacts all of which contribute to the strategy goals.

It is intended that the strategy be gradually integrated with relevant Council plans and activities and where possible be implemented using existing budgets. The Multicultural Reference Group will monitor progress to be reported on annually.

3. Selwyn District Council Newcomers and Migrants Strategy (adopted 2015)

This strategy has been developed as a part of Selwyn District Council’s Social Wellbeing Strategy which outlines a broad range of wellbeing objectives and initiatives. The vision is that all newcomers and migrants to Selwyn feel welcome, settle in, participate and flourish in the Selwyn community. The strategy acknowledges Ngāi Tahu as mana whenua of Selwyn and emphasises the growing diversity of Selwyn drawing on findings from the Health and Social Wellbeing Strategy to highlight challenges faced by newcomers and migrants. It identifies six key outcomes:

- All newcomers and migrants in Selwyn District know where and how to access information, both online and in person.
- Community groups and agencies collaborate, share information and support each other to deliver initiatives through a coordinated approach across the district.

-
- All newcomers and migrants are informed of and have access to social agencies and migrant support, both locally and from Christchurch.
 - Initiatives are developed to celebrate our diverse community. Our community buildings and public artwork better reflect the many cultures within Selwyn.
 - A range of projects and support services are developed to help newcomers and migrants adjust to their new home and feel less isolated.
 - All programmes and projects and initiatives align with principles taken from the five ways to well-being defined by the Mental Health Foundation – Connect, Give, Be Active, Keep Learning, Take Notice.

The strategy outlines the structure for a collaborative approach for implementation by establishing an Advisory Group, Steering Group and Working parties. The Advisory Group includes key agencies that know the needs of migrants and newcomers. The role of this group is to inform the strategic plan and advise the Steering Group comprised of local agencies as well as those that have an interest in the newcomers and migrant sector. The role of the Steering Group is to develop an implementation plan for each of the outcome areas to be rolled out by the working parties 'on the ground'.

4. Welcoming Communities Programme

Immigration NZ's Welcoming Communities (WC) Programme is a settlement programme that supports local government Councils and their communities to create a welcoming and inclusive environment for newcomers: recent migrants (>5 years), former refugees and international students. It was piloted from 2017 – 2019 across five regions including 10 Councils. One of the key drivers for the programme was a need for regions to attract newcomers to address skill shortages and grow the local economy. The government supported investing in community engagement and relationships, increased social cohesion, promoted inclusion and diversity and improved socio-cultural well-being within communities.

Upon completion of the pilot programme, an independent evaluation report shared many positive outcomes against each of the WC standards - including there being an explicit shift to locals taking on a 'welcoming' role, councils seen as providing strong leadership and engaging in deliberate and appropriate ways with newcomers as well as supporting more programmes and activities that demonstrate cultural diversity. Evidence collected during the evaluation showed the pilot programme had a meaningful impact and newcomers felt more confident to display and be proud of their culture. Since then, the programme has expanded to 32 Councils across New Zealand.

Below is an overview of the three key components of the programme:

a. Welcoming Standards

At the heart of the Welcoming Communities programme are 8 Welcoming Standards that are vital to building a welcoming community. These standards, described below, guide plan development and also serve as a benchmark to assess progress against each standard:

<p>Inclusive Leadership Local government, tangata whenua and other community leaders work together to create, advocate for and continue to foster a welcoming and inclusive community. They lead a shared plan to increase connections between newcomers and existing residents.</p>	<p>Economic Development, Business and Employment Communities maximise and harness the economic development opportunities that newcomers can offer. Council works with business associations to promote the contribution that newcomer business owners and skilled migrants make to the region's economy.</p>
<p>Welcoming Communication People of all cultures and backgrounds feel included, listened to and well informed through a range of ways that take into account their different communication needs.</p>	<p>Civic Engagement and Participation Newcomers feel welcome to fully participate in the community. Newcomers are active in all forms of civic participation.</p>
<p>Equitable Access Opportunities to access services and activities and to participate in the community are available to all, including newcomers.</p>	<p>Welcoming Public Spaces Newcomers and receiving communities feel welcome in and comfortable using public spaces.</p>
<p>Connected and Inclusive Communities People feel safe in their identity and that they are connected with and belong in the community. There are high levels of trust and understanding between members of the receiving community and newcomers.</p>	<p>Culture and Identity There is a shared sense of pride in being part of a culturally rich and vibrant community. People feel their culture is respected and valued by other members of the community. There are opportunities to learn about each other's culture.</p>

Source - [Welcoming Communities Action Plan — Western Bay of Plenty \(immigration.govt.nz\)](https://www.immigration.govt.nz/welcoming-communities-action-plan)

The standards form the template for the Welcoming Plans developed by the participating Councils, allowing for a basic level of consistency in terms of focus areas and activities planned by councils to make their community more welcoming for newcomers.



b. Accreditation

Councils can apply for formal accreditation as a Welcoming Community and choose how quickly they move through the stages. The table below describes the four stages of accreditation, how they are assessed and the benefits and recognition for each stage:

Stage	Description	Assessment	Benefits & Recognition	Application Fee
Stage 1 A Committed Welcoming Community	The Mayor, the Council, its CEO and other community partners have signed up to the Welcoming Communities programme	The following are in place: <ul style="list-style-type: none"> ➢ Council resolution ➢ MBIE funding agreement ➢ Welcoming Communities Coordinator ➢ Statement of Commitment ➢ Public notification of commitment 	<ul style="list-style-type: none"> ➢ Seed funding - \$50,000 per annum per Council or group of Councils for the first 3 years ➢ Access to national and international resources, support and advice ➢ Promoted on INZ's website ➢ Access to national Welcoming Communities workshops ➢ Regular newsletters and networking opportunities ➢ Announcement and certification 	No fee
Stage 2 An Established Welcoming Community	The Council and community are clear about what they want to achieve, have a Welcoming Plan and have started implementing activities	Self – assessment Review of self–assessment by the External Accreditation Assessment Panel (the Panel) Report	All non–financial benefits and recognition detailed above, plus: <ul style="list-style-type: none"> ➢ A contribution to Welcoming Communities activities (\$9,500) ➢ eligible to apply for national awards 	\$1000
Stage 3 An Advanced Welcoming Community	The Council and community are moving towards fully implementing their Welcoming Plan. They are confident about how to deliver successful welcoming activities that make a difference and are trialling innovative activities.	Self – assessment Review of self–assessment by the Panel Site visit by the Panel Report	All non–financial benefits and recognition detailed above, plus: <ul style="list-style-type: none"> ➢ a contribution to professional development (\$2000) ➢ case studies are featured in INZ publications internationally ➢ INZ media release 	\$1500
Stage 4 An Excelling Welcoming Community	The Council and community have implemented most of their Welcoming Plan. They are reflecting on their successes and sharing their knowledge and experience with other Councils and communities in the welcoming network.	Self – assessment Review of self–assessment by the Panel Site visit by the Panel Report	All non–financial benefits and recognition detailed above, plus: <ul style="list-style-type: none"> ➢ a contribution to professional development (\$2000) ➢ support from INZ to leverage off status nationally and globally 	\$1500

Source: [Welcoming Communities Accreditation Overview \(immigration.govt.nz\)](http://immigration.govt.nz)



c. Welcoming Plans

As mentioned previously, there were four Welcoming Plans across seven Councils reviewed as part of this report. The most up-to-date plans available on the Council or Immigration NZ website were selected, including:

- Welcoming Communities Advisory Group Plan - Palmerston North City Council (2020 – 2023)
- Welcoming Communities Plan -Whanganui District Council (2018 – 2019)
- Welcoming Communities Action Plan – Western Bay of Plenty & Tauranga City Councils (2018 – 2023)
- Southland Murihiku Welcoming Plan – Invercargill City, Gore District and Southland District Councils (2019)

All four Welcoming Plans reviewed are similar in structure as they follow the template of the WC Standards and have listed several actions in detail for each of the standards - Inclusive Leadership, Welcoming Communications, Equitable Access, Connected and Inclusive Communities, Economic Development, Business & Employment, Civic Engagement & Participation, Welcoming Public Spaces and Culture & Identity.

Of the four Welcoming Plans reviewed, Whanganui and Southland regions were identified as a 'Committed Welcoming Community' whereas Palmerston North City and Tauranga and Western Bay of Plenty were accredited with the status of "Established Welcoming Community" in 2020.

Key Themes

The key themes that emerged from the **Multicultural Strategies** are as follows:

1. Partnering with mana whenua

Both Christchurch and Hastings Councils have worked alongside mana whenua in their region to develop their strategies. Both acknowledge Te Tiriti o Waitangi as the founding document of New Zealand and the foundation of a partnership between Māori and Pakeha. Given the bi-cultural historical discourse of New Zealand, it is important to note that both Ngāi Tahu (of Christchurch) and Ngāti Kahungunu Iwi (of Hastings) appear to have a crucial role in giving context and acknowledgement to the multiculturalism in the communities.

2. Leadership role of Councils

Christchurch and Hastings Councils recognise their role is to lead the way and be role models in order to achieve their vision of being safe vibrant and diverse places. While a collaborative approach to implementation is expected, most strategic goals in their strategies focus on levers that council controls – like equitable access to council services and resources, ability to participate in council decision-making and being an inclusive organization that reflects a diverse workforce.

3. Strategic linkages at national level

All three strategies are aligned with a number of national strategies, priorities, and programmes. Some of these are:

- New Zealand Human Rights Commission – Statutory responsibilities of the Commission include encouraging the development and maintenance of harmonious relations between individuals and among diverse groups in society and promoting racial equality and cultural diversity.
- Ministry of Ethnic Communities (MEC) – Established as a ministry earlier this year, the MEC is the chief advisor to the government on ethnic diversity and inclusion of ethnic communities in wider society. Their strategic priorities include promoting the value of diversity, ensuring equitable access to government services to ethnic communities as well as connecting and empowering ethnic people across New Zealand.
- Welcoming Communities (WC) – The WC programme by INZ is part of an international 'welcoming' movement that shares best practices to involve residents and local communities to make cities and districts more welcoming for newcomers. Similar initiatives operate in Australia, Canada, Europe and the USA. Furthermore, the strategies align well with the Welcoming Community Standard that looks at areas like Inclusive Leadership, Welcoming Communications, Equitable Access, Welcoming Public Spaces etc.

In addition to these, there are also strong linkages with local community outcomes and goals in each of the regions.

4. Supporting integration versus celebrating multiculturalism

A subtle difference in approach was noted between Hastings and Christchurch Multicultural Strategies and the Newcomers and Migrants Strategy of Selwyn District Council. The latter focuses more on integration of newcomers, supporting them to assimilate easily by accessing information and enabling them to flourish rather than making the district a welcoming, inclusive and safe space for all. Furthermore, while it enlists a number of focus areas and challenges like social isolation, access to information etc, it doesn't acknowledge racism or discrimination in any way. On the other hand, both Christchurch and Hastings' strategy principles state that there is no place for racism or discrimination in their city/district. While the goals of all three strategies are similar, the Newcomers and Migrants Strategy seems to be narrower in scope.

5. Mandate for Welcoming Communities

One of the priority actions in the Hastings Multicultural Strategy is to explore participation in the Welcoming Communities accreditation programme offered by INZ. Selwyn District Council's Welcoming Plan describes their strategy as the 'cornerstone for newcomer and migrant programmes in Selwyn' and states that the Welcoming Plan should be read alongside the strategy document.

Given that the WC Programme targets newcomers, former refugees and international students, it seems appropriate to have an overarching strategy that mandates Council's participation in the programme.

It was also noted that while Christchurch adopted a Multicultural Strategy in 2017, they are not a participating Council for the WC programme and there is no mention of the initiative in their strategy implementation plan.

6. Synergy in strategic principles and goals

The two Multicultural Strategies reviewed have similar strategic principles and goals as they aspire to make their city/district a welcoming, vibrant, inclusive place where everyone belongs and feels accepted and respected. There is synergy in the leadership role of the Council, a treaty-based approach, and a more holistic view of diversity in the community.

The following themes emerged from a review of the **Welcoming Plans**:

7. Accreditation & Accountability

All four Welcoming Plans reviewed were a part of the pilot carried out by INZ and thus started the process around the same time in 2017. More than five years later, only two of the four have achieved stage 2 accreditation, namely Palmerston North City and Western Bay of Plenty & Tauranga City Councils. While Councils must have the flexibility around moving through the stages, there doesn't seem to be any further accountability required by INZ to ensure that participating Councils continue to be engaged in the initiative.

Furthermore, INZ commits seed funding for three years once a Council is accepted into the Welcoming Communities Programme. Whilst there are opportunities to access more funding support from INZ as a Council moves through the stages of accreditation, Councils will have to consider if and how this work will be funded if they don't move to the next stage of accreditation within the three-year timeframe.

8. Regional approach versus local approach

The Southland plan includes Invercargill City, Gore District, Southland District as well as the regional Council. It seems like a collaborative approach across Councils could be beneficial for having consistency across the region, however, the risk is a lack of local flavour. The Southland plan seems to be mainly driven by the Councils with minimal engagement with the community and lists mainly generic actions. While an Advisory Group was established to develop this plan, there is no mention of organisations represented by members. In addition, the needs of an urban city such as Invercargill amongst more thinly spread and rural districts is not reflected in the Southland Welcoming Plan.

In contrast, the Palmerston North Welcoming Plan is clearly and succinctly laid out with updates about where they are now, where they want to be with details of existing initiatives being implemented and new ones being initiated. The Plan mentions local academic research that has been commissioned on topics of belonging and civic engagement among migrants and former refugees, which will further inform their

activities and practices. Their plan captures the varied demographic and rich local vibrancy of Palmerston North.

9. Structure & Implementation

INZ doesn't prescribe a structure for plan development or implementation of the Welcoming Plan and Councils can set up their own structures for implementation. While Whanganui and Southland regions have an Advisory Group to drive the programme, their plans don't provide additional information about the organisations represented.

Palmerston North also has an Advisory Group that includes representatives from relevant wide-ranging government, business, not-for-profit and community organisations that meets bimonthly to guide and coordinate the implementation of the Welcoming Communities programme. They also refer to a wider group of stakeholders and individuals who have contributed to their initiatives.

Conversely, Western Bay of Plenty has a Welcoming Communities Tactical Group as well as a Welcoming Communities Coalition that works with the Community Development Advisor and MBIE to implement the Welcoming Plan. The Tactical Group reports to a Joint Governance Committee.

Recommendations

1. Development of a Multicultural Strategy

A Multicultural Strategy recognises and celebrates diversity in a community and sets the direction for Council and the wider community to make a city an inclusive safe place for all. It also mandates Council's participation in initiatives like Welcoming Communities and shows commitment to the well-being of its ethnic communities. With the growing diversity in New Zealand and Napier, it is recommended that Napier City Council develop a Multicultural Strategy that sits alongside the Welcoming Communities programme it has already committed to.

While the Welcoming Communities Programme aims to involve the whole community in welcoming newcomers, it is targeting newcomers who have been in the country for less than 5 years. However, there are several migrants and people of ethnic communities who have been in New Zealand for longer periods who also face several challenges or may feel socially and culturally isolated. A Multicultural Strategy would give Council scope to consider a wide range of initiatives that support all ethnic communities as well as newcomers.

2. Collaboration with mana whenua

Both Christchurch and Hastings Multicultural strategies and the Welcoming Communities Standard 'Inclusive Leadership' highlight the role of mana whenua in welcoming newcomers and acknowledge Te Tiriti o Waitangi as the founding document of New Zealand. Working in partnership with mana whenua is crucial when laying the foundation and recognising and celebrating multiculturalism in our communities. It is

recommended that Ahuriri/Napier mana whenua be meaningfully engaged in the process of developing Napier's Multicultural Strategy and Welcoming Community Plan from the outset.

3. Data and evidence-informed approach

Developing a community data profile for Napier including demographic information, employment and income, languages spoken, religious affiliations as well as attitudinal information would lay the groundwork for developing and monitoring the strategy. Similar to Palmerston North, it may also be useful to commission local academic research and focus groups to learn more about specific challenges of ethnic communities in Napier.

An approach informed by data and evidence would allow the strategy, and the following implementation plan to develop relevant and effective initiatives that have a meaningful impact on the community.

4. Scope

Given the scope of the Welcoming Communities Programme which seeks to involve local residents as the receiving community in laying out the welcoming mat for newcomers, it is recommended that the scope of the Multicultural strategy be community-wide and go beyond Council-controlled levers. While Council is best positioned to lead the way, other stakeholders and ethnic communities must play their part in the development and implementation of this strategy to create a sense of local ownership.

Similar to Napier City Council's Positive Ageing Strategy, the multicultural strategy would be most effective if it is owned and implemented by various stakeholder organisations and community groups. Being a community-wide strategy would also create opportunities for ethnic people to take on leadership and coordination roles (with support from Council). This would further their integration into the local community and help grow ethnic community leaders in Napier.

5. Governance & Structure

It is recommended that a strategic group of mana whenua, ethnic community leaders and stakeholder organisations led by Council drive the development of the multicultural strategy and a reference group of ethnic, migrant and newcomer community members and/or their association representatives be established to support with community engagement and feed into the strategy development process.

This would help ensure that a wide range of thoughts, ideas and voices are heard and incorporated into the strategy development process.

6. Role of Council

The leadership role of Council in making their city or district more welcoming, where all cultures thrive and are celebrated is a common thread among all three strategies as well as the Welcoming Plans. It is recommended that Napier City Council also take on the role of a leader and facilitator to collaborate with the community and stakeholders, to bring together the different threads and weave the welcome mat for

newcomers to Napier. It is also important that Council be a role model and commit to improving cultural diversity in the workforce.

Furthermore, in the absence of explicit requirements by Immigration NZ for progressing from one stage of accreditation to the next of the WC programme, the onus will be on Council to make a commitment and set goals and timeframes for itself to progress to the next stage of the Programme.

Appendix

Research and documents reviewed

Welcoming Communities Programme

<https://www.immigration.govt.nz/about-us/what-we-do/welcoming-communities>

Evaluation Report - Welcoming Communities Pilot

<https://www.immigration.govt.nz/about-us/what-we-do/welcoming-communities/resources-welcoming-communities/welcoming-communities-evaluation-final-report-2019-1.pdf>

Welcoming Communities NZ – Intervention Logic 2021

<https://www.immigration.govt.nz/about-us/what-we-do/welcoming-communities/resources-welcoming-communities/welcoming-communities-intervention-logic-july-2021.pdf>

Place Summary, Census 2018

<https://www.stats.govt.nz/tools/2018-census-place-summaries/napier-city>

Hastings District Multicultural Strategy

<https://www.hastingsdc.govt.nz/assets/Document-Library/Strategies/The-Hastings-District-Multicultural-Strategy/The-Hastings-District-Multicultural-Strategy.PDF>

Christchurch Multicultural Strategy

<https://ccc.govt.nz/assets/Documents/The-Council/Plans-Strategies-Policies-Bylaws/Strategies/Multicultural-Strategy.pdf>

Selwyn Newcomers and Migrant Strategy

https://www.selwyn.govt.nz/_data/assets/pdf_file/0017/203282/Newcomers-and-Migrant-Strategy.pdf

Palmerston North City Welcoming Communities Advisory Group Plan 2020 -2023

<https://www.pncc.govt.nz/files/assets/public/documents/Council/plans/welcoming-communities-advisory-group-plan-2020-23.pdf>

Whanganui Welcoming Communities Plan 2018 - 2019

https://www.whanganui.govt.nz/files/assets/public/guides-and-information/04564_wdc-whanganui-welcoming-communities-plan_lr.pdf

Western Bay of Plenty Welcoming Communities Action Plan 2018 - 2020

https://www.tauranga.govt.nz/Portals/0/data/community/welcoming_communities/files/welcoming_plan_2018_2023.pdf

Southland Murihiku Welcoming Plan

<https://greatsouth.nz/storage/app/media/Publications/Southland%20-%20Welcome%20Plan%202019.pdf>

ETHNIC COMMUNITY PROFILE 2023

Status and wellbeing of ethnic communities in Napier City



OCTOBER 2023

Prepared for Napier City Council

Authored by: Tanya Jain



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1. Introduction

What is a Community Profile?

A community profile provides information and data to understand the demographic and social characteristics of a group of people in a specific place. They can be used to understand changes in the composition of the population group over time. A community profile can also provide information to assess needs, allocate resources, develop plans and assist with designing and delivering community engagement.

This community profile provides information about the status and wellbeing of migrant and ethnic communities in Napier City, including

- Demographic data for various ethnic communities with comparisons to New Zealand and Napier averages, as appropriate.
- Employment and income related data for ethnic communities including details about occupation and industry participation.
- Perceptions of ethnic communities about safety, their sense of belonging and wellbeing, and other qualitative information about living in Napier

Who can use this Community Profile?

The profile can be used by individuals, community groups and organisations with an interest in Napier's ethnic communities. It is intended to inform and assist with decision making and planning of community initiatives and projects.

The profile can also be used by members of ethnic communities to assist with providing the big picture about the status and wellbeing of their community and how it compares with the wider Napier population.

Data Sources

Information used in this report has been collated from the following sources:

- Census 2018 data by Statistics New Zealand¹
- Data Dashboard by Ministry for Ethnic Communities (MEC) based on 2018 Census
- Napier City Council's Social Monitor Survey 2019 - 2022

¹ Statistics New Zealand provides an assessment of the quality of 2018 Census data here: <https://www.stats.govt.nz/2018-census/data-quality-for-2018-census>

About Ethnicity Data

Ethnicity related data is collected by Statistics New Zealand (Stats NZ) through the Census. This is an official count of the people and dwellings in New Zealand held every five years, to inform how as a country we are changing over time.

Statistics NZ defines ethnicity as an ethnic group or groups a person identifies with or has a sense of belonging to. It is a measure of cultural affiliation (in contrast to race, ancestry, nationality, or citizenship). Ethnicity is self-identified and a person can belong to more than one ethnic group. An ethnic group is made up of people who have some or all of the following characteristics:

- a common proper name
- one or more elements of common culture that need not be specified, but may include religion, customs, or language
- a unique community of interests, feelings, and actions
- a shared sense of common origins or ancestry
- a common geographic origin

A person may belong to more than one ethnic group. In this instance, Stats NZ counts them once in each identified ethnic group. Therefore, the number of total responses will be greater than the number of respondents. More information about how Stats NZ records ethnicity data is in Appendix 1.

Information in this ethnic profile includes responses from all those who identified with an ethnicity other than NZ European or Māori. However, people who would have selected NZ European or Māori as one of their ethnicities will also be represented in the results.

Diversity data from the Napier City Council Social Monitor Survey (2022) was used to gain insights into the social wellbeing of the ethnic community in Napier by comparing responses of those categorised as 'Other' ethnicity with overall responses of the general population. A total of 81 of 528 responses, or 15% of the total responses collected in the survey indicated an ethnicity other than NZ European or Māori. Whilst the percentage of responses by 'other' ethnicity is proportional to their population in Napier, the numbers are too small to draw significant conclusions or recommendations. This should be only seen as a starting point to identify gaps and opportunities for further targeted research.

2. Demographic Information

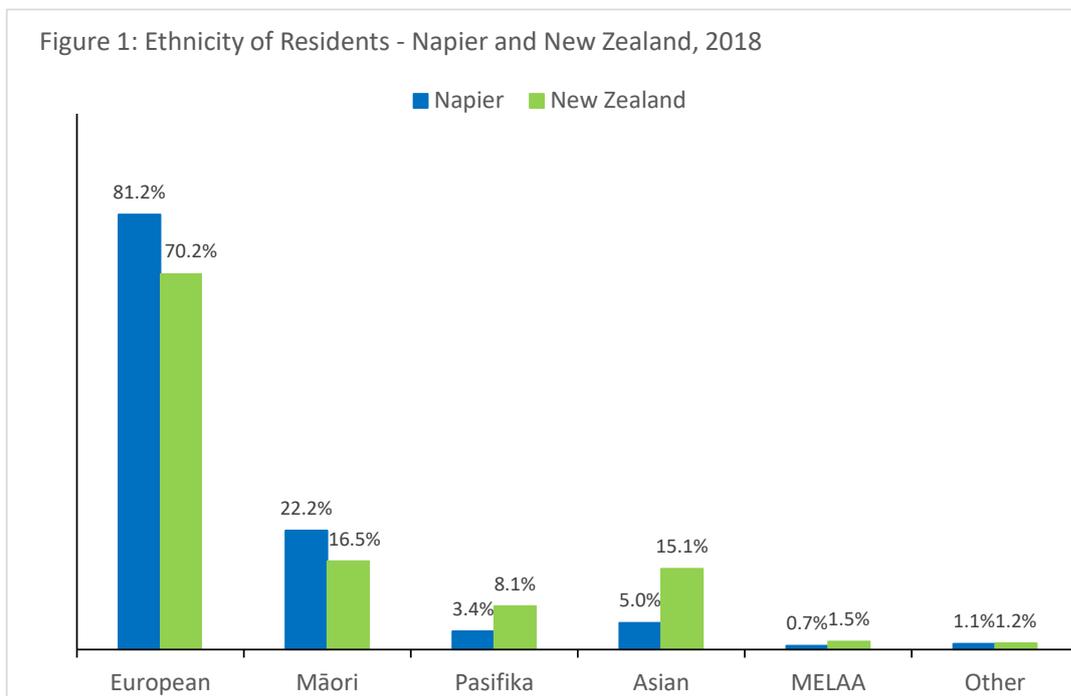
Napier is becoming increasingly diverse with more newcomers choosing to call Napier home, contributing to the local economy, community and vibrancy of the city. According to Census 2018, 6,435 people living in Napier have an ethnicity other than NZ European or Māori i.e. 1 in 10 people in Napier identify as Asian, Pacific, Middle Eastern/Latin American/African (MELAA) or of other ethnicity. Additionally, Napier has a higher proportion of European and Māori than the national average (Figure 1).

The ethnic community in Napier has a slightly larger percentage of males than females, which is the opposite of the overall Napier population (Table 1).

Table 1: Sex Ratio of Residents – Ethnic population, 2018

	Male	Female
Ethnic Community	51%	49%
Napier	48%	52%

Source: Customised Report by Stats NZ

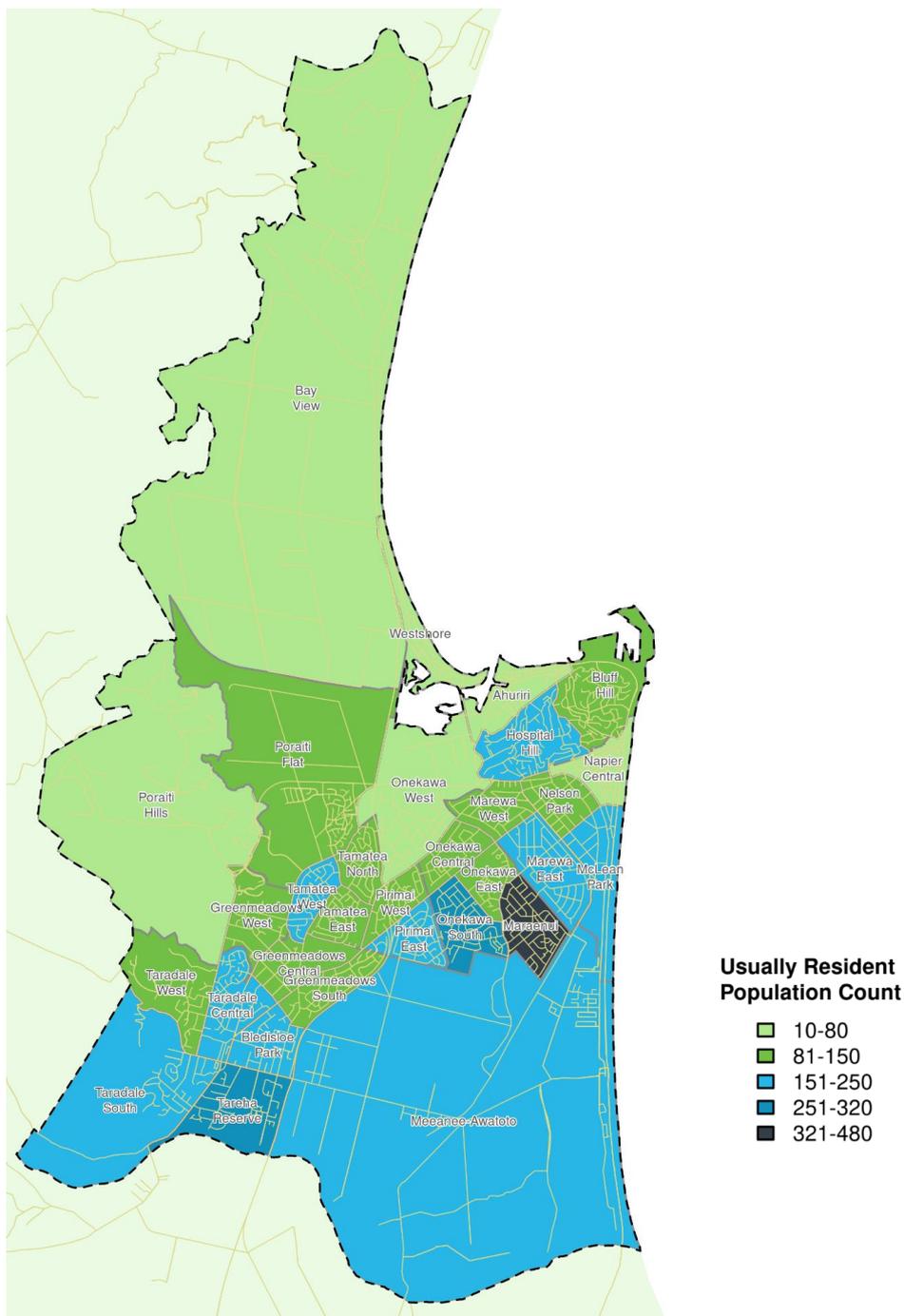


Source: Census 2018, Stats NZ



In terms of geographical distribution, Maraenui, Onekawa South and Tareha Reserve area in Taradale appear to have the highest density of ethnic population. Overall, there is higher concentration of ethnic population in the southern suburbs of Napier (Figure 2).

Figure 2: Map showing ethnic population distribution by suburb in Napier, 2018



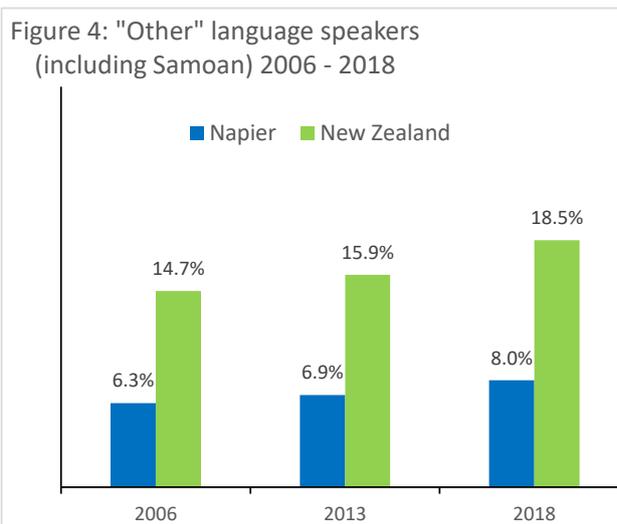
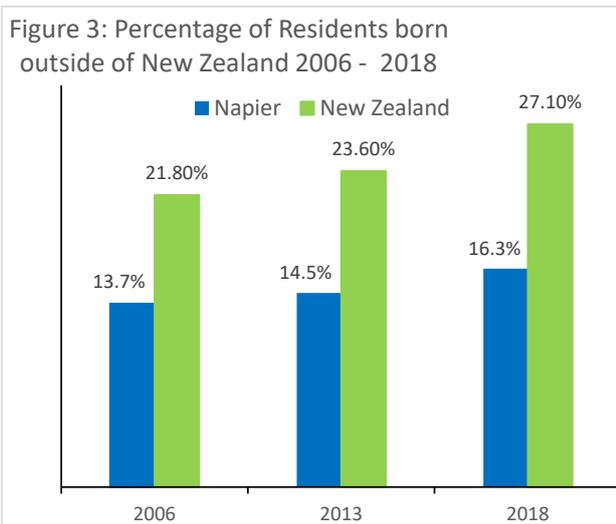
Source: Customised Report by Stats NZ



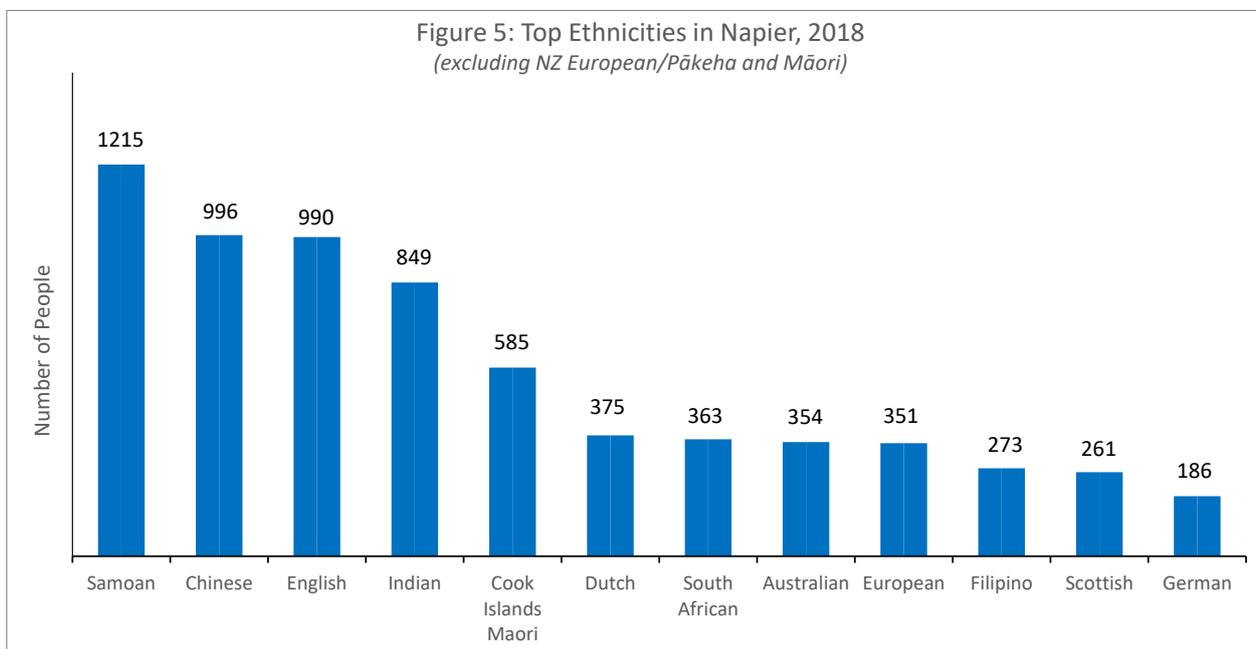
2.1 Cultural Diversity

While Napier city's ethnic community is growing at a slower pace than the New Zealand average (Figure 3), Napier residents still represent more than 70 countries and ethnic groups from across the world. There is also an increase in the number of people who speak 'other' languages i.e. languages other than English, Te Re Māori and NZ Sign Language (Figure 4).

There is a wide range of ethnicities and languages spoken in Napier (Figure 5 & 6).

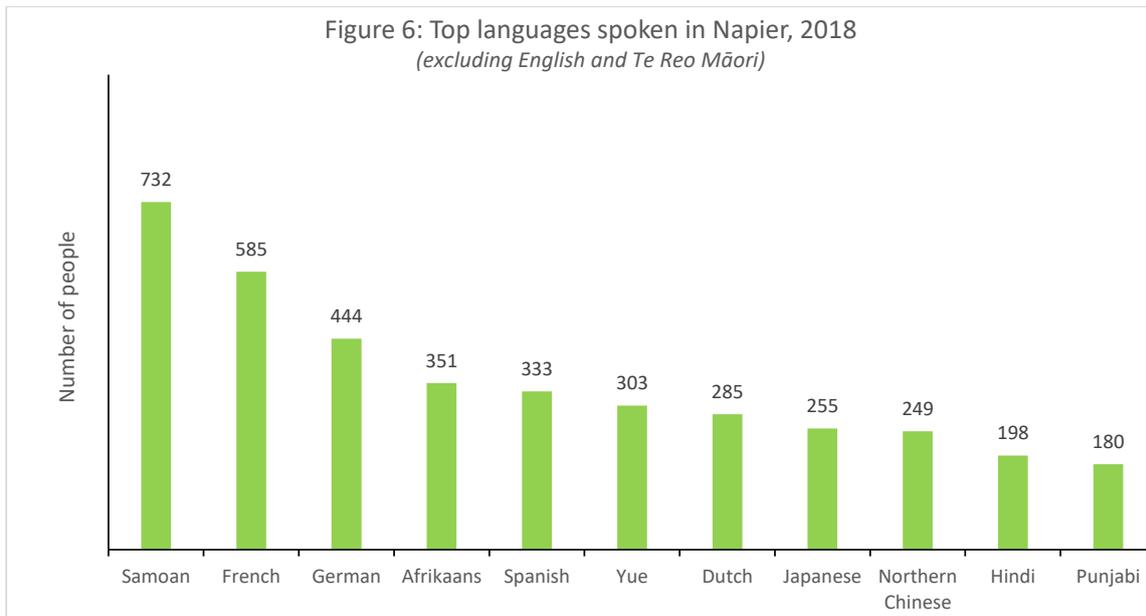


Source: Census 2006, 2013 and 2018, Stats NZ



Source: Customised report by Stats NZ

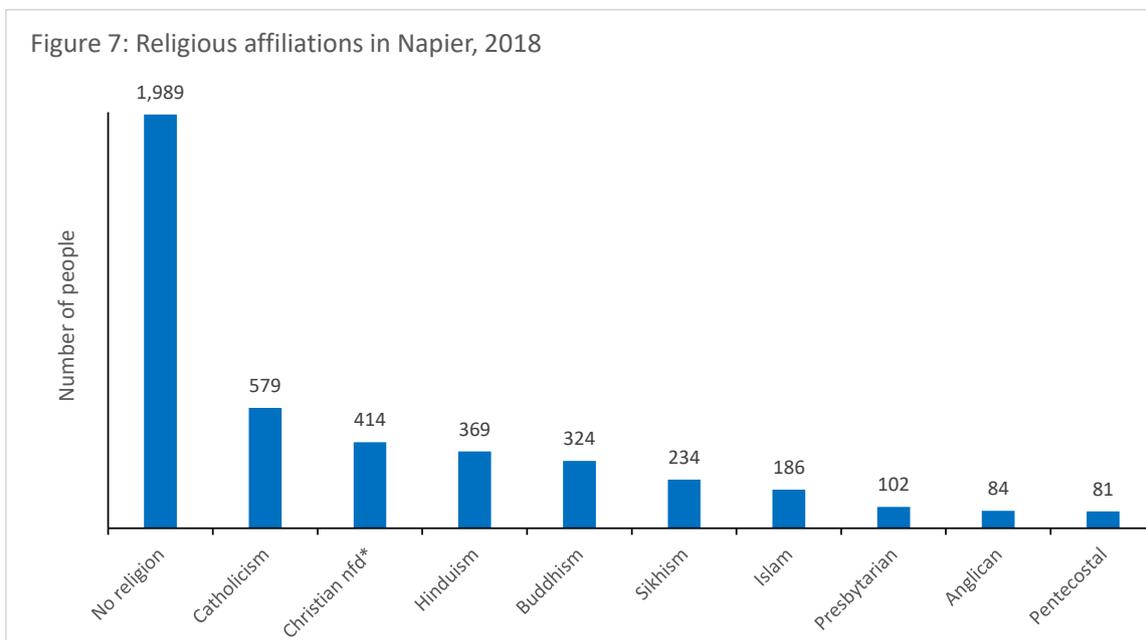




Source: Customised report by Stats NZ

2.2 Religious Affiliation

The majority of ethnic communities (55%) in Napier affiliate to a religion, which is significantly higher than for the general population (41%). Nearly 45% of ethnic communities don't identify with any religion. The main religions that ethnic populations affiliate with, are depicted in Figure 7.



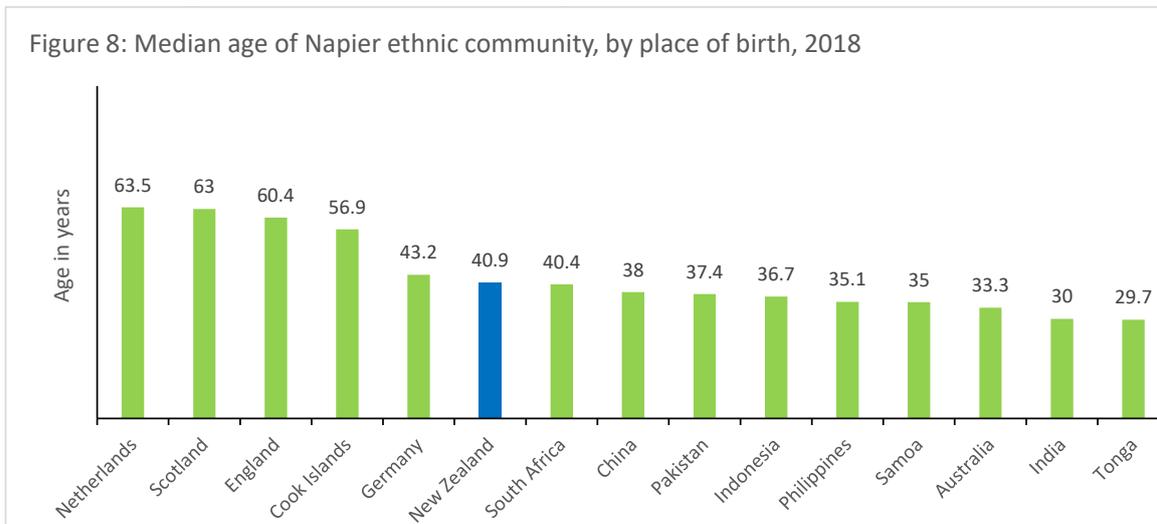
Christian nfd* - Christian but with no denomination specified

Source: Ministry of Ethnic Communities (MEC) Data Dashboard, based on 2018 Census



2.3 Age Structure

The median age of some the most populous ethnic groups in Napier – Samoan, Chinese and Indian is lower than the median age of those born in New Zealand (Figure 8).

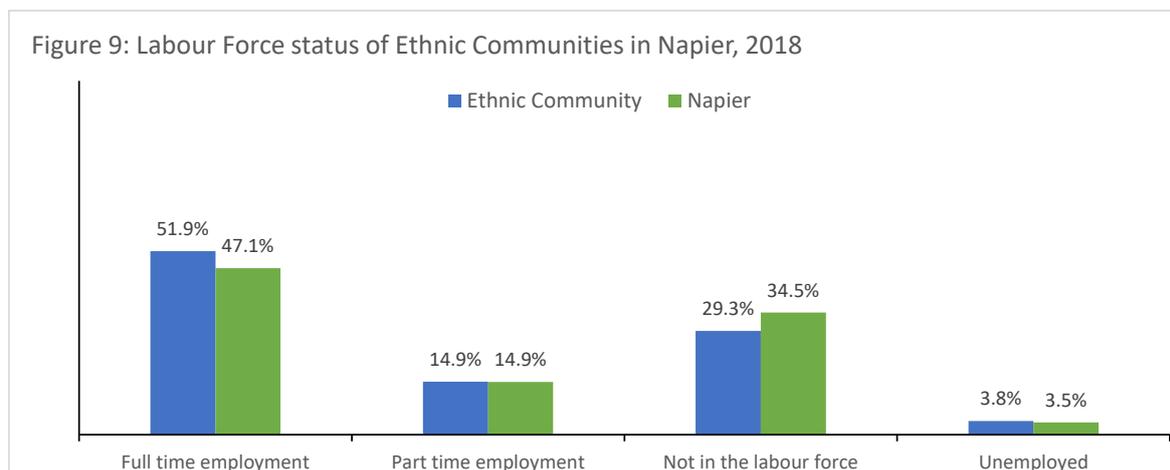


Source: Customised report by Stats NZ

3. Employment & Income

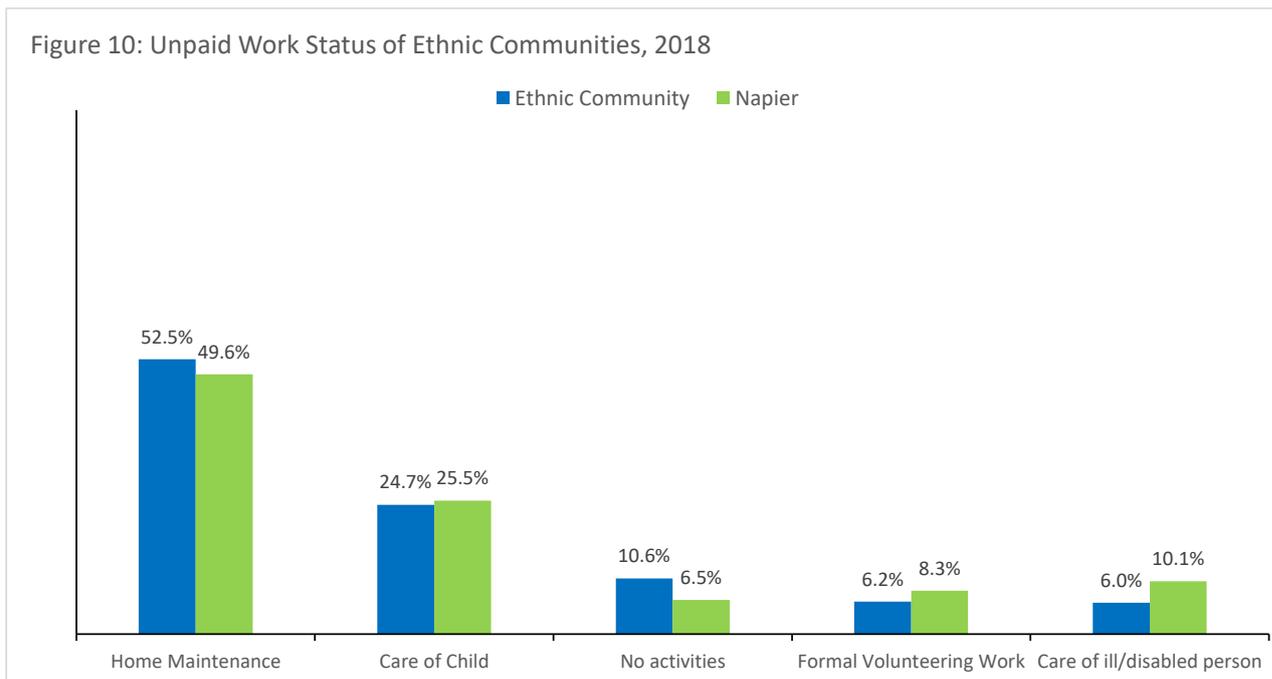
3.1 Labour Force Status

Rates of employment among ethnic communities is similar to the wider Napier population, with two thirds of the population in the labour force and more than half in full time employment (Figure 9). In terms of unpaid work, 9 out of 10 people in Napier’s ethnic communities are involved with maintaining a home, caring for child/ren or disabled/ill person, or volunteering (Figure 10).



Source: MEC Data Dashboard and Census 2018

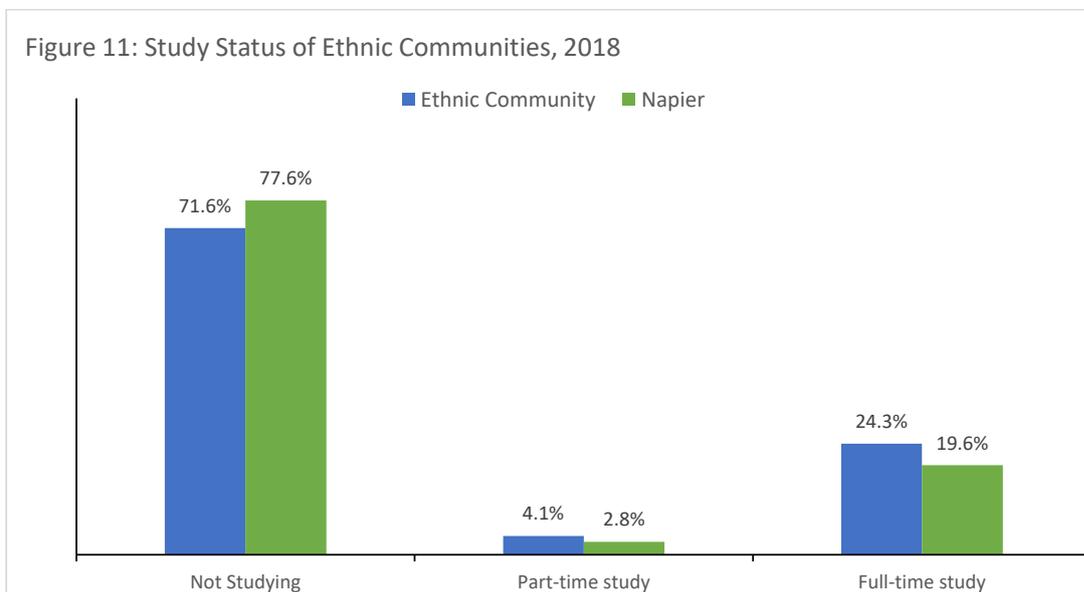




Source: MEC Data Dashboard and Census 2018

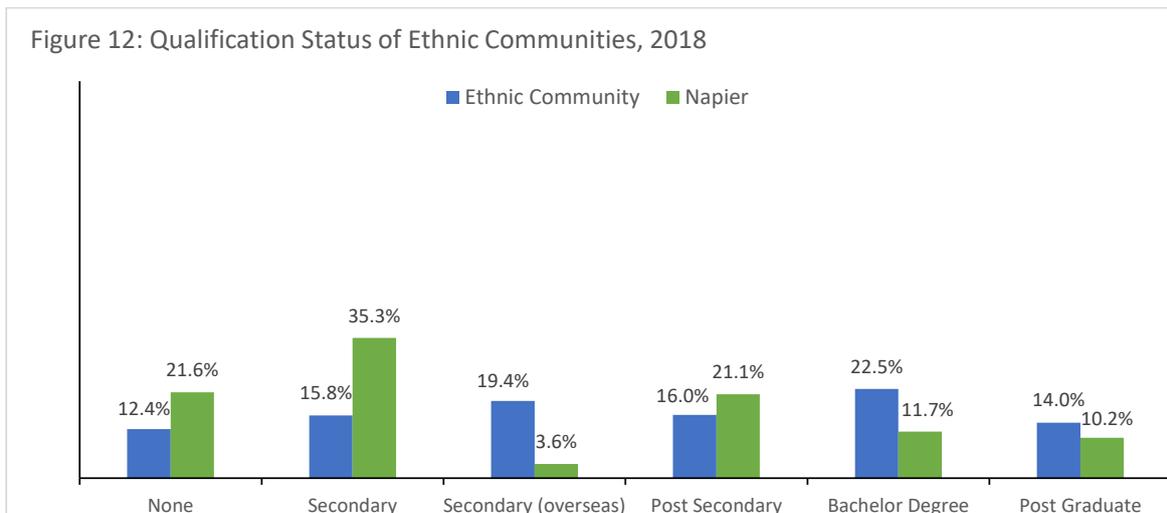
3.2 Education Status

More people of ethnic communities are in full time or part time study compared to all of Napier. Over half of ethnic communities have a qualification higher than secondary school, with one-third holding graduate and postgraduate degrees. This is significantly higher than the average for Napier as a whole (Figure 11 & 12).



Source: MEC Data Dashboard and Census 2018



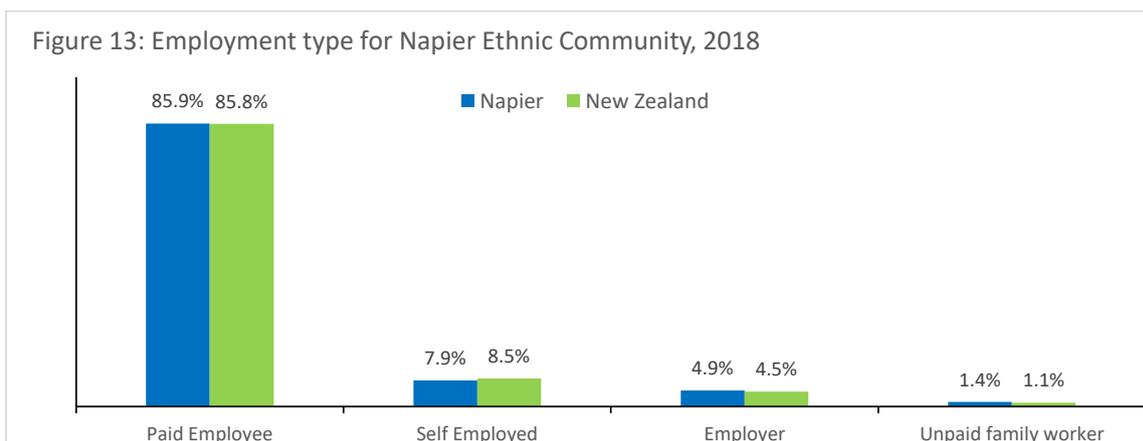


Source: MEC Data Dashboard and Census 2018

3.3 Employment and Occupations

Ethnic communities in Napier are largely in paid employment and this is at the same level as the New Zealand average (Figure 13). A large proportion (20%) of the Napier ethnic community in paid employment, work in Accommodation and Food Services, compared with only 6.5% of the New Zealand population. Other industries where the ethnic community are more likely to be working include manufacturing, healthcare and social assistance, and retail trade (Figure 14).

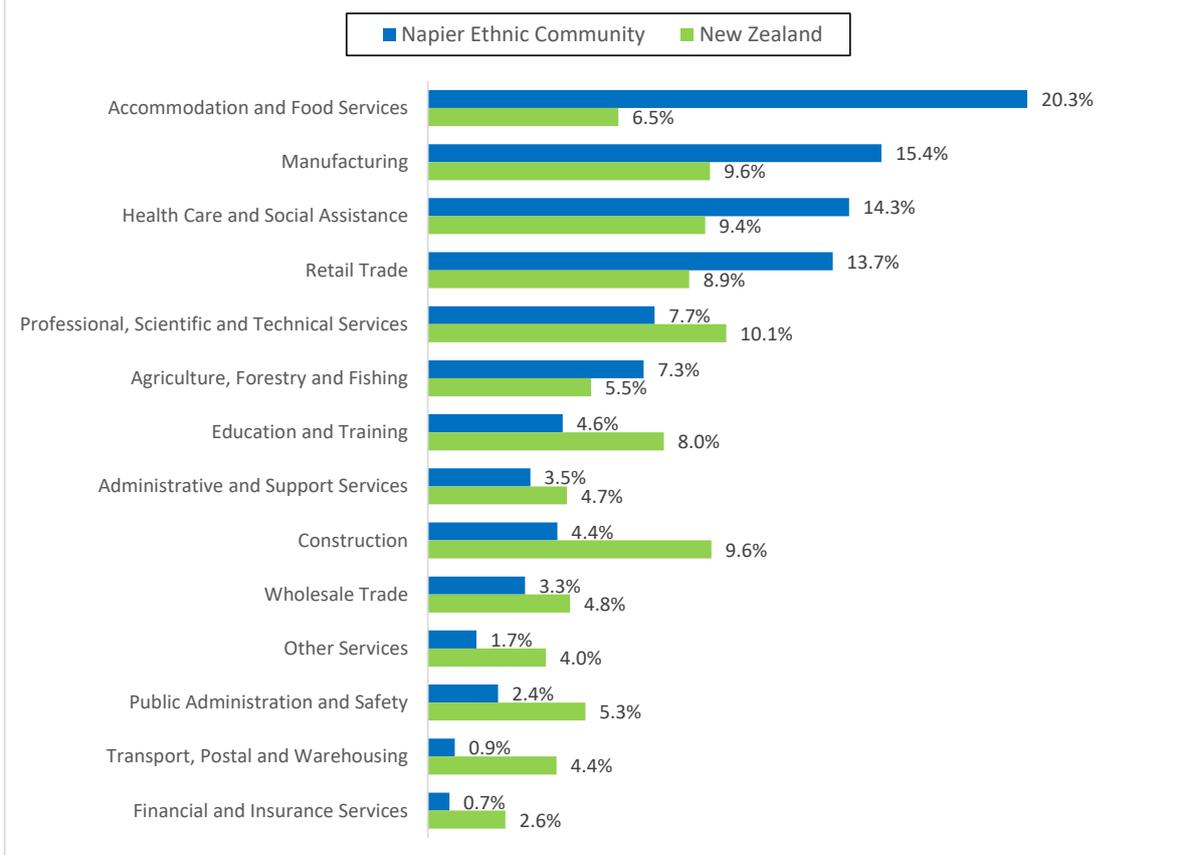
A large portion of the ethnic community work as Professionals and Managers. While there are more ethnic people who work as Professionals compared to the Napier as a whole, there are proportionally fewer ethnic people working in Management roles (Figure 15).



Source: MEC Data Dashboard, based on 2018 Census

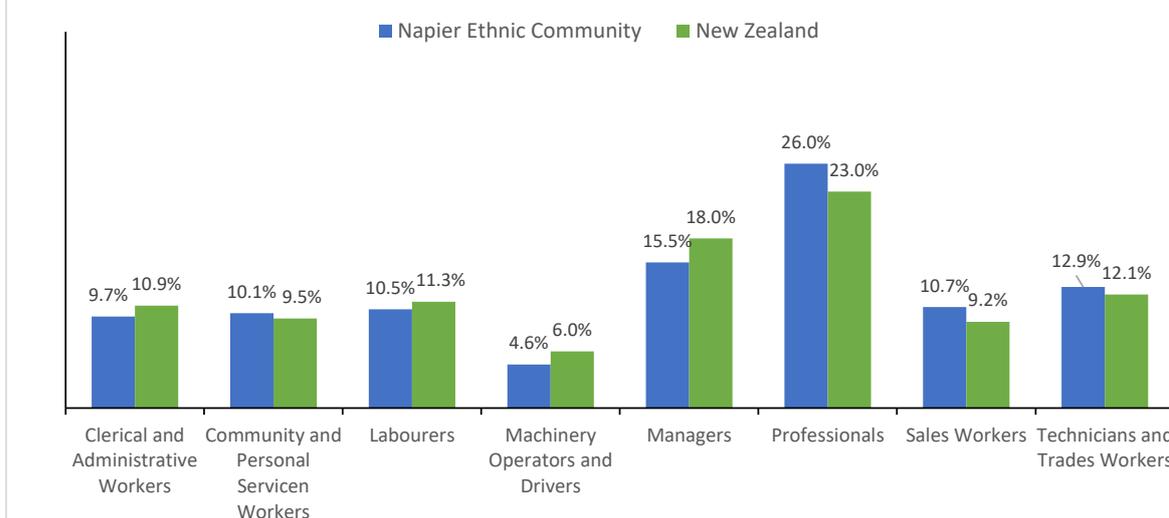


Figure 14: Industry participation for Napier Ethnic Community, 2018



Source: MEC Data Dashboard, based on 2018 Census

Figure 15: Occupations for Napier Ethnic Community, 2018

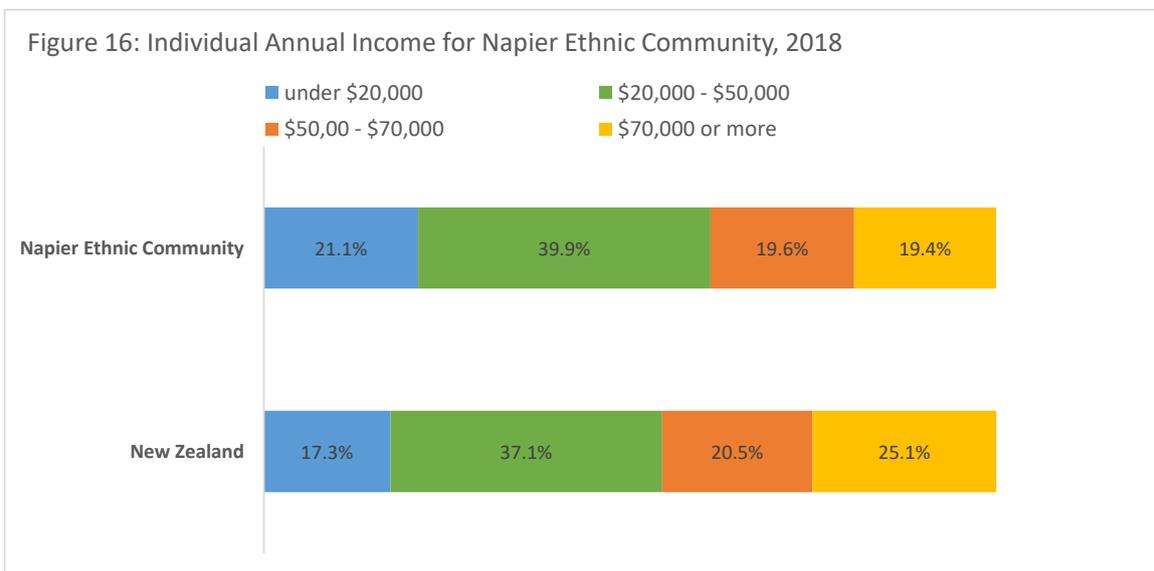


Source: MEC Data Dashboard, based on 2018 Census



3.4 Income

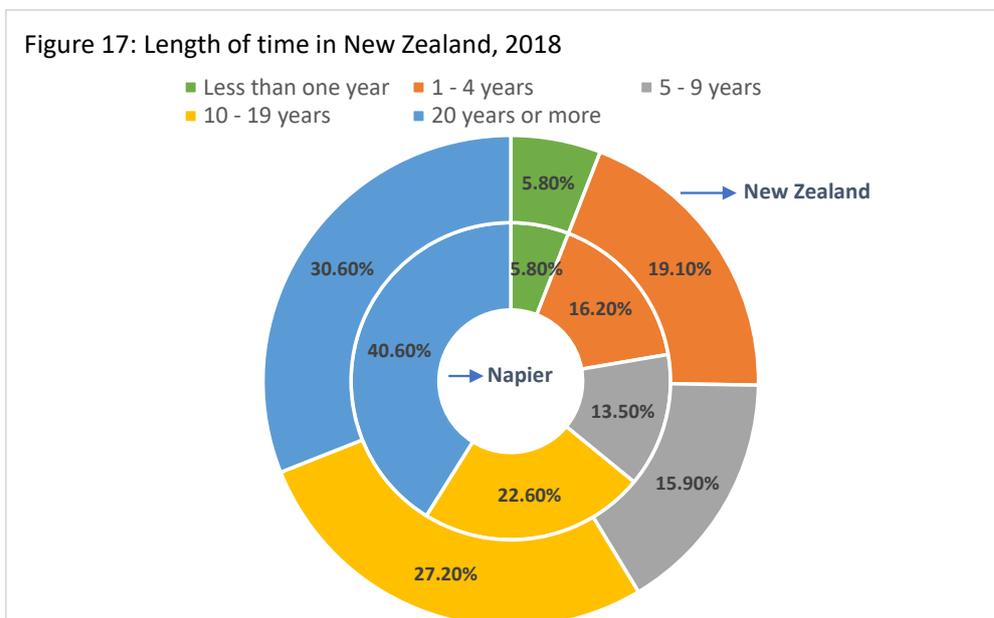
A lower proportion of the ethnic community in Napier earn a personal income of over \$50,000 per annum, compared to the New Zealand population (Figure 16).



Source: MEC Data Dashboard, based on 2018 Census

4. Life in Napier

Compared to the national average (30.6%), a large proportion of overseas born population in Napier (40.6%) have lived in New Zealand for more than 20 years (Figure17).



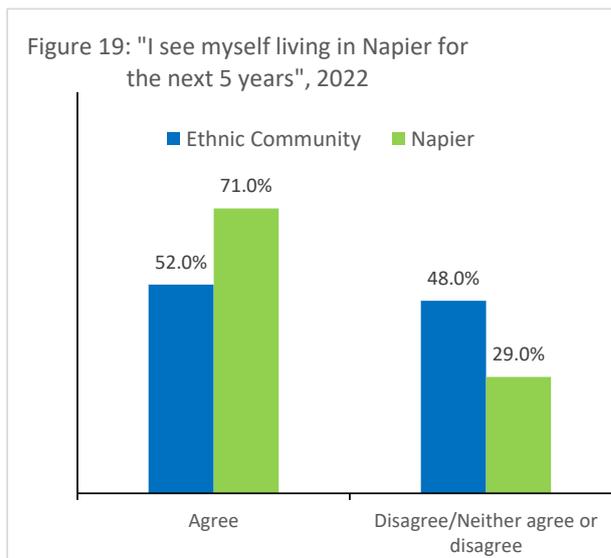
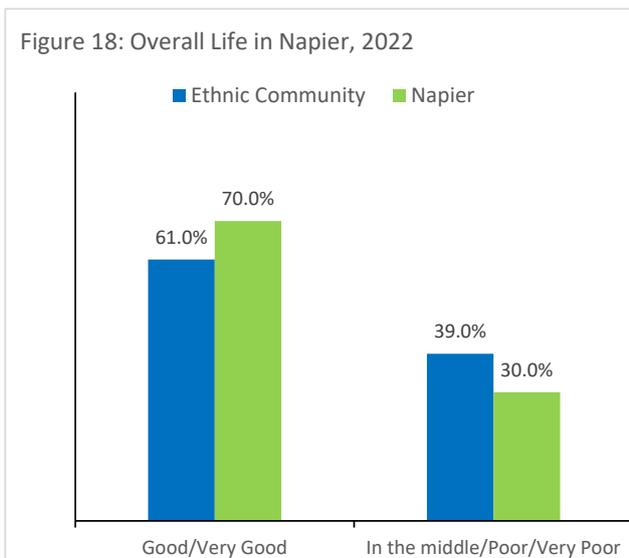
Source: Census 2018, Stats NZ



4.1 Overall Life Satisfaction

The annual Napier Social Monitor Survey asks residents about their overall life and whether they intend to remain living in Napier for the next five years. In 2022, fewer people from ethnic communities were satisfied with their life compared to the Napier population as a whole. (Figure 18)

The number of people from ethnic communities who see themselves living in Napier for the next five years is significantly lower than the Napier population as a whole. (Figure 19)

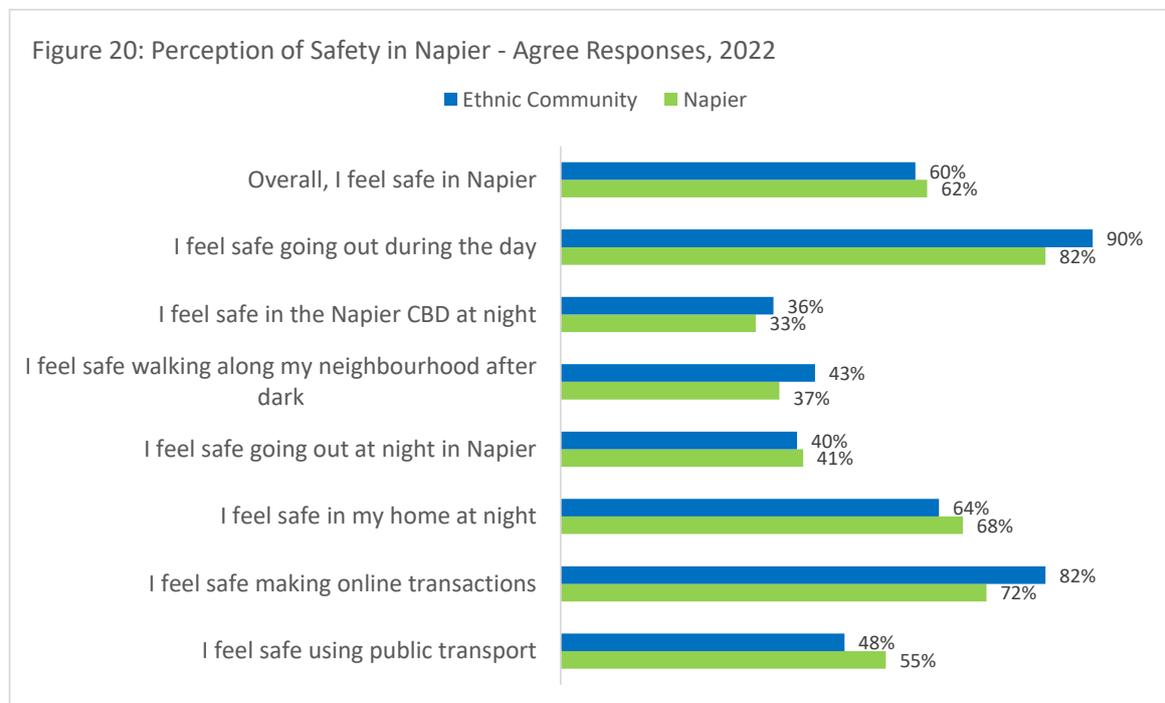


Source: Napier City Council Social Monitor Survey 2022



4.2 Perceptions of Safety

Perceptions of safety of ethnic communities are similar to the general population of Napier. More people from ethnic communities feel safe going out during the day, making online transactions and walking alone in their neighbourhood (Figure 20).



Source: Napier City Council Social Monitor Survey 2022

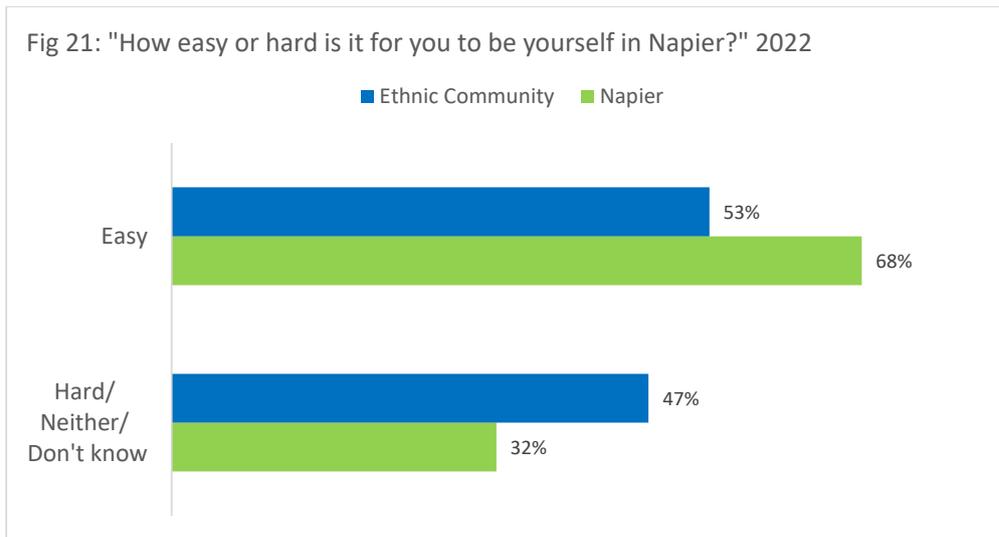
4.3 Acceptance and Belonging

People of ethnic communities in Napier find it harder to be themselves (53%), compared to 68% of the wider Napier population (Figure 21). Two in five ethnic community residents (41%) commented that race and ethnicity were the factors that came to mind when considering if they can be themselves in Napier. This was followed by dress/appearance, age and skin colour. Other mentioned associations were gender, religion, and lower income.

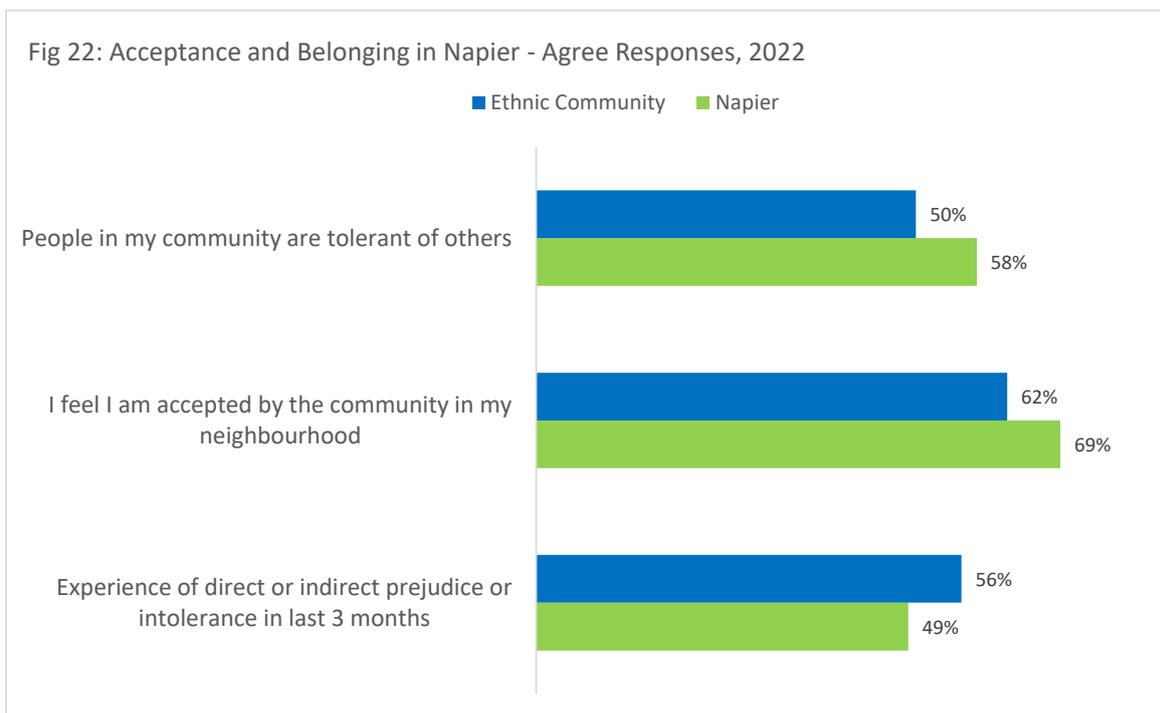
Fewer people of ethnic communities felt they are accepted by the community in their neighbourhood. More than half of the respondents of ethnic communities stated to have experienced or seen someone else experience prejudice or intolerance or been unfairly treated or excluded in the last three months (Figure 22). The most cited reason identified for intolerance was ethnicity (60%).

Nearly half of Napier respondents believed that having more people from different cultures, countries and lifestyles makes Napier no different or worse as a place to live (Figure 23).



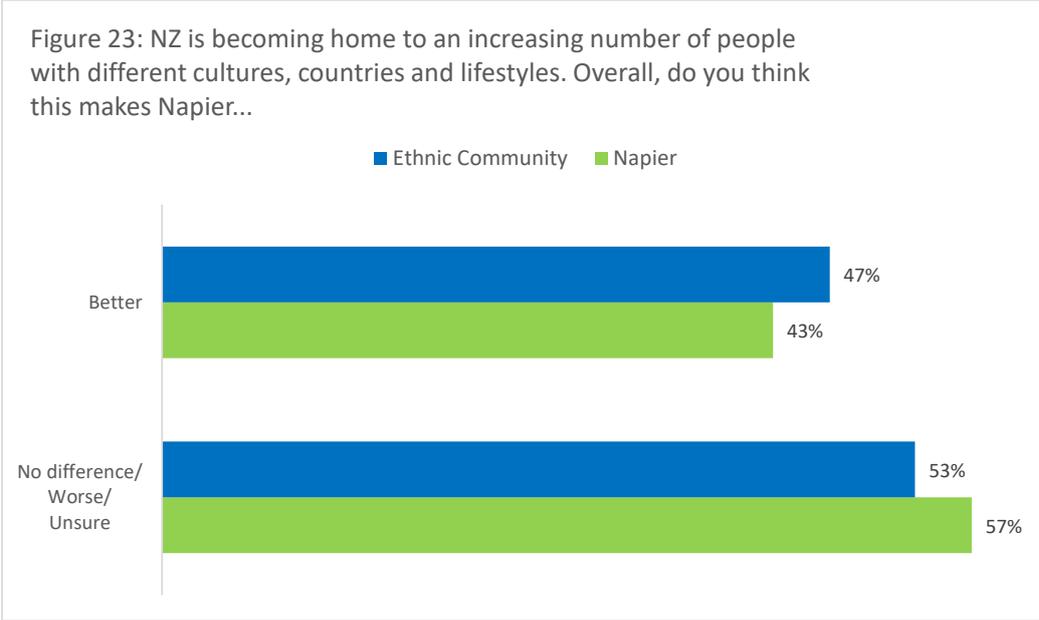


Source: Napier City Council Social Monitor Survey 2022



Source: Napier City Council Social Monitor Survey 2022





Source: Napier City Council Social Monitor Survey 2022

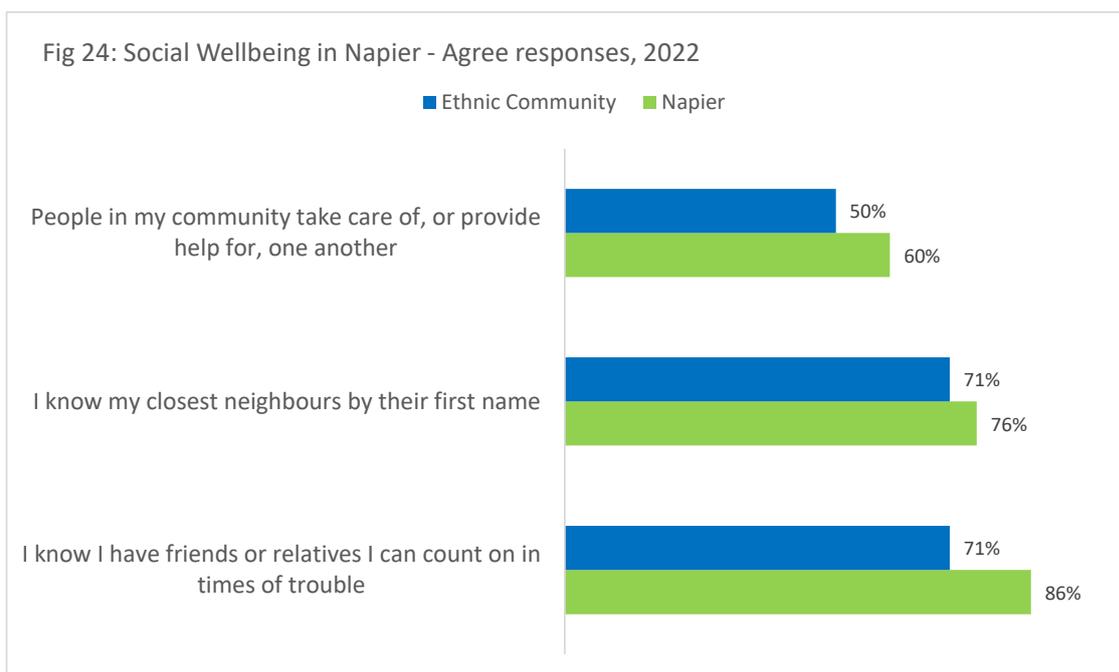


5. Wellbeing

The Napier Social Monitor Survey asks respondents a number of questions to measure social and mental wellbeing. Both these areas are particularly significant for ethnic communities who may grapple with social and/or cultural isolation.

5.1 Social Wellbeing

Fewer respondents of ethnic communities (71%) felt they have friends or relatives they can count on in times of trouble compared to the wider Napier population (86%). Half of respondents from ethnic communities believe that people in their community take care of and help one another, compared to 60% for Napier as a whole (Figure 24).



Source: Napier City Council Social Monitor Survey 2022



5.2 Community Mental Wellbeing

Ethnic Communities in Napier have a higher score on the community mental wellbeing index compared to the general population. Higher scores suggest greater distress, reflecting a higher percentage of people in ethnic communities worrying about everyday problems, reporting feeling lonely at least some of the time, having little interest or pleasure in doing things, and feeling down or depressed.

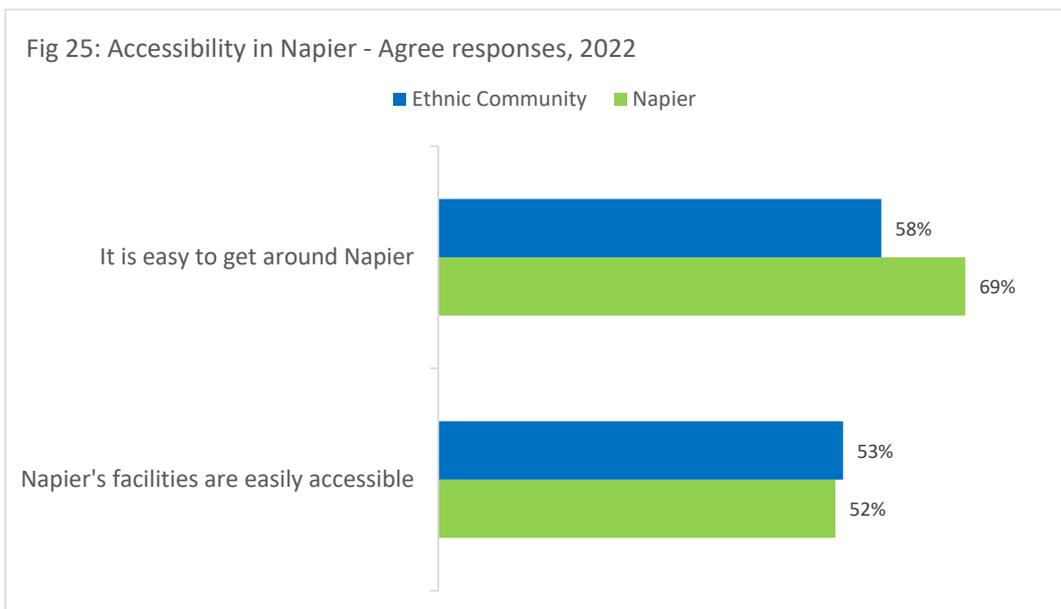
Table 2: Community Mental Wellbeing in Napier, 2022

	Ethnic Community	Napier
Community Mental Wellbeing Index Score	13.2	10.5

Source: Napier City Council Social Monitor Survey 2022

6. Accessibility

Perceptions about accessibility of Napier’s facilities are similar for ethnic communities and the wider Napier population, with just over half the respondents in agreement about ease of access. In terms of ease of getting around Napier, fewer people in the ethnic communities held the same views as the general population (Figure 25).



Source: Napier City Council Social Monitor Survey 2022



7. Appendices

Appendix 1 – Description of ethnicity for Census purposes, 2018

For Census purposes, Ethnicity is a hierarchical classification with four levels. Detailed ethnic group information is collected so that responses can be coded to specific ethnic group categories at the most detailed level of the classification, level four. Where this is not possible, information is coded to level two or to level three. Level one is used solely for output and contains six categories and one residual category:

- European
- Māori
- Pacific Peoples
- Asian
- MELAA (Middle Eastern / Latin American / African)
- Other ethnicity
- Not elsewhere included

For the census population count, 'not elsewhere included' contains the residual categories of 'response unidentifiable', 'response outside of scope', 'don't know' and 'refused to answer', alongside 'not stated'.

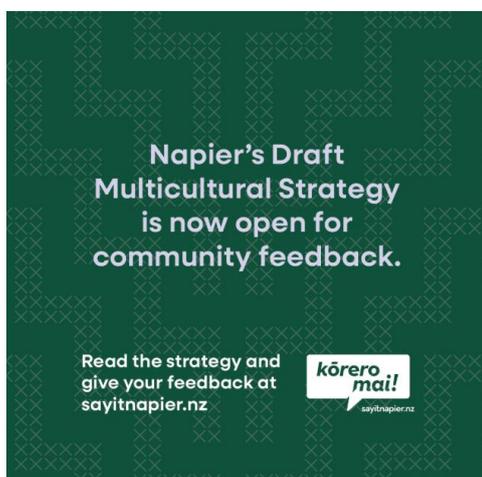
In ethnic group (grouped total responses) a person belonging to more than one ethnic group is counted once in each group. Therefore, the number of total responses will be greater than the number of respondents. For example, at level one of this classification, a person of Samoan, Tongan, and German ethnicity would be counted once in the category of Pacific Peoples and once as European.

Whiria Ahuriri Napier's Multicultural Strategy – Summary of Feedback January 2026

Feedback approach

Feedback on Whiria Ahuriri, Napier's Draft Multicultural Strategy was sought by Napier City Council (NCC) between 20th October and 5th December 2025. The draft Strategy document was made available in the following formats:

- Online – on www.sayitnapier.nz
- Paper copy – available at Napier and Taradale Libraries, Customer Services, and on request.



A background document and feedback form were also available online and in paper copy. NCC's Customer Services were provided with a briefing document and FAQs to assist staff with any questions from the community.

The opportunity to provide feedback was promoted through the following channels during the consultation period:

- Email invitation to 207 people who expressed an interest during the engagement phase
- Media release including media advisory
- Bay Buzz article
- Facebook / Instagram Posts
- Neighbourhood e-newsletter feature article
- Drop in 'information session' at Taradale Library
- Copies at libraries
- Copies at NNC's Customer Services
- Email to Community e-Network
- Email to Advisory Group members who participated in the development of the draft Strategy
- Email to Safer Napier Strategic Group
- Email to Age-Friendly Napier Steering Group (previously Positive Ageing Strategic Advisory Group)

- Presentation to Napier Youth Council
- Email to Multicultural Association Hawke's Bay
- Multicultural Association HB Facebook post to members
- Napier City Business Inc e-newsletter promotion
- Lunchtime webinar online presentation - recorded for viewing on www.sayitnapier.nz.

Feedback received and submitter details

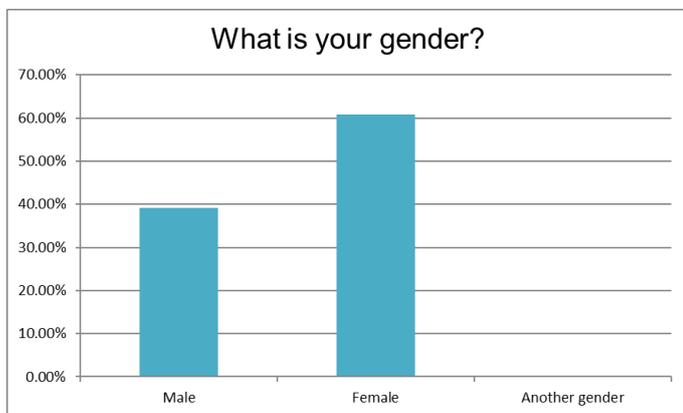
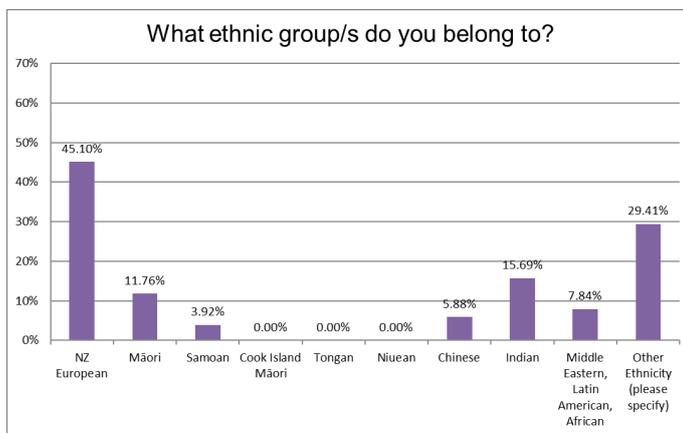
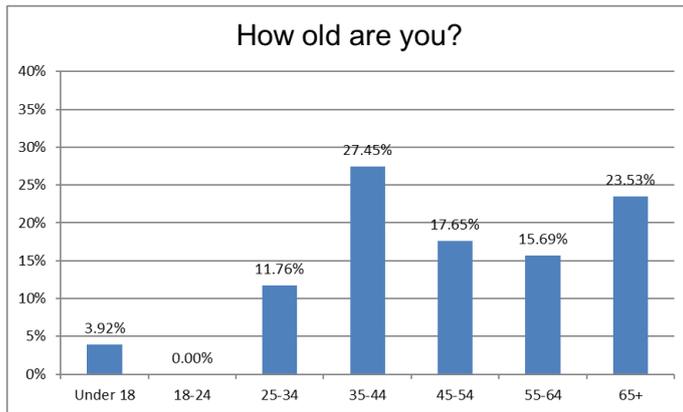
A total of 51 submissions were received.

- 41 were from individuals, 10 from groups including Hindu Council of Hawke's Bay, Safer Napier Strategic Group, Tautua Ltd, Napier Youth Council, Singh Sports and Cultural Club & Akaal Riders NZ, Brazilian Community, English Language Partners Hawke's Bay, and Napier's Citizens Advice Bureau.
- 46 were received via the online feedback form; 5 using the paper feedback form.

Submitters had the following demographic characteristics:

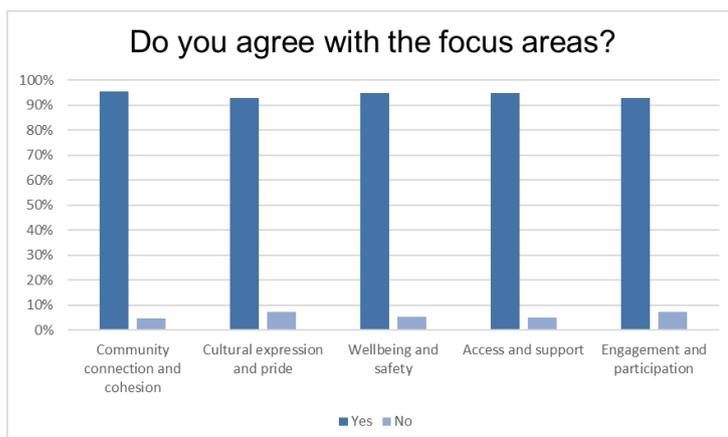
- 97% Napier residents
- 61% female
- 39% male
- 24% 65+
- 16% 55-64
- 17% 45-54
- 27% 35-44
- 12% 25-34
- 0% 18-24
- 4% Under 18
- 45% NZ European
- 12% Māori
- 4% Samoan
- 8% Chinese
- 16% Indian
- 8% Middle Eastern, Latin American, African
- 29% Other¹ including: Filipino, German, Sri Lankan, NZ Chinese, Norwegian, English, South African, Punjabi, Jewish, New Zealander.

¹ People could select more than one ethnic group so total adds up to more than 100%.



Summary of feedback

Feedback on the Strategy was positive overall. A large portion of submitters (94%) agreed with the Strategy’s vision, and the large majority (between 93% and 95%) agreed with each of the five proposed focus areas.



The majority of feedback involved submitters providing ideas that aligned with the five focus areas. These have been noted for consideration during development of the action plan.

The remainder of the substantive feedback is summarised in the following table with officers’ responses also noted (including relevant changes made to the final version of the Strategy).

Key themes arising from the substantive feedback are:

- Implementation and monitoring - requests for an action plan that identifies outcome measures to track progress
- Scope of focus areas - requests for specific topics and issues to be considered as part of action planning
- Capacity building - requests to support the capacity and capability of cultural leaders and communities
- Quality information, resources, and support - requests for improved access to reliable information and guidance, particularly for migrants and business owners
- Partnerships - suggestions for collaboration and co-design with a wide range of cultural groups
- Priority groups - reminders about particular priority groups
- Funding - queries about how actions will be funded.

Suggestion	Response
Implementation & Monitoring	
See this vision implemented (Submitter #49)	An action plan will be developed for the Strategy, led by new Advisory Group including organisations, cultural leaders and community members.
Publish an action plan including delivery partners and indicators to track progress (Submitter #43)	The action plan will be published on Council’s website. Measures listed on p.24 include data that is readily available for Napier. The Advisory Group will have a role in monitoring.
How the vision and focus areas will be met (Submitter # 38)	As above.

Suggestion	Response
Scope of focus areas	
Like to see economic growth added to the focus areas (Submitter #49)	Noted. Employment, education pathways, access and support are covered in Focus Area 4 - Access and support, these are elements that support economic growth.
Scope of focus area such as 'Access and Support' and 'Wellbeing and Safety' (Submitter #43)	Noted. The focus areas establish the areas for attention, however the range of topics, communities or issues addressed will be developed as part of implementation.
Capacity building	
Training and capacity building for community leaders (Submitter #16)	Noted. Capacity building fits within Focus Area 5 - Engagement and participation.
Practical support for volunteers (Submitter #16)	Noted. Practical support for volunteers is available through the Volunteering Hawke's Bay service.
Create a pathway for establishing recognised cultural hubs including access to spaces and governance support (Submitter #15)	The new civic precinct <i>Te Kete</i> will have community spaces for cultural groups and others to book and utilise. Governance training is part of capacity building and may be identified during implementation.
Quality information, resources, and support	
Support for business owners regarding employment rights, immigration, and exploitation (Submitter #17)	Noted. MBIE is responsible for migrant employment support and will be invited to participate in the Advisory Group.
Dedicated settlement support for new migrants including navigating support services (Submitter #15)	Council is part of the Welcoming Communities Programme (led by Immigration NZ) which focuses on creating inclusive environments for newcomers (such as migrants, refugees, and international students). Responsibility for delivery sits with the Community Resilience team.
Improved access to reliable and trustworthy information, resources, services, and support, could be addressed by improving access to Library Services (Submitter #3)	The new library hub in the civic precinct will provide information and resources, and will be a place for connection, education, culture, and creativity.
Partnerships	
Dedicated South African Community Hub in partnership with Council (Submitter #15)	Council encourages groups to take a lead role in establishing community hubs. These may be supported by council grants and partnerships.
Co-design to include cultural communities in shaping, designing, and evaluating ongoing actions (Submitter #15)	The Advisory Group will include cultural leaders and community members. They will contribute to inform actions.
Recognise existing cultural community leaders and connectors (Submitter #15)	Council will actively seek out cultural leaders to participate in the Advisory Group.

Suggestion	Response
Council providing opportunities for cultural communities to meet (Submitter #43)	Actions identified under Focus Area 1 - Community connection and cohesion, will provide tangible opportunities for cultural communities to connect.
Future involvement from Israeli groups (Submitter #44)	Nominations will be sought from community representatives and cultural groups to ensure diverse cultural representation on the Advisory Group.
Priority groups	
Prioritise supporting young people in schools e.g. anti-racism education, culturally responsive mental health support (Submitter # 17)	Noted. Advisory Group will seek youth representation.
Increased practical, accessible and clearly resourced support for migrants especially those on working visas (Submitter #15)	Migrant support is noted as a focus for implementation.
Funding	
What resources will be provided to make the Strategy come to life? (Submitter #20)	Partnerships including working across organisations will be key to successful implementation. Council distributes community funding and the Ministry for Ethnic Communities Development funds projects for building social cohesion.
Funding and practical support is missing (Submitter #29)	Noted. Actions will be funded through a combination of organisations' existing budgets and new or external funding sources, on a project-by-project basis.
Other	
Spelling error on page 26 - Multicultural Association HB (#48)	Amended in final Strategy.
For cultural communities already living in Napier, the strategy could be clearer that it includes them too (Submitter #34)	Noted. The background document which will be available on Council's website, provides detail on how all cultural groups were engaged with and informed the Strategy.
Focus areas align closely with Safer Napier's goal of reducing harm, supporting wellbeing, and building strong, connected neighbourhoods where everyone feels welcome (Submitter #47)	Noted.

Whiria Ahuriri

XX WEAVING TOGETHER THE PEOPLE OF NAPIER XX

Napier's
Multicultural
Strategy
2026-2031



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Message from the Mayor

Napier has always been about looking after people. We welcome visitors, new faces, and those coming back home through kindness and connection, learning about each other and standing together. These are the basics that underpin the Multicultural Strategy we now present to you: *Whiria Ahuriri, Weaving Together The People Of Napier.*

Napier's got more diversity than it used to. Different cultures, languages and ways of doing things are part of the mix now. That's why we've put together this Multicultural Strategy.

It came from the community. People came along to workshops, had conversations, put in their time and ideas, and helped build something solid. A big thanks to everyone who got involved.

The different backgrounds and experiences people bring make our city, our community and our council stronger.

This Multicultural Strategy is about making Napier a place where everyone's welcome and respected, no matter where they're from. A place where people can get ahead and where connecting with each other is part of how we do things.

The goal is straightforward: create chances to learn from each other, understand each other better, show respect and keep making Napier a great community to be part of.

Richard McGrath
MAYOR OF NAPIER

Mihi

Ko Maungaharuru te Maunga
Ko Tangitu te Moana
Ko Te Ngarue te Awa
Ko Te Whanganui-a-Orotu te Waiū
Ko Tangoio taku Tūrangawaewae
Ko Evelyn Ratima taku ingoa.

I whiwhi au i te tohu QSM 2019 me te Tohu Tiaki Taone o Ahuriri Meritorious Civic Award 2025.

He kaitiaki taketake au o tā mātou PSGE Mana Ahuriri anō hoki, ko taku whakapapa e hono ana ki ngā takiwā tokowhitu o Ahuriri.

Ko taku hōnare tēnei ki te mihi ki a koutou katoa mō tā tātou kaupapa e pā ana ki te hui tahi o ngā Ahurea maha, i raro i te karanga kia whakakotahi ai ā tātou tikanga mō nga Mātā Waka. Kia haere tahi tātou Kanohi ki te Kanohi, Pakahiwi ki te Pakahiwi, Mā tātou e ārahi.

Nō reira, Tuia Te Muka Tangata!

"He aha te mea nui o te Ao; He Tangata, He Tangata, He Tangata!"

Nāku noa itī, Evelyn Ratima QSM
Maungaharuru is my ancestral mountain
Tangitu is my ancestral foreshore
Te Ngarue is my ancestral river

Te Whanganui-a-Orotu is my life sustaining ocean waters

Tangoio is my home and place of genealogical connection

My name is Evelyn Ratima.

In 2019 I was awarded the QSM medal and in 2025 I was announced recipient of the Meritorious Civic Award for contributions to the Napier community.

I am also an original Trustee of our Mana Ahuriri Post Settlement Governance Entity, my lineage connects me to the seven sub-tribes of Ahuriri.

I am very honoured to pay homage to the Napier City Council Multicultural strategy acknowledging and bringing together all the different cultures who come to live in Napier. Let's move forward as one people, face to face, shoulder to shoulder, let's journey and guide one another together.

Therefore, intertwine the fibres and threads of people!

"What is the most important thing in this world? 'Tis people, 'tis people, 'tis people!"

Evelyn Ratima
QSM





Whakataukī

Tuia te muka tangata Connect the threads of people

Tuia means 'to sew' or 'to connect'. Te muka refers to 'the threads' or 'the strands'. Tangata means 'people'.

This whakataukī Tuia te muka tangata encourages us to weave together the connections between people, fostering a sense of community and shared purpose. It's a call to action to strengthen relationships and work collaboratively.

Whiria Ahuriri - Napier's Multicultural Strategy 2026-2031 | Page 3

Message from our Advisory Groups

We are proud to contribute to Napier's Multicultural Strategy - a milestone in our city's journey towards becoming a more inclusive, connected, and vibrant community.

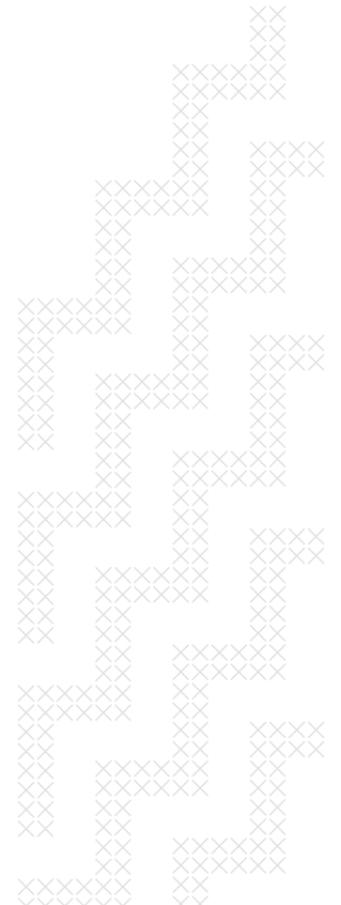
As members of the Advisory Group, we brought together voices from across our diverse cultural communities to ensure this strategy reflects the aspirations, challenges, and strengths of the people who call Napier home.

This strategy is more than words on paper, it is a shared commitment to celebrating diversity, promoting equity, and fostering opportunities for everyone to belong and thrive.

Our hope is that this strategy leads to actions that enrich our city with diverse perspectives and decision-making, and ensures fair access to education, health, and services for all.

Most importantly, it is about creating a Napier where people from every culture feel they belong and are valued for their contribution and the whole community benefits.

We thank Napier City Council for partnering with our communities on this important initiative and look forward to working together to bring this strategy to life.





Background Hitori

Napier is becoming increasingly diverse, with nearly one in five people born overseas and one in ten people identifying as Asian, Pasifika, Middle Eastern, Latin American, African or of another ethnicity¹.

Members of our cultural communities in Napier are highly skilled, qualified and contribute significantly to the local economy. However, many experience challenges to secure meaningful work and are more likely to earn less than the rest of the population, leading to poorer social, health and economic outcomes.

As we developed the strategy many members of our Napier cultural communities shared the struggles they face in being themselves and expressing their cultural identity.

This was especially evident among young people from different cultural communities, who spoke of an inner conflict between staying true to their roots and trying to fit into the wider community.

Many people from our cultural communities face daily experiences of intolerance, prejudice and racism that affect their sense of safety and wellbeing. These experiences can restrict their ability to fully participate and flourish as part of our community.

Others highlighted barriers including access to reliable and trustworthy information, resources, and support services. All these factors prevent cultural communities from fully taking part in community life.

The strategy provides the framework and approach for building a city where people from all cultures truly belong and thrive.

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It's been shaped by the voices of Napier's cultural communities and agencies, along with local data and insights that inform the vision, values, and key priorities².

The strategy goes beyond just celebrating multiculturalism or focusing on council-led activities. It is a community-wide approach that reaches across sectors, different settings, and a range of cultural communities. We want all cultural communities in Napier to feel respected, valued, and proud of their culture and heritage, and to know that their contributions are recognised and celebrated. Achieving the vision will take strong collaboration, advocacy, and leadership from Council and other agencies and groups. The strategy will serve as a roadmap for the years 2026 to 2031.

¹According to the latest available data, from the 2023 Census.

²Detailed information about the strategy's development is contained in the background document, Whiria Ahuriri Napier Multicultural Strategy Background Document, 2025.

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Our City: Napier's Cultural Communities

Tō Mātou Tāone: Ngā Hapori Kanorau o Ahuriri



Our Population
64,695

Our Ethnicities
Nearly 1 in 5 people in Napier identify with an ethnicity other than NZ European and Māori.

NZ European	73.8%
Māori	24.2%
Other European	6.5%
Asian	4.4%
Pasifika	4.2%
Indian	2.2%
Middle Eastern, African Latin American,	1%
Other	1.3%

Note: People can identify with more than one ethnic group and are counted in each group. As a result, the total of all categories may be more than 100 percent.

Languages we speak

5.7%	Māori
1.3%	Samoan
1.1%	Afrikaans
0.9%	French
0.6%	Spanish
0.6%	German
0.6%	NZ Sign Language
0.5%	Hindi
0.5%	Punjabi
0.5%	Tagalog
0.4%	Northern Chinese
0.4%	Yue
3.8%	Other

English Speakers 97%

Religious Affiliations

- Not religious
- Christianity
- Māori religion, beliefs & philosophies
- Hinduism
- Buddhism
- Spiritualism & new age religions
- Islam
- Judaism
- Other
- Objected to answering

Places of Birth

NZ 81.8%

OVERSEAS 18.2%

NEARLY 1 in 5 Napier people are born overseas

Top places of birth overseas: United Kingdom, Ireland, Asia, Middle East & Africa

Other places include: Australia, Pacific Islands, Europe, North America

Our Ethnicities Over Time

	2013	2018	2023
European	83.2 %	81.2 %	79 %
Māori	19.2 %	22.2 %	24.2 %
Pacific Peoples	3.1 %	3.4 %	4.2 %
Asian (incl Indian)	3.5 %	5 %	6.5 %
Middle Eastern/Latin American/African	0.5 %	0.7 %	1 %
Other Ethnicity	2.1 %	1.1 %	1.3 %

69% of people in Napier feel accepted by the community*

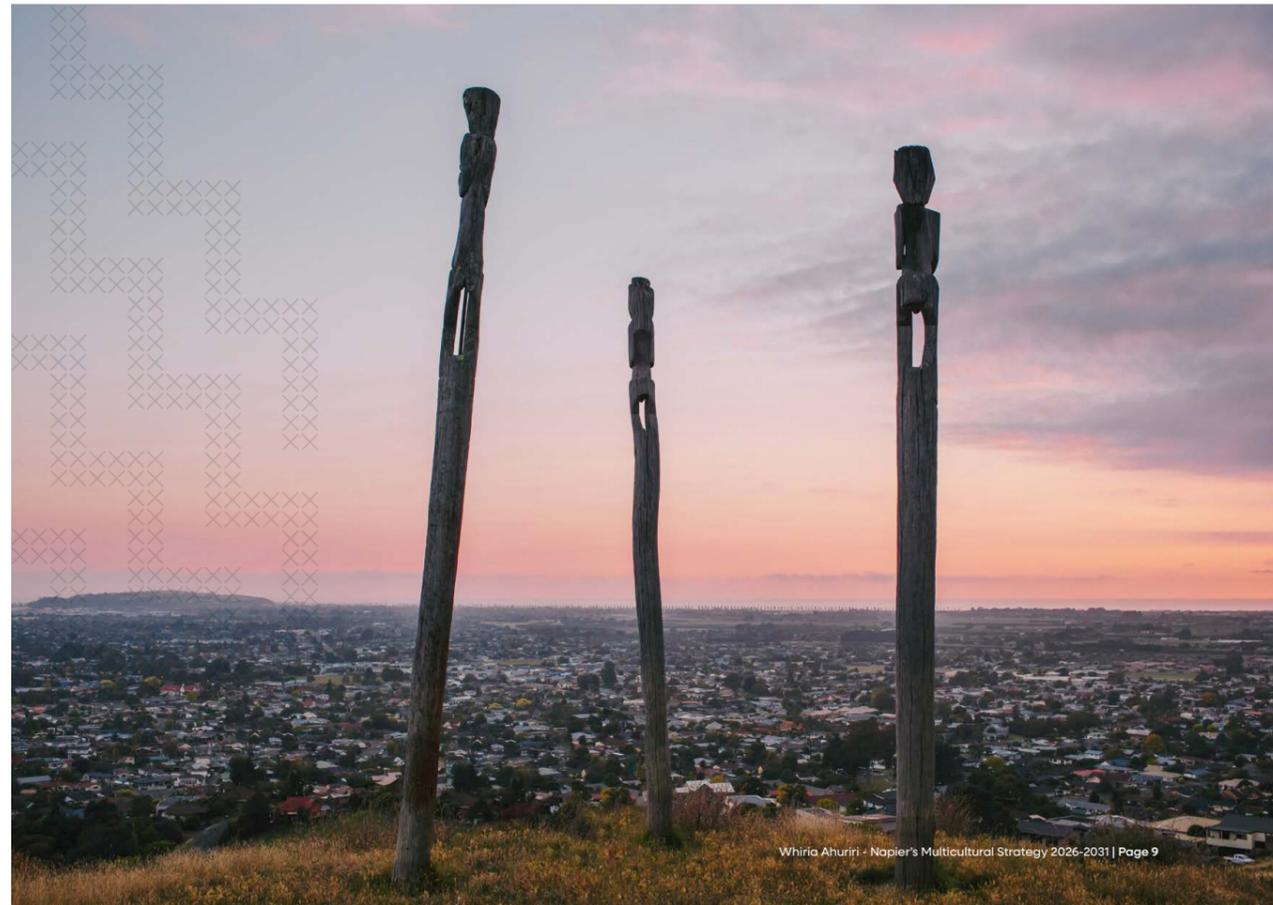
45% of people living in Napier believe diversity makes Napier a better place to live*

Source: Census of Population and Dwellings, Stats NZ 2023

*Source: Napier Social Monitor Report 2024

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Honouring Te Tiriti o Waitangi Te Whakamana i Te Tiriti o Waitangi

The strategy places Te Tiriti o Waitangi (The Treaty) and Tangata Whenua at its core, recognising the Treaty as the foundation agreement for Tangata Whenua and Tauwiwi to live together.

This provides a framework for all cultural communities to experience a sense of belonging, while highlighting the importance of honouring Tangata Whenua as the indigenous people of Aotearoa New Zealand.

Developing the strategy involved early engagement with Mana Whenua and regular updates as the strategy evolved.

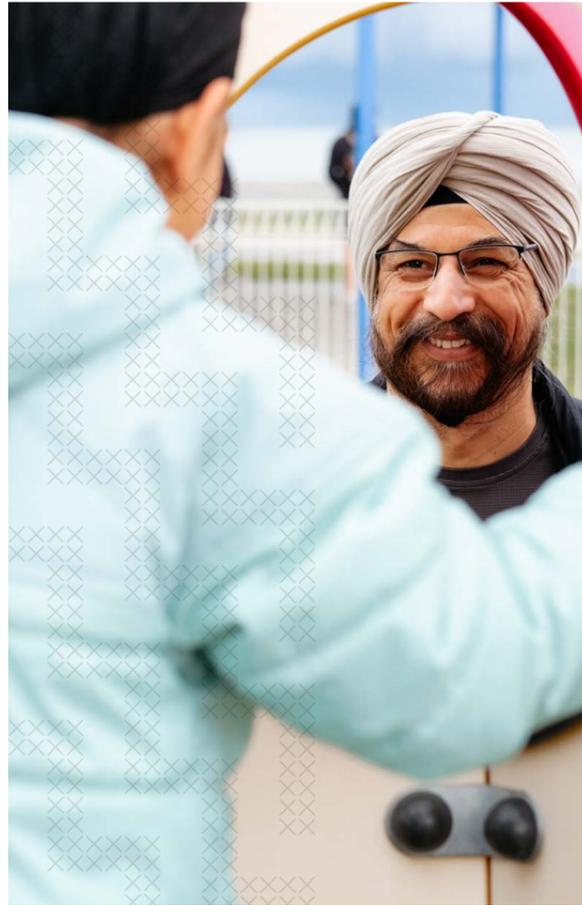
Local Marae representatives and Napier City Council's Māori Partnerships team (Te Waka Rangapū) were active members of our Advisory

Group and offered invaluable guidance around tikanga (customs) and kawa (protocols).

Applying a Treaty framework will play a central role in putting the strategy into action. This will involve continuing to foster partnerships and collaboration with Mana Whenua and to grow cultural communities' understanding of the Treaty and Te Ao Māori (the Māori world).

The Treaty offers a shared sense of home "It gives people from somewhere else a chance to make a home in this land." - Moana Jackson, Kāinga Tahī, Kāinga Rua Māori Housing Realities and Inspirations 2022.

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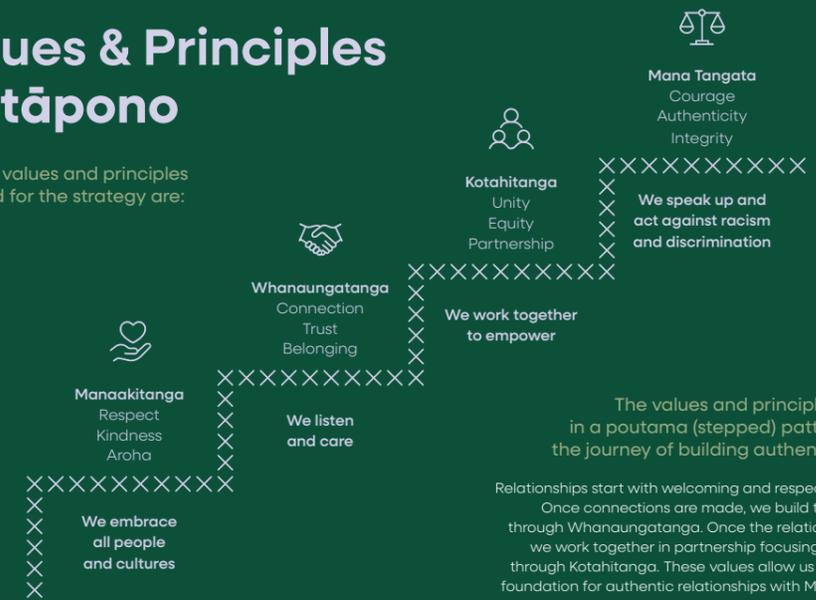
Vision Moemoeā

The strategy's vision is 'Together We Thrive - Napier is a city where people from all cultures can belong and thrive'.

The vision is underpinned by the name "Whiria Ahuriri" which speaks to the weaving together of different strands (cultures) that form the social fabric of Napier Ahuriri.

Values & Principles Mātāpono

The core values and principles identified for the strategy are:



The values and principles are arranged in a poutama (stepped) pattern that depicts the journey of building authentic relationships.

Relationships start with welcoming and respect, or Manaakitanga. Once connections are made, we build trust and connection through Whanaungatanga. Once the relationship is established, we work together in partnership focusing on equity and unity through Kotahitanga. These values allow us to establish a strong foundation for authentic relationships with Mana Tangata, where we can have courageous conversations about challenges that face us and work together towards positive change.

Focus Areas Kaupapa Aronui

Five priority areas have been identified for the strategy, reflecting the voices and insights shared during engagement with our governance groups and the wider community.

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Focus Area 1

Community connection and cohesion

Everyone feels a sense of belonging and is respected and valued by the community. Meaningful connections flourish within and across communities.

People have opportunities to learn about and appreciate diverse cultures. Cultural communities are supported to deepen their understanding of tikanga (customs), kawa (protocols) and Te Ao Māori (the Māori world).

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Focus Area 2

Cultural expression and pride

People are free to embrace, express and celebrate their culture and cultural identity. Cultural diversity is visible, valued and reflected in our public spaces and places.

Diverse languages, cultural and religious festivals are recognised and celebrated in partnership with communities.

Focus Area 3

Wellbeing and safety

Napier is a truly inclusive community where people can participate fully without fear of discrimination, racism, or bias. People of all cultures feel safe to be themselves, at home, at work and in their community.

Physical, mental, cultural, emotional, and spiritual wellbeing are fostered. People are empowered to speak up against racism, discrimination, or any situations where they feel unsafe.





Focus Area 4

Access and support

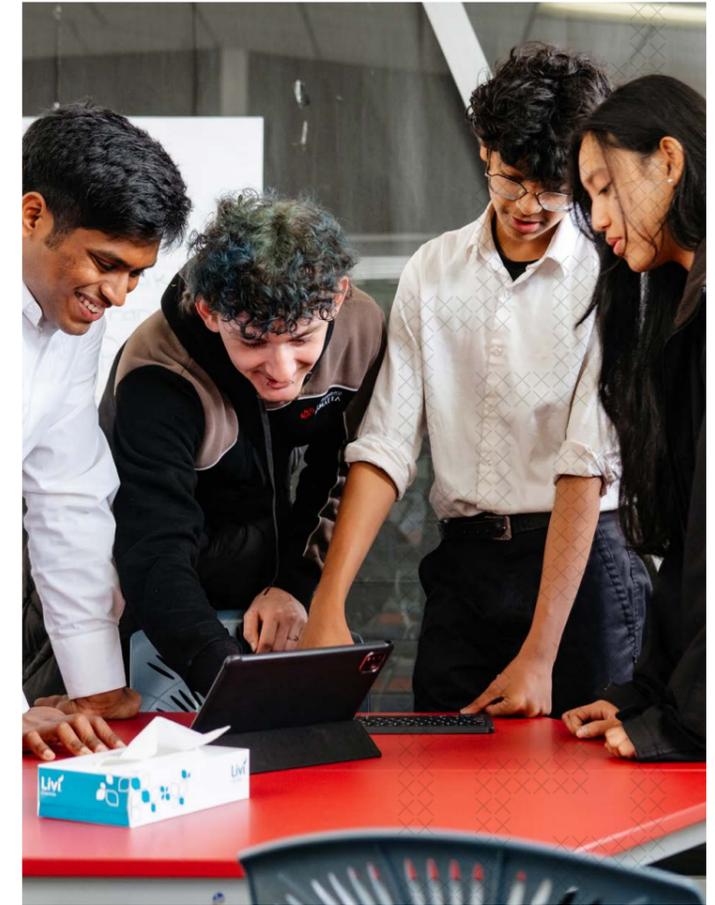
Cultural communities have easy and equitable access to reliable and trustworthy information, resources, services, and support.

People have an awareness of and access to language support, health services, immigration advice, employment, and education pathways. Service providers are well-coordinated and offer culturally appropriate support to people from a wide range of backgrounds.

Focus Area 5

Engagement and participation

All communities are represented, valued, and have the power to influence change. Communities are empowered and have a strong voice. People from different cultures have opportunities to participate fully in all aspects of community and civic life.





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Strategic Links Hononga Rautaki

The strategy links to a number of national and local plans and strategies, that promote cultural diversity, celebrate multiculturalism and improve social cohesion across cultures.

The strategy aligns with Council's strategic priorities, which guide decision making and inform Council's annual and long-term plans.

This includes, ensuring spaces and places for all, nurturing authentic relationships with our community partners, and a resilient city - the ability to thrive and withstand impacts, knocks and shocks. The strategy acts as an umbrella for Immigration New Zealand's

Welcoming Communities programme that Council has committed to implementing. The programme aims to bring together local councils and communities to make places more welcoming for newcomers, migrants, and international students. This internationally recognised community development programme builds strong connections between the receiving community (local residents) and newcomers.

Other strategic links include:

Safer Napier Strategy, 2022-2026 | Ministry for Ethnic Communities, Strategy 2022-2025
 Ministry of Pacific Peoples Strategic Intentions 2023-2027 | Human Rights Act 1993
 New Zealand Bill of Rights Act 1990 | Sustainable Development Goals (United Nations)

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Implementation Whakatutukitanga

An action plan will be developed for the strategy. This will be led by a Multicultural Strategy Advisory Group made up of organisational representatives, cultural community leaders and members with diverse cultural backgrounds.

The purpose of the Advisory Group will be to:

- Develop a detailed plan with prioritised actions
- Provide leadership, guidance and support for implementation of the strategy
- Proactively share resources, information and experience to achieve the vision of the strategy
- Lead the delivery of agreed key projects or activities
- Keep the community updated and involved
- Monitor progress towards implementing the strategy.

The plan will be implemented in stages with a set of actions under each of the five priority areas. These actions will be prioritised and phased over the five-year period of the strategy to ensure they are manageable and achievable.

The Advisory Group will be supported by Napier City Council. It will have a terms of reference, which will be reviewed annually. Actions will be funded through a combination of organisations' existing budgets and new or external funding sources, on a project-by-project basis.

Successful implementation will require collective action across organisations and groups. Working in partnership with a range of stakeholders, including community organisations, service providers, local government, private businesses, and the community.



Monitoring and Review Arotake

As this is the first version of the strategy, it will undergo an interim review after two years and a full review at five years.

There will be regular monitoring of progress using key population and performance measures, as well as other relevant indicators.

This will form the outcomes framework. These are the areas we expect to see positive changes over time and can be measured to monitor progress.

The action plan will be reviewed on an annual basis to ensure it remains relevant and responsive to current priorities and any emerging issues. This will keep the plan dynamic and aligned with changing needs.

Where appropriate, projects will include a review or evaluation process that reflects their size, cost, nature, and duration. A range of methods may be used to support this, including participant surveys, feedback forms, focus or discussion groups.

Outcomes Framework

Community Diversity
% of people who feel accepted by the community (Social Monitor Survey)
% of people in my community that are tolerant of others (Social Monitor Survey)
Being yourself in Napier
% of people who find it easy or hard to be themselves (Social Monitor Survey)
Intolerance perceptions
% of people who have experienced prejudice or intolerance or been treated unfairly or excluded (Social Monitor Survey)
Different lifestyles and culture
% of people who believe more people with different lifestyles and cultures makes Napier a better or worse place to live (Social Monitor Survey)
A fair shot at a good life
% of people who believe everyone in Napier has a fair shot at a good life regardless of ethnicity or race (Social Monitor Survey)
Safety
% of people who feel safe in Napier - ethnic groups (Social Monitor Survey)
Advisory Group
% of Advisory Group members satisfied with their involvement (Member Survey)



Acknowledgements

Ngā mihi nui ki a koutou

We gratefully acknowledge the contributions of the many individuals, community groups and organisations who supported the development of the strategy.

A special thank you to Tanya Jain, Community Development Practitioner and Consultant for her tireless work alongside the Napier City Council Community Strategies Team. Tanya played a lead role in planning and facilitating workshops with both advisory groups, engaging with stakeholders, and contributing to the development of both the background document and the strategy.

We extend our heartfelt thanks to Napier City Council's Māori Partnership Manager, Jackie Ham who provided extensive cultural support and guidance throughout strategy development.

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Steering Group Members

Councillor Greg Mawson	Enatha Musabe Ministry of Ethnic Communities
Jenny Pearce Citizens Advice Bureau	Cheryl Nicholls Ministry of Social Development
Simon Appleton Eastern Bridge	Bill Roberts NCC Economic Development
John Tangaere Eastern Districts Police	David Negrette NZ Red Cross
Pehi Potaka Eastern Districts Police	Denise Goodhue NZ Red Cross
Maureen Gillies English Language Partners	Faleniu Lagaia Tautai Pasefika HB
Tammy Arendse HB Civil Defence Emergency Management	Sue Sauia Tautai Pasefika HB
Rizwaana Latiff Multicultural Association HB	Mabel Fatialofa Tautua Ltd
Heather Brown Multicultural Association HB	Nathan Harrington Te Kupenga Hauora Ahuriri
Ali Leota Health NZ Te Whatu Ora	Colette Hall Welcoming Communities
Joanne Lawrence Ministry of Business, Innovation & Employment	

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Reference Group Members

Maia Kaukau Timi Kara Marae	Jenny Too NZ Chinese Association (Hawke's Bay)
Memory Kaukau Timi Kara Marae	Syed Khurram Iqbal Pakistan and Friends Hawke's Bay
Emma Uriarau Timi Kara Marae	Gurmeet Singh Sekhon Punjabi Community
Luciana Evangelista Brazilian Community	Chanika Lokuge Sri Lankan Community
Alistair Young Citizens Advice Bureau	
Mereani Paodi Fijian Community	
Yao Hongze Multicultural Association HB	
Izumi Edmonds Japan Society of Hawke's Bay	
Hannah Seok Korean Community	
Karen Pratt Napier Baha'i Community	
Tintu Joseph Napier Malayali Association	
Misbah Abdulla Napier Youth Council	

Whiria Ahuriri

×× WEAVING TOGETHER THE PEOPLE OF NAPIER ××

Napier's
Multicultural
Strategy
2026-2031