



PAPAIOEA
PALMERSTON
NORTH
CITY

PALMERSTON NORTH CITY COUNCIL

AGENDA

COUNCIL

9AM, WEDNESDAY 4 AUGUST 2021

COUNCIL CHAMBER, FIRST FLOOR,
CIVIC ADMINISTRATION BUILDING
32 THE SQUARE, PALMERSTON NORTH

MEMBERS

Grant Smith (Mayor)	
Aleisha Rutherford (Deputy Mayor)	
Brent Barrett	Patrick Handcock ONZM
Susan Baty	Leonie Hapeta
Rachel Bowen	Lorna Johnson
Zulfiqar Butt	Billy Meehan
Vaughan Dennison	Orphée Mickalad
Renee Dingwall	Karen Naylor
Low Findlay QSM	Bruno Petrenas

AGENDA ITEMS, IF NOT ATTACHED, CAN BE VIEWED AT

pncc.govt.nz | Civic Administration Building, 32 The Square
City Library | Ashhurst Community Library | Linton Library

Heather Shotter

Chief Executive | PALMERSTON NORTH CITY COUNCIL

COUNCIL MEETING

4 August 2021

ORDER OF BUSINESS

1. Apologies

2. Notification of Additional Items

Pursuant to Sections 46A(7) and 46A(7A) of the Local Government Official Information and Meetings Act 1987, to receive the Chairperson's explanation that specified item(s), which do not appear on the Agenda of this meeting and/or the meeting to be held with the public excluded, will be discussed.

Any additions in accordance with Section 46A(7) must be approved by resolution with an explanation as to why they cannot be delayed until a future meeting.

Any additions in accordance with Section 46A(7A) may be received or referred to a subsequent meeting for further discussion. No resolution, decision or recommendation can be made in respect of a minor item.

3. Declarations of Interest (if any)

Members are reminded of their duty to give a general notice of any interest of items to be considered on this agenda and the need to declare these interests.

4. Confirmation of Minutes

"That the minutes of the ordinary meeting of 7 July 2021 Part I Public be confirmed as a true and correct record."

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REPORTS

5. Response to Greater Bunnythorpe Community Proposal Page 27

Report, presented by Hannah White, Democracy and Governance Manager.

6. Representation review 2021- Initial Proposal Page 51

Report, presented by Hannah White, Democracy and Governance Manager.

7. Rotation of Trustees on Caccia Birch Trust Board Page 131

Memorandum, presented by Hannah White, Democracy & Governance Manager.

8. Committee Chair appointment for the remainder of 2019-22 term Page 135

Memorandum, presented by Hannah White, Democracy and Governance Manager.

9. Scheduling of additional Council Meeting Page 139

Memorandum, presented by Hannah White, Democracy and Governance Manager.

10. Council Work Schedule Page 141

11. Exclusion of Public

To be moved:

"That the public be excluded from the following parts of the proceedings of this meeting listed in the table below.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered		Reason for passing this resolution in relation to each matter	Ground(s) under Section 48(1) for passing this resolution
12.	Minutes of the ordinary meeting - Part II Confidential - 7 July 2021	For the reasons setout in the ordinary minutes of 7 July 2021, held in public present.	

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public as stated in the above table.

Also that the persons listed below be permitted to remain after the public has been excluded for the reasons stated.

PALMERSTON NORTH CITY COUNCIL

Minutes of the Council Meeting Part I Public, held in the Council Chamber, First Floor, Civic Administration Building, 32 The Square, Palmerston North on 07 July 2021, commencing at 9.04am.

Members Present: The Mayor (Grant Smith) (in the Chair) and Councillors Brent Barrett, Susan Baty, Rachel Bowen (remotely), Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan (remotely), Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

Apologies: Councillors Bowen and Meehan (early departure)

Councillor Rachel Bowen left the meeting at 10.15am during consideration of clause 59. She was not present for clauses 59.4 to 68 inclusive.

Councillor Leonie Hapeta left the meeting at 11.35am during consideration of clause 64. She was not present for clause 64.

Declaration of Interest

Councillor Vaughan Dennison declared an interest in item 11 Tamakuku Terrace Six-Monthly Update (clause 64) and stated he would consider the item with an open mind.

56-21 Apologies

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

That Council receive the apologies.

Clause 56-21 above was carried 16 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Rachel Bowen, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

57-21 Presentation - Queen's Birthday Honours

Presentation, by Grant Smith, The Mayor.

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

That Council note that congratulations have been conveyed on behalf of the Council to the local recipient of the Queen's Honours 2021.

Clause 57-21 above was carried 16 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Rachel Bowen, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

58-21 Confirmation of Minutes

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

That the minutes of the ordinary meeting of 2 June 2021 Part I Public be confirmed as a true and correct record.

Clause 58-21 above was carried 16 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Rachel Bowen, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

59-21 Notice of Motion - Parking Fees and Charges

Officers response, presented by David Murphy, Chief Planning Officer and Stuart McKinnon, Chief Financial Officer.

The Mayor explained the reasons for his notice of motion on parking fees and charges. There is a need to revisit the decision Council made as members of the public are clearly upset about the increased hours of parking charges. Members of the public had presented a petition of 5000 signatures against the parking time charges and the Chamber of Commerce had outlined their concerns and requested the introduction of the new hours be paused and for Council to consult on the changes.

Amendment to recommendation 2:

Councillor Rutherford explained her preference to only consult on the

hours of on-street parking charges not the cost. Public feedback had highlighted the change to the time of parking charges was the major concern. Engaging solely on the on-street parking time charges would also reduce Council's financial risk.

Amendment to recommendation 4:

Councillor Naylor explained that reporting back in September would allow a longer more thorough engagement process to occur, and would reduce the risk of stakeholders not participating or not knowing about the engagement.

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

1. That the officer advice on the Notice of Motion – Parking fees and charges to Council dated 7 July 2021 be received.

Clause 59.1-21 above was carried 16 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Rachel Bowen, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

To revoke Clause 31.1-21 (part):

That the fees and charges for Parking as proposed in Appendix 13 be adopted and take effect from 1 July 2021 subject in the case of the increase to the Gold card permit fee to any public consultative process that is required under section 82 of the Local Government Act 2002.

Clause 59.2-21 above was carried 16 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Rachel Bowen, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

Moved Aleisha Rutherford, seconded Lorna Johnson.

Amendment to recommendation 2:

That the word 'time' be added so that the recommendation reads (except for on-street parking time changes).

The amendment was carried 13 votes to 3, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Rachel Bowen, Zulfiqar Butt, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Lorna Johnson, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

Against:

Councillors Vaughan Dennison, Leonie Hapeta and Billy Meehan.

Moved Grant Smith, seconded Vaughan Dennison.

RESOLVED

2. That the fees and charges for Parking as proposed in Appendix 13 (except for on-street parking time changes) be adopted and take effect from 1 July 2021 subject in the case of the increase to the Gold card permit fee to any public consultative process that is required under section 82 of the Local Government Act 2002.

Clause 59.3-21 above was carried 16 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Rachel Bowen, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

Moved Karen Naylor, seconded Zulfiqar Butt.

Amendment to recommendation 4:

That the month be changed from August to September.

The amendment was carried 14 votes to 2, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor and Bruno Petrenas.

Against:

Councillors Rachel Bowen and Aleisha Rutherford.

Councillor Rachel Bowen left the meeting at 10.15am

Moved Grant Smith, seconded Vaughan Dennison.

RESOLVED

3. That the Chief Executive undertakes stakeholder engagement on the on-street parking changes contained within Appendix 13 of the 'Fees and Charges Review' Report to Finance and Audit Committee

of 24 March 2021.

4. That the Chief Executive report back to the September Council meeting on outcomes of the engagement.

Clauses 59.3-21 to 59.4-21 above were carried 15 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

REPORTS

60-21 Adoption of Council's Strategies and Plans: Committee of Council Part I Public - 23 June 2021

Consideration was given to the Committee of Council's recommendation below.

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

Adoption of Council Strategic Direction

1. That the strategies and plans listed below and attached to the memorandum titled 'Adoption of Council strategic direction', presented to the Committee of Council on 23 June 2021, are adopted as the strategic direction underpinning the 2021-31 10-Year plan:

Te rautaki tāone auaha, tāone tiputipu – Innovative and growing city strategy

Te whakatipu tāone – City growth plan

Te whakawhanake ōhanga – Economic development plan

Ngā aranukunuku – Transport plan

Te tāone whakaihihi, tapatapahi ana – Creative and liveable city strategy

Te hāpori hohe – Active communities plan

Te toi me te taonga tuku iho – Arts and heritage plan

Te ahūahu tāone – City shaping plan

Te rautaki hāpori tūhonohono – Connected communities strategy

Te hāpori tūhonohono – Connected communities plan

Te hāpori haumarū – Safe communities plan

He rautaki tāone tautaiiao – Eco city strategy

Te āhuarangi hurihuri – Climate change plan

Te taiao toitū – Environmental sustainability plan

Te Awa o Manawatū – Manawatū River plan

Te whakaaraara rawa – Resource recovery plan

Ngā wai – Waters plan

Te mana urungi papai tonu me te kirirautanga hohe – Governance and active citizenship plan

2. That the City Spatial Plan, attached to the memorandum titled 'Adoption of Council strategic direction', presented to the Committee of Council on 23 June 2021, is adopted.
3. That the strategies and plans attached to the memorandum titled 'Adoption of Council strategic direction', presented to the Committee of Council on 23 June 2021, replace the strategic framework adopted by Council on 11 June 2018.
4. That the executive summaries of the Asset Management Plans, listed below and attached to the memorandum titled 'Adoption of Council strategic direction', presented to the Committee of Council on 23 June 2021', are received:

AMP Parks and reserves

AMP Property

AMP Resource recovery

AMP Stormwater

AMP Transport

AMP Wastewater

AMP Water

5. That any minor amendments are able to be made to the attached documents prior to publication with the agreement of the Mayor and Deputy Mayor.

Approving the 2021-31 10-Year Plan (Long-Term Plan) for Audit

1. That the 2021 Revenue and Financing Policy, as shown in the draft of the 10-Year Plan (Long-term Plan) (separately attached as Appendix 2), be adopted.
2. That the 2021 Development Contributions Policy (separately attached as Appendix 3) be adopted, as amended.
3. That the 2021 Significance and Engagement Policy (separately attached as Appendix 4) be adopted.

Clause 60-21 above was carried 15 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

Meeting adjourned 10.23am

Meeting resumed 10.45am

Councillor Lew Findlay was not present when the meeting resumed.

61-21 Adoption of the Long-term Plan 2021-31(10-Year Plan), including the Financial and Infrastructure Strategies

Memorandum, presented by David Murphy, Chief Planning Officer Stuart McKinnon, Chief Financial Officer.

Mr McKinnon stated that the three waters reforms will come into effect in Year 4 of the Long-term Plan, this will significantly alter the assumptions made in the plan. He highlighted the inconsistency of the plan with the Council's financial strategy and acknowledged the Long-term Plan is late and should have been adopted by 30 June 2021.

Debbie Perera, Audit Director, Audit New Zealand acknowledged the hard work of councillors and officers in producing the plan. She stated that because the Plan's assumptions are inconsistent with the Council's financial strategy, Audit New Zealand had given the Council an adverse opinion.

Ms Perera explained that the purpose of the Long-term Plan is to provide effective planning over a 10 year period. Council's decision to borrow more than 200% of its revenue to fund the construction of a new wastewater treatment plant in years 4 and 5 of the plan makes the assumptions in the plan inconsistent with its financial strategy. This inconsistency is acknowledged in the Long-term Plan.

Ms Perera noted that the Plan accurately reflected a complete list of the disclosures required under Local Government (Financial Reporting and Prudence) Regulations 2014.

She drew attention to the:

- uncertainties of the three water reforms which will change the accuracy of the Plan
- breach of the Local Government Act which requires the Plan to be adopted before 30 June 2021

The Mayor thanked councillors and officers for all their hard work in producing the Plan.

Councillor Lew Findlay joined the meeting remotely at 11.01am.

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

1. That the Long Term Plan 2021-31 (10-Year Plan) including the Financial and Infrastructure Strategies, as updated from the Committee of Council meeting of 23 June 2021 be adopted.

Clause 61.1-21 above was carried 14 votes to 1, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Bruno Petrenas and Aleisha Rutherford.

Against:

Councillor Karen Naylor.

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

2. That the Council acknowledges the Long Term Plan 2021-31 (10-Year Plan) is considered to be significantly inconsistent with the Financial Strategy as it is not financially sustainable over the full ten years of the 10-Year Plan, and that it commits to developing an updated Long Term Plan 2021-31 (10-Year Plan) once there is sufficient certainty about the future ownership and management of the current three waters functions of the Council, subject to any directions or legislation from Government regarding implementation of the three waters reform.
3. That the adoption of the Long Term Plan 2021-31 (10-Year Plan) be confirmed as a significant decision and that the Council confirm it has developed the 10-Year Plan in compliance with the decision making and consultation requirements of the Local Government Act 2002.
4. That the Mayor, Deputy Mayor, Chair of Finance and Audit and Chief Executive be given delegated authority to approve the final Long Term Plan 2021-31 (10-Year Plan) document for publication.
5. That the Chief Executive be given delegated authority to authorise payments to Council Controlled Organisations and other external organisations generally in accordance with their respective Statements of Intent.

Clauses 61.2-21 to 61.5-21 above were carried 15 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

62-21

Setting Rates for 2021/22

Memorandum, presented by Steve Paterson, Strategy Manager - Finance.

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

1. That the resolution to set the rates for the 2021/22 year (attached as Appendix One) be adopted.
2. That it be noted that the setting of rates is a significant decision within the parameters of the Local Government Act 2002 and that it is satisfied there has been compliance with the decision-making and consultation requirements of the Act.

Clause 62-21 above was carried 14 votes to 1, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Bruno Petrenas and Aleisha Rutherford.

Against:

Councillor Karen Naylor.

63-21

Resolutions to Authorise Borrowing

Memorandum, presented by Steve Paterson, Strategy Manager - Finance.

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

1. That Council authorise the Chief Executive to borrow, in accordance with delegated authority, up to \$50 million ("the Borrowing") of additional term debt by way of bank loan or loans or credit facilities or other facilities or the issue of stock for the Borrowing secured by the Debenture Trust Deed.

Clause 63.1-21 above was carried 14 votes to 1, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Bruno

Petrenas and Aleisha Rutherford.

Against:

Councillor Karen Naylor.

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

2. That Council note that the purpose of the Borrowing is the carrying out or continuing of programmes identified in the 10 Year Plan 2021-31 for the 2021/22 year.
3. That Council note that the security for the Borrowing may be the charge over rates under the Debenture Trust Deed if the Chief Executive considers appropriate.
4. That Council note that the benefits of the Borrowing are that it will enable the Council to carry out the programmes identified in the 10 Year Plan while spreading the costs for those programmes over time to recognise future benefits. The risk is that interest rates may vary in the future resulting in higher debt servicing costs to the Council.
5. That Council approve that having regard to the Council's financial strategy, it is prudent and reasonable to enter into the proposed borrowing for the reasons set out in this report.
6. That Council note that the raising of the Borrowing will comply with the Council's Liability Management Policy.
7. That Council note that the decision to borrow up to \$50 million is a significant decision within the parameters of the Local Government Act 2002 and is satisfied that there has been compliance with the decision-making and consultation requirements of the Act.

Clauses 63.2-21 to 63.7-21 above were carried 15 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

64-21

Tamakuku Terrace Six-Monthly Update

Memorandum, presented by Bryce Hosking, Manager - Property.

Councillor Leonie Hapeta left the meeting at 11.35am

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

That the memorandum titled 'Tamakuku Terrace Six-Monthly Update' presented to the Council on 7 July 2021, be received for information.

Clause 64-21 above was carried 14 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

65-21

Alteration of resolution- Change of date for September 2021 Council meeting

Memorandum, presented by Hannah White, Democracy and Governance Manager.

Councillor Leonie Hapeta returned to the meeting at 11:37am

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

That the Council alter resolution 3 of Clause 47-21 to read:
The Council schedule a meeting for 9am 21 September 2021 to hear submitters wishing to be heard on the 2021 Representation Review.

Clause 65-21 above was carried 15 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

66-21

Council Work Schedule

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

That the Council receive its Work Schedule dated July 2021.

Clause 66-21 above was carried 15 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen

Naylor, Bruno Petrenas and Aleisha Rutherford.

RECOMMENDATIONS FROM COMMITTEE MEETINGS

67-21 Finance & Audit Committee Part I Public - 23 June 2021

Consideration was given to the Finance & Audit Committee's recommendation below.

Moved Susan Baty, seconded Karen Naylor.

RESOLVED

Palmerston North Airport Limited - Final Statement of Intent for 2021/22

That the Statement of Intent for Palmerston North Airport Limited for 2021/22, presented to the Finance & Audit Committee on 23 June 2021, be agreed.

Clause 67-21 above was carried 14 votes to 1, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Bruno Petrenas and Aleisha Rutherford.

Against:

Councillor Karen Naylor.

EXCLUSION OF PUBLIC

68-21 Recommendation to Exclude Public

Moved Grant Smith, seconded Aleisha Rutherford.

RESOLVED

That the public be excluded from the following parts of the proceedings of this meeting listed in the table below.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under Section 48(1) for passing this resolution
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16.	Minutes of the ordinary meeting - Part II Confidential - 2 June 2021	For the reasons set out in the ordinary minutes of 2 June 2021, held with public present.	
17.	150th Variety Show	Privacy, Third Party Commercial and Negotiations	s7(2)(a), s7(2)(b)(ii) and s7(2)(i)
18.	Rotation of Trustees/Directors on Council Organisations	Privacy	s7(2)(a)
19	Part IIB: Chief Executive's Performance Review	Privacy	s7(2)(a)

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public as stated in the above table.

Clause 68-21 above was carried 15 votes to 0, the voting being as follows:

For:

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Leonie Hapeta, Lorna Johnson, Billy Meehan, Orphée Mickalad, Karen Naylor, Bruno Petrenas and Aleisha Rutherford.

The public part of the meeting finished at 11.38am

Confirmed 4 August 2021

Mayor

Palmerston North City Council

Resolution to Set Rates for the 2021/2022 year

The Palmerston North City Council resolves to set rates for the financial year commencing on 1 July 2021 and ending on 30 June 2022 in accordance with the Rating Policies and Funding Impact Statement contained in its 10 Year Plan 2021-31 as follows:

1 Details of rates to be set

Notes

- All rates and charges shown are inclusive of Goods and Services Tax.
- References to the 'Act' relate to the Local Government (Rating) Act 2002.

1.1 Uniform Annual General Charge

A Uniform Annual General Charge of \$500 on each rating unit pursuant to section 15 of the Act.

1.2 Water Supply Rates

A targeted rate for water supply, set under section 16 of the Act, of:

- \$307 per separately used or inhabited part of a residential rating unit which is connected to a Council operated waterworks system. This charge is not made where water supply is invoiced on the basis of water consumed.
- \$307 per rating unit for all other rating units which are connected to a Council operated waterworks system. This charge is not made where water supply is invoiced on the basis of water consumed.
- \$153.50 per rating unit which is not connected to a Council operated waterworks system but which is serviceable (i.e. within 100 metres of such waterworks system) and the Council would allow a connection.

Instead of the above targeted rates for metered water supply, targeted rates set under sections 16 and 19 of the Act, of \$1.3915 per cubic metre of water supplied to any rating unit that is invoiced on the basis of water supplied plus a fixed amount of

\$190 per metered connection for connections of 25mm or less and \$415 for connections greater than 25mm.

1.3 Wastewater Disposal Rates

A targeted rate for wastewater disposal, set under section 16 of the Act, of:

- \$296 per separately used or inhabited part of a residential rating unit which is connected to a public wastewater drain.
- \$296 per rating unit for all other rating units which are connected to a public wastewater drain.
- \$296 per pan (i.e. water closet or urinal) for all pans in excess of three for non-residential rating units connected to a public wastewater drain.
- \$148 per separately used or inhabited part of a residential rating unit which is not connected to a public wastewater drain but which is serviceable (i.e. within 30 metres of such a drain) and the Council would allow the connection.
- \$148 per rating unit for all other rating units which are not connected to a public wastewater drain but which is serviceable (i.e. within 30 metres of such a drain) and the Council would allow the connection.

1.4 Rubbish and Recycling Rates

1.4.1 Kerbside Recycling

A targeted rate for kerbside recycling set under section 16 of the Act of:

- \$130 per separately used or inhabited part of a rating unit for residential properties receiving the Council's kerbside collection service.
- \$130 per rating unit for non-residential and rural/semi-serviced properties receiving the Council's kerbside collection service.

Where ratepayers elect, and the Council agrees, additional levels of service may be provided. These additional services could be by way of provision of more recycling bins or more frequent service. Each additional level of service will be charged a rate of \$130. This may include charges to non-rateable rating units where the service is provided.

1.4.2 Rubbish and Public Recycling

A targeted rate for rubbish and public recycling set under section 16 of the Act of \$66 per separately used or inhabited part of each residential rating unit and \$66 per rating unit for all other rating units. Rating units which are vacant land will not be liable for these rates.

1.5 Warm Palmerston North

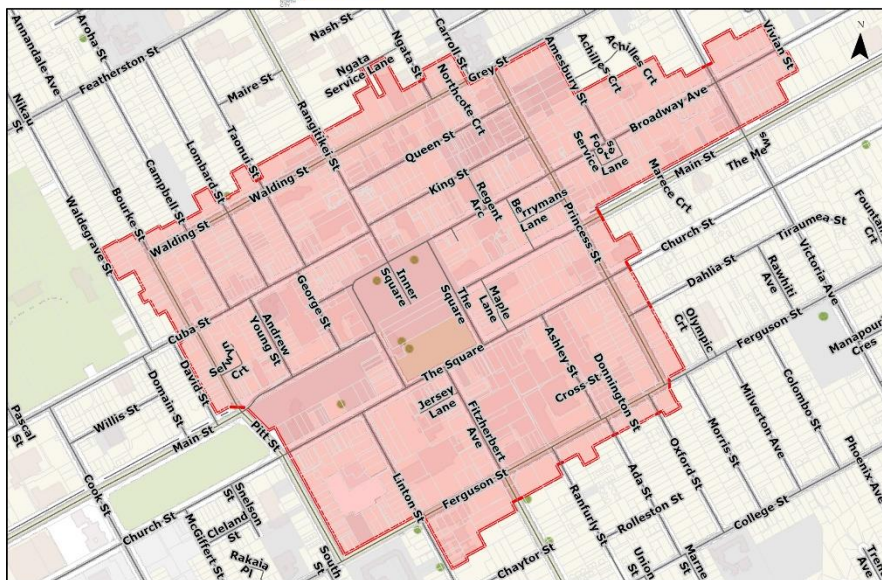
A targeted rate set under section 16 of the Act on all properties that have benefited from the installation of insulation through the Warm-Up Palmy Home Insulation Scheme. The rate is calculated as a percentage of the service amount (the cost of the installation) until the service amount and the costs of servicing the serviced amount are recovered. For 2021/22 the rate will be 16%.

1.6 Palmy BID

Targeted rates set under section 16 of the Act on all properties within the central city Palmy BID area as shown on the following map that are categorised as non-residential for the Council's general rate calculated as follows:

- A fixed amount of \$340 per rating unit; and
- A variable amount of 0.0153 cents in the dollar of capital value of the rating unit.

PALMY BID RATE AREA



1.7 General Rate

A general rate pursuant to section 13 of the Act set on all rateable land on the basis of land value and assessed differentially (based on land use) against each property group code at the rate of cents in the dollar set down in the following schedule:

Differential Group		Differential Factor (expressed as % of Group Code MS)	Rate (cents in \$ of LV)
Code	Brief Description		
R1	Single unit residential	Balance (approx. 79)	0.6350
R2	Two unit residential	115	0.9285
R3	Three unit residential	125	1.0093
R4	Four unit residential	135	1.0900
R5	Five unit residential	145	1.1707
R6	Six unit residential	155	1.2525
R7	Seven unit residential	165	1.3322
R8	Eight or more unit residential	175	1.4130
MS	Miscellaneous	100	0.8074
CI	Non-residential (Commercial/Industrial)	265	2.1396
FL	Rural & Semi-serviced (5 hectares or more)	20	0.1615
FS	Rural & Semi-serviced (0.2 hectares or less)	60	0.4844
FM	Rural & Semi-serviced (between 0.2 & 5 hectares)	45	0.3633

2. Due Dates for Payment of Rates

Rates (other than metered water targeted rates) will be payable at the offices or agencies of the Council in four quarterly instalments on 1 August 2021, 1 November 2021, 1 February 2022 and 1 May 2022.

The due dates (i.e. final day for payment without incurring penalty) shall be:

Instalment One	31 August 2021
Instalment Two	26 November 2021
Instalment Three	25 February 2022
Instalment Four	27 May 2022

3. Due Dates for Payment of Metered Water Targeted Rates

Properties which have water provided through a metered supply will be invoiced either monthly or two monthly at the discretion of the Council.

The due date for metered water targeted rates shall be the 20th of the month following invoice date as follows:

Monthly invoicing					
Instalment	Date meter read & invoice issued	Due date	Instalment	Date meter read & invoice issued	Due date
1	June 2021	20 July 2021	7	December 2021	20 January 2022
2	July 2021	20 August 2021	8	January 2022	20 February 2022
3	August 2021	20 September 2021	9	February 2022	20 March 2022
4	September 2021	20 October 2021	10	March 2022	20 April 2022
5	October 2021	20 November 2021	11	April 2022	20 May 2022
6	November 2021	20 December 2021	12	May 2022	20 June 2022

Two monthly invoicing					
Linton, East & North Rounds			Ashhurst, South West, PNCC & Central Rounds		
Instalment	Date meter read & invoice issued	Due date	Instalment	Date meter read & invoice issued	Due date
1	June 2021	20 July 2021	1	July 2021	20 August 2021
2	August 2021	20 September 2021	2	September 2021	20 October 2021
3	October 2021	20 November 2021	3	November 2021	20 December 2021
4	December 2021	20 January 2022	4	January 2022	20 February 2022
5	February 2022	20 March 2022	5	March 2022	20 April 2022
6	April 2022	20 May 2022	6	May 2022	20 June 2022

4. Penalties on Unpaid Rates (excluding metered water)

A penalty charge of 10% will be added on the following dates to any portion of an instalment remaining unpaid after the due dates:

Instalment One	1 September 2021
Instalment Two	1 December 2021
Instalment Three	1 March 2022
Instalment Four	1 June 2022

Any penalty charge imposed on the outstanding first instalment will be automatically remitted provided payment of the full year's rates is made by 26 November 2021.

A penalty charge of 10% will be added to any outstanding rates (including penalties) assessed in previous years and remaining outstanding at 1 July 2021 (penalty applied on 14 July 2021) and again on 5 January 2022 (penalty applied on 6 January 2022).

Penalties will not be applied to the metered water targeted rate.

7 July 2021

REPORT

TO: Council

MEETING DATE: 4 August 2021

TITLE: Response to Greater Bunnythorpe Community Proposal

PRESENTED BY: Hannah White, Democracy and Governance Manager

APPROVED BY: Sheryl Bryant, Assistant Chief Executive

RECOMMENDATION(S) TO COUNCIL

Either

1. That the Council reject the Greater Bunnythorpe proposal of 13 June 2021 and place public notice of this decision.

Or

2. That the Council give effect to the Greater Bunnythorpe proposal of 13 June 2021 by placing public notice and inviting submissions on the Council's intention to adopt the following resolution:
"That the Greater Bunnythorpe community as described by boundaries set out in the proposal (Attachment 1) come into existence on the day following the first election of members of the Greater Bunnythorpe Community Board in October 2022; and that the community board consist of 4 members elected by the community and up to 2 members to be appointed by the Council."

SUMMARY OF OPTIONS ANALYSIS FOR

Problem or Opportunity	A proposal to establish a Greater Bunnythorpe Community Board under Schedule 6 of the Local Government Act 2002 (LGA) has been received by the Chief Executive.
OPTION 1:	Reject proposal
Community Views	A formal proposal of more than 100 residents within the proposed area has been received. Wider Palmerston North resident views would be canvassed through formal consultation.
Benefits	Confirms Council's current position that there is one cohesive city-wide community of interest that tightly overlaps the functional, perceptual and political dimensions of the city's population. Established community mechanisms for representation and communication already exist in the village.

Risks	<p>Signatories to the proposal are disappointed with Council's decision and consequently choose to disengage with other opportunities to participate in the processes of Council, negatively impacting social and environmental wellbeing of these residents.</p> <p>Appeal may be lodged with the Local Government Commission.</p>
Financial	Officer time should the proposal go to appeal.
OPTION 2:	Give effect to proposal by public notice seeking submissions on the establishment of a community board for Greater Bunnythorpe
Community Views	<p>A formal proposal of more than 100 residents within the proposed area has been received.</p> <p>Wider Palmerston North resident views would be canvassed through formal consultation.</p>
Benefits	<p>Signatories to the proposal feel heard by Council and as a consequence engage with the Council through a newly established community board, contributing to social and environmental wellbeing.</p> <p>Council retains control of the submission process in the first instance.</p> <p>Signatories to the proposal who may not fully be aware of the implications of the proposal will be provided with more information through the consultation process.</p>
Risks	<p>Could set precedent for others to seek to establish a community and community board.</p> <p>Role of current grassroots community groups may be superseded by more formal body.</p>
Financial	Establishing a community board would have operating costs of estimated \$70,000 annually. The costs would need to be factored into either general or targeted rates at a later stage.

RATIONALE FOR THE RECOMMENDATIONS

1. OVERVIEW OF THE PROBLEM OR OPPORTUNITY

- 1.1 The Council must consider the proposal to constitute a community of Greater Bunnythorpe and decide whether the identified community of interest needs an added layer of localised representation to carry out fair and effective representation.

- 1.2 The key question is whether “good local government” (LGA 2002, Schedule 3, cl.19) is “promoted” through the establishment of a community board of the Greater Bunnythorpe area (as set out in attachment 1 “The Proposal”).

2. BACKGROUND

- 2.1 The proposal for a Greater Bunnythorpe Community Board is to be considered under the Local Government Act 2002 (“LGA”), specifically Schedules 6 and 3. Schedule 6 provides for community boards to be established at any time outside of the representation review process as the result of a proposal from the community concerned.
- 2.2 The proposal is attached and was circulated to Elected Members on 08 July 2021, within the required one month of being received (s4(4)(B) LGA).
- 2.3 The proposal to constitute a community and request a community board meets the requirements of Schedule 6 of the LGA.
- The boundary line proposed for the community is within Palmerston North City (one district) s1(1)
 - No current community exists s1(2)
 - There is no local board in that area s1(3)
 - The proposal was agreed by more than 100 electors of a continuous area having a population of fewer than 1500 persons (1250 Stats NZ estimate as of 30 June 2020), and being the majority present at a meeting of 13 June 2021 called by public notice by an elector s3(2)
 - The proposal includes a plan/ description which identifies the area s4(1), which coincides with the boundaries of current statistical meshblock areas determined by Statistics New Zealand and used for parliamentary purposes.
 - Signatories include names and addresses s4(2)
 - The proposal was received by Chief Executive s4(3)
- 2.4 According to LGA Sch 6 cl.4 the electoral officer has verified that there are more than 100 valid individual signatures (being 112) to the proposal, having checked that electors are eligible to be counted i.e. that residential information provided matches that listed on the electoral roll, and that those who have signed live within the boundary affected by the proposal.
- 2.5 The Council must now consider the proposal and determine whether to constitute the community.
- 2.6 For clarity, the Local Electoral Act 2001 sets out the requirements for local authorities on when and how to undertake representation reviews including the question of community boards. All territorial authorities must consider whether community boards are (or would be) appropriate to provide fair and effective representation for individuals and communities in its district as part of their representation review (s19J). Representation reviews provide a process

for territorial authorities to propose the constitution of new boards, alterations to existing boards, or disestablishment of existing boards.

- 2.7 When carrying out a review, the required decisions are: whether there needs to be communities and community boards within the territorial authority's district; and if the territorial authority decides that one or more communities is to be established (or retained), the nature of the community and the structure of the community board.
- 2.8 The Local Government Commission (LGC) reminds authorities that all elements of representation proposals (including the elements relating to community boards) are subject to rights of appeal and/or objection. Therefore, the issues relating to community boards considered under section 19J need to be as carefully considered as all the other elements of a representation review. These considerations will therefore be covered in the representation review report also included in this agenda.
- 2.9 The role of a community board, according to the LGA, is to:
 - Act as an advocate for the interests of its community
 - Consider and report on matters referred to it by the local authority or on any matter of interest or concern to the community board
 - Maintain an overview of services provided by the territorial authority within the community
 - Prepare an annual submission to the territorial authority on expenditure within the community
 - Communicate with community organisations and special interest groups within the community
 - Undertake any responsibilities delegated to it by the territorial authority
- 2.10 The statutory criteria for consideration of a proposal for a community board are set out in Schedule 3 of the LGA. The key question is 'will the proposal promote the good local government of the parent district and the proposed community?'
- 2.11 "Good local government" is not defined in legislation. However, the LGC has adopted the view that the principles contained in sections 10 and 14 of the LGA need to be taken into account when considering community boards.

Section 10 of the LGA states that the purpose of local government is:

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

Section 14 sets out the principles under which local authorities are to act. The principles that are particularly relevant here include:

- Conducting business in an open, transparent and democratically accountable manner;
- Being aware of and having regard to the views of all of its communities

- When making decisions taking into account:
 - The diversity of the community and the community's interests
 - The interests of the future as well as current communities
 - The likely impact of any decision on the four wellbeings
 - Prudent stewardship and the efficient and effective use of resources in the interests of the district
- 2.12 The LGC has previously noted in its determinations that the intent behind the legislative phrase "to promote," is "to advance, help forward, enhance or improve."
- 2.13 It is necessary to first assess whether the area of the proposed community is a distinct community of interest. Identifying communities of interest is a precursor to deciding how fair and effective representation can be set out in a district.
- 2.14 "Communities or interest" are not defined in the Local Electoral Act, however the Commission considers communities of interest, as communities within the community, to be three dimensional. The more frequently the three dimensions apply to a distinct group of people, the stronger and more cohesive the community of interest is said to be. A community of interest applies to a group of people who have one or more of the following dimensions in common:
- (a) **Perceptual** – a sense of belonging to a clearly defined geographic area or locality with shared history, economic or social activity. Perceived relationships with other "neighbourhoods"
 - (b) **Functional** – proximity to or dependence on shared services / facilities / resources, ease of mobility
 - (c) **Political** – ability to represent the interests of local communities which includes non-council structures such as for local iwi and hapū, residents and ratepayer associations and the range of special interest groups.

Communities of interest tend to have:

- Similarities in demographic, socio-economic and / or ethnic characteristics
- Similarities in economic or social activities
- Distinctive physical or topographic features
- Distinct local history
- Distinct mana whenua or tangata whenua
- Dependence on shared amenity, including schools, retail, cultural and recreational facility.

3. OPTIONS AND CONSIDERATIONS

3.1 There are two options before Council:

- (1) Reject the proposal
- (2) Give effect to the proposal and seek submissions

3.2 Key considerations of the Local Electoral Act can be summarised into the following three questions:

- (1) Is there a case for a distinct cohesive community?
- (2) Would the establishment of a community board promote good local government?
- (3) Would a community board have the resources to be efficient and effective in the exercise of its duties.

3.3 The analysis of the options is set out in Attachment 2.

4. CONCLUSION

- 4.1 In the choice to reject the proposal, the Council is stating that 'Greater Bunnythorpe' as defined in the proposal is not sufficiently distinct to justify the establishment of a community board.
- 4.2 In the choice to give effect to the proposal and seek submissions, the Council is stating that the 'Greater Bunnythorpe community' has specific wellbeing needs now and in the future for which having formalised local representation would enhance local decision-making.

5. NEXT ACTIONS

- 5.1 Should the Council resolve to give effect to the proposal, public submissions will be called for by public notice of the intended resolution. A copy of the proposal and the plan showing the boundaries of the proposed community must be made available to the public for 28 days following the public notice. Written submissions must then be considered and hearings held by Council before a resolution is made to adopt or reject the proposal. Hearings could be held in parallel with hearings for the representation review in September. The Council would, at a later date, decide the community board's functions, delegations, resources and funding by resolution (LGA 2002, s52). The determination of these does not sit with the community board or with the LGC, unless the LGC decides to use its powers to do so as a part of its determination as a consequence of appeal.
- 5.2 Should the Council choose to reject the proposal, public notice will be placed, and the proponent of the proposal will be informed. If the Council resolves not to constitute a community, a signatory to the proposal may appeal to the LGC. The LGC has all the powers of the territorial authority in respect of the constitution of the community and may determine the functions of the community board for a period of up to 3 years. Should an appeal be made the LGC will run its own submissions and hearings process to its own timeline, which may or may not align with the Final Proposal decision

on the Representation Review in October and any subsequent appeals or rejections to that decision.



6. OUTLINE OF COMMUNITY ENGAGEMENT PROCESS

- 6.1 Officers attended the two community meetings held on 1 June and 13 June called to consider the proposal.
- 6.2 Officers have also spoken to the community committee meeting of 8 June as a part of the representation review pre-engagement meetings and have spoken with several community members.
- 6.3 The LGA sets a short turnaround timeframe from the date on which a proposal is received and when it must be addressed by the Council. (These timeframes have been met). The LGA accordingly expects that consultation would occur as a consequence of the decision of the Council.

COMPLIANCE AND ADMINISTRATION

Does the Council have delegated authority to decide?	Yes
Are the decisions significant?	Yes
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	Yes
Is there funding in the current Annual Plan for these actions?	No
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 5: A Driven and Enabling Council	
The recommendations contribute to the outcomes of the Driven and Enabling Council Strategy	
The recommendations contribute to the achievement of action/actions in Not Applicable	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	Council's consideration of the proposal is a continuation of Council's commitment to representing its residents fairly and effectively.

ATTACHMENTS

1. Greater Bunnythorpe Proposal [↓](#) 
2. Options Analysis [↓](#) 

14 June 2021

Heather Shotter
Chief Executive
Palmerston North City Council
32 The Square
Palmerston North 4442
(Attention: Hannah White, Democracy and Governance Manager)

Dear Ms Shotter

RE: Greater Bunnythorpe Community Proposal

I attach a proposal that Bunnythorpe and its surrounds be constituted as the Greater Bunnythorpe Community within the Palmerston North City Council boundaries, in accordance with Schedule 6 of the *Local Government Act 2002*. The proposal was unanimously supported and agreed to by 128 signatories at a public meeting held at the Bunnythorpe School on 13 June 2021 commencing 3.00 pm.

I attach the proposal as follows:

- ✓ Notice of Meeting published in the *Feilding-Rangitikei Herald* on 10 June 2021
- ✓ Notice of Meeting published in the *Manawatu Standard* on 21 June 2021
- ✓ Community Flier delivered to letterboxes and post office boxes within the Greater Bunnythorpe area in the week commencing 7 June 2021
- ✓ Agenda for the Community Meeting held on 13 June 2021
- ✓ Minutes of the Community Meeting held on 13 June 2021
- ✓ 20 signature sheets containing 128 signatures, completed at the Community Meeting held at the Bunnythorpe School on 13 June 2021.
[Sheet 1: 10 signatures; sheet 2: 3 signatures; sheet 3: 6 signatures; sheet 4: 10 signatures; sheet 5: 8 signatures; sheet 6: not used; sheet 7: 10 signatures; sheet 8: 10 signatures; sheet 9: not used; sheet 10: not used; sheet 11: 10 signatures; sheet 12: 2 signatures; sheet 13: 10 signatures; sheet 14: 3 signatures; sheet 15: 4 signatures; sheet 16: 9 signatures; sheet 17: 8 signatures; sheet 18: 8 signatures; sheet 19: 7 signatures; sheet 20: 10 signatures]

I note that this proposal has been initiated and developed prior to and independently of the council's current representation review. While the Greater Bunnythorpe proposal may inform the review, I expect that this proposal will be progressed and considered by the council on its own merits, separate from the representation review.

Please use the above postal address or e-mail address for any correspondence in connection with the Greater Bunnythorpe proposal.

Yours sincerely

Aaron Fox (Dr)

Greater Bunnythorpe – Let's Meet!

- ❖ Do you live within the Palmerston North City Council's boundaries?
- ❖ Do you feel that the big plans for Bunnythorpe and the surrounding rural community are made in Palmerston North or Wellington?
- ❖ Do you want Bunnythorpe and the rural community to matter more to our council?
- ❖ Do you want to see infrastructure, services and plans delivered for our benefit?
- ❖ Do you want to help decide our future?
- ❖ Do you want to **give the community of Greater Bunnythorpe a unified voice on council issues which matter to us?**

Then come along and join with us to make our community matter

Where: Bunnythorpe School

When: Sunday– 13 June 2021 - 3.00 to 3.30 pm (it won't be a long meeting!)

Why: To come together to support and sign a proposal to create a Community Board for Bunnythorpe and the surrounding areas: Greater Bunnythorpe.

HOW: At the meeting we just need at least 100 eligible voters to come along to support and sign the proposal on the day. That's it! We need to have at least 100 signatures from electors within the area to request the creation of a Community with a Board. Signatures cannot be emailed or sent by proxy – you have to be at the meeting to sign the proposal. Anyone from the same household who is on the electoral roll can sign.

Because: Bunnythorpe is at the heart of an area which became part of the Palmerston North City Council in 2012. Ten years later, Bunnythorpe and the rural community are still competing with urban Palmerston North for infrastructure, services and a fair hearing before the council. Bunnythorpe and the surrounding rural area can enjoy a collective voice to the council if we come together as a **recognised individual community** within PNCC, by having our Council formally recognise Greater Bunnythorpe by constituting a **Community Board**.

How we need go about this is set out in Schedule 6 of the *Local Government Act 2002*:

www.legislation.govt.nz/act/public/2002/0084/latest/DLM175632.html

Area: We need to be a 'continuous area' within the Palmerston North City Council's boundaries. We need to base the boundaries of our community area on Statistics New Zealand meshblock areas, and we need to determine the population of the community. That's why our proposal for the Greater Bunnythorpe Community boundaries is based on those portions of the village of Bunnythorpe and the surrounding rural area which were brought into Palmerston North in 2012. The total electoral population for this proposed community is 1,149. (See map on reverse).

Numbers: If At least **100 residents** on the electoral roll who live within the proposed Greater Bunnythorpe Community area agree to support and sign the proposal, this can be submitted to the Palmerston North City Council.

United Voice: The public meeting to consider the proposal is just the first step in a longer process of having a Community Board formally constituted and elected. It is also the most challenging part of the process, requiring at least 100 people in a community of fewer than 1,500 persons to meet and agree to become a community.

**Our united community voice will therefore send the strongest message to the council:
That Greater Bunnythorpe Matters!**

- ✓ **To find out more:** Come Along on Sunday 13 June at 3 pm.
- ✓ **To get involved:** Come along on Sunday 13 June at 3 pm and support the proposal.
- ✓ **TO MAKE A CHANGE:** Come along on Sunday 13 June at 3 pm and bring your family, your friends, your neighbours to all support the proposal for Greater Bunnythorpe.

Contact: Aaron Fox: aaron.fox@xtra.co.nz or Dale O'Reilly: dale.o@inspire.net.nz

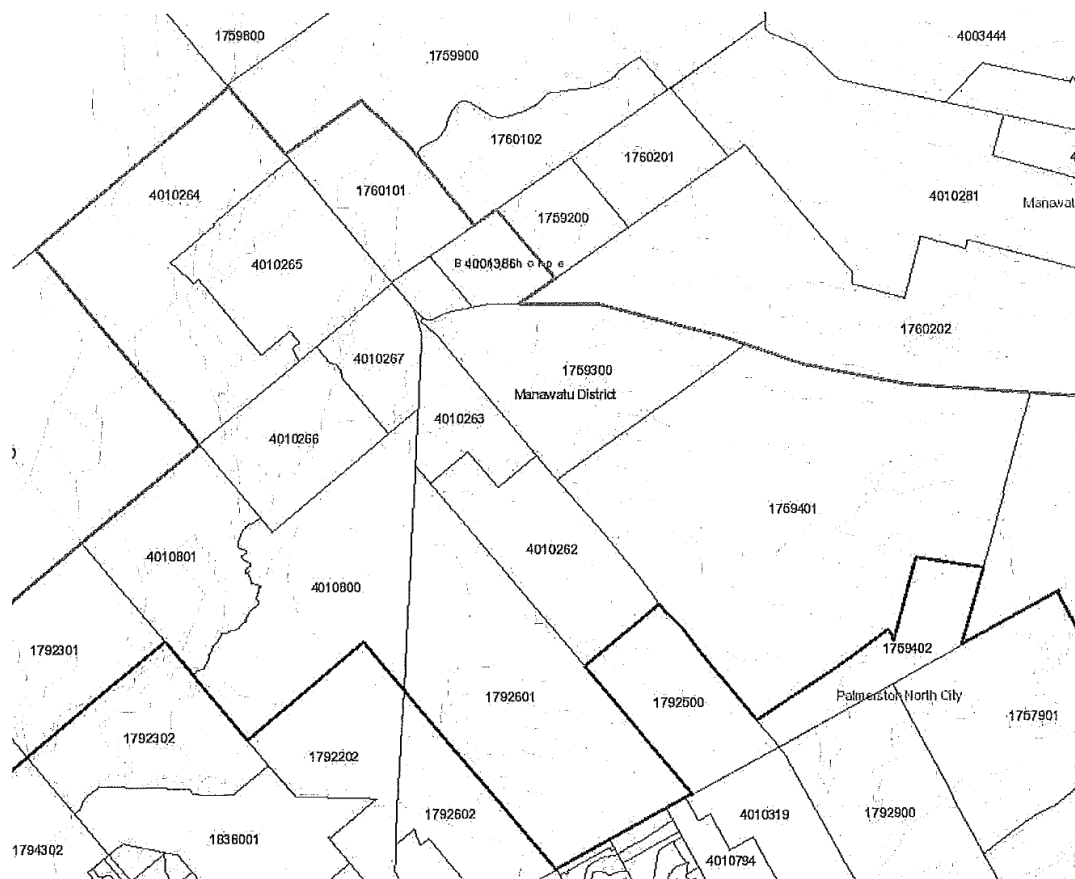
IT TAKES A VILLAGE – AND MORE – TO MAKE A COMMUNITY

Proposed Greater Bunnythorpe Community Area:

The proposed Greater Bunnythorpe Community Area reflects those portions of the village of Bunnythorpe and the surrounding area which were brought into Palmerston North in 2012.
The total electoral population for this proposed community area is 1,149.

The meshblock numbers for the proposed Greater Bunnythorpe Community are:

4001386; 4001387 (adjacent to 4001386); 4010262; 4010263; 4010264; 4010265; 4010266; 4010267; 4010800, 4010801; 1759300; 1759401; 1760101; 1792601.



Outer boundaries of Greater Bunnythorpe

4010264 Top: Newbury Line Right: Campbell Road Left: Roberts Line	4010801 Top: K-B road Left: Settlers Line Bottom: Richardsons Line	1792601 Left: Roberts Line Bottom: Kelvin Grove Road Right: Tutaki Road
4010262 Bottom – between Tutaki Road and Stoney Creek Road, above Tutakarae Road	1759401 Left: Stoney Creek Road Bottom: above 318 Stoney Creek Road, around boundaries of Loveston Land/Hartwell Drive subdivision, down to Kelvin Grove Road, along to Ashhurst Road Right: Ashhurst Road	4001836 Top: Dixons Line Right: Blackler Road Bottom – cuts back to Ashhurst Road

IT TAKES A VILLAGE – AND MORE – TO MAKE A COMMUNITY



**Community Meeting to Propose that Bunnythorpe and its surrounds
be Constituted as the Greater Bunnythorpe Community
and that the Proposal be presented to the Palmerston North City Council**

Bunnythorpe School, 5 Baring Street, Bunnythorpe

Sunday – 13 June 2021 - starting 3.00 pm

Agenda

- **Welcome.**
- **Appointment of the Chair for the meeting.**
- **Appointment of the Secretary for the meeting.**
- **Brief description of the proposal and process for constituting a community board for Bunnythorpe and its surrounds.**
- **Proposal:**
that those present, being electors resident within the boundaries of the proposed Bunnythorpe Community Board (as detailed on the plan presented to the meeting):
 - a) **Support the proposal that Bunnythorpe and its surrounds (as detailed on the plan presented to the meeting) be constituted as the Greater Bunnythorpe Community; and**
 - b) **Agree to sign and present to the Palmerston North City Council the proposal to become the: Greater Bunnythorpe Community and Community Board.**
- **Discussion.**
- **Vote.**
- **Attendees invited to sign.**
- **Meeting closes.**

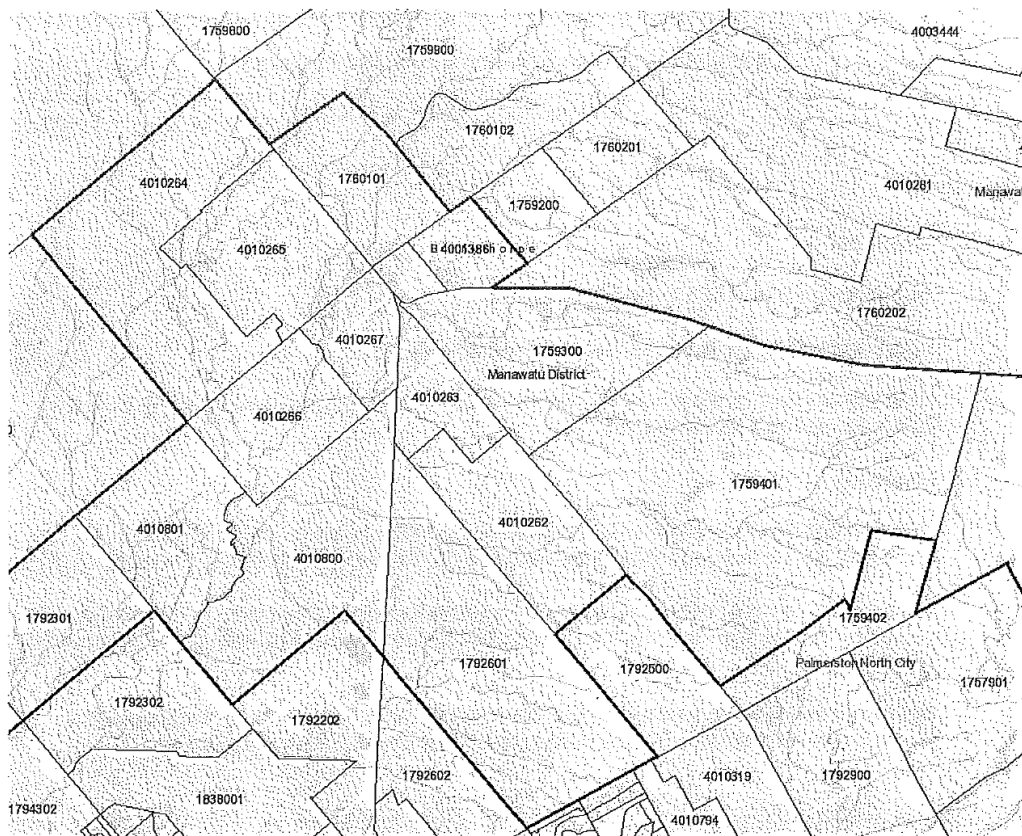
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Minutes of meeting to discuss Greater Bunnythorpe Community Proposal

Held Sunday 13 June 2021 at 3.00 pm

At Bunnythorpe School, 5 Baring Street, Bunnythorpe

The agenda for the meeting (including a plan of the proposed Greater Bunnythorpe area) was distributed before the meeting began.

The meeting was opened by Dr Aaron Fox on behalf of himself and Dale O'Reilly, residents of Bunnythorpe, who had called the meeting. Dr Fox welcomed attendees and thanked them for coming along. It was good to see such a strong community spirit and an obvious desire to do something positive to support the Bunnythorpe township and the surrounding area. After a safety briefing, he explained the purpose of a Community Board. He reiterated that a Board would not replace existing community groups or initiatives, but rather would provide a strong, formal voice for those groups and initiatives to the Council, and offer a conduit for the Council to work with the community.

An attendee proposed Dr Fox be nominated to chair the meeting, and the nomination was passed without opposition. Dr Jo Whittle, resident of Bunnythorpe, accepted the role of secretary for the duration of the meeting.

Dr Fox explained the basis of the 'Greater Bunnythorpe' community area: a population of approximately 1100, within the boundaries of the Palmerston North City Council, comprising a group of continuous mesh blocks (as described in the plan attached to the agenda). The area proposed matched those areas of Bunnythorpe and surrounding rural areas which came into Palmerston North City Council in 2012.

The meeting then considered the following proposals (as outlined on the meeting agenda):

- a) to support the proposal that Bunnythorpe and its surrounds (as detailed on the plan presented to the meeting) be constituted as the Greater Bunnythorpe Community.

CARRIED UNANIMOUSLY

- b) That those present, being electors resident within the boundaries of the proposed Bunnythorpe Community Board, agree to sign and present to the Palmerston North City Council the proposal to become the: Greater Bunnythorpe Community and Community Board.

CARRIED UNANIMOUSLY

Attendees who were electors resident within the boundaries of the proposed Greater Bunnythorpe Community Board (as detailed on the plan presented to the meeting) were invited to sign the proposal.

The meeting closed at 3:45pm.

5 Jul 2021

Heather Shotter
Chief Executive
Palmerston North City Council
32 The Square

Palmerston North 4442

Dear Ms Shotter

RE: Greater Bunnythorpe Community Proposal

Thank you for your letter of 18 June 2021 acknowledging receipt of the Greater Bunnythorpe Community proposal and my covering letter dated 14 June 2021.

I request a copy of the certificate which specifies the number of qualified signatories when this is available, please.

I also request that consideration please be given to canvassing the following key points in any covering documentation which the council might provide to councillors with respect to the Greater Bunnythorpe proposal:

- that the creation of the Greater Bunnythorpe Community and Board holds the prospect of being a positive development for both the community and the council. As Mike Lester, the Chair of the Community Boards Executive Committee has put it: "Community boards are important for all New Zealanders because they make local government more accessible and help to raise ratepayer awareness of services, issues and events";
- that a key element of the proposal is that Bunnythorpe already has a strong and effective community group and community organisations;
- that the next step in the development of the Greater Bunnythorpe Community is the formalisation of the community's relationship with the PNCC which has developed over the past decade;
- that the community board concept offers the prospect of effective community development in the Greater Bunnythorpe area;
- that the community board can work with the council to prioritise and timetable critical infrastructure works in the area;
- that the community board would serve to formalise future consultation on and engagement with council and government agency proposals which directly or indirectly effect the Greater Bunnythorpe area.

- that community support for the concept derives, in part, from recent and significant developments proposed for, but not in consultation with, Bunnythorpe and the surrounding area;
- that while the council is required to fund the 'expenses of the performance and exercise by a community board of its responsibilities, duties, and powers', the mechanisms for funding the board, the level of funding, and accountability for such funding can be negotiated between the community board and the council. Targeted rates are one option; equally some 9.05% of our current rates are already allocated to 'leadership'.

Yours sincerely

A handwritten signature in black ink, appearing to read 'A. Fox'.

Aaron Fox (Dr)

OPTION ONE: REJECT PROPOSAL

Greater Bunnythorpe is not a cohesive community distinct from the city-wide community of Palmerston North.

Is there a case for a distinct cohesive community?

- While geographically separate, Bunnythorpe village is not far in distance (10 km) or isolated from the rest of the city, nor is it topographically different.
- Bunnythorpe residents have the same access to councillors through email and phone as other residents of Palmerston North. Residents can call or email the customer service centre in the same way as all residents of Palmerston North. Councillors regularly attend community meetings. There is no evidence to suggest that elected members cannot or do not represent rural issues, as they represent the entirety of the area from which they are elected in the at-large system and are required to make decisions for the benefit of the whole of the city. Residents regularly submit to processes of Council.
- Bunnythorpe receives a fair share of services in the city's long-term planning. It has received focused attention on the water bore headworks and station renewal, wastewater connection, playground and parks renewals and the community centre investment of \$1.053M since the boundary change in 2012. The current 10 Year Plan notes Bunnythorpe will receive waste and wastewater resilience upgrades of \$670K and the shared pathway programme of \$4.3M, as well as usual maintenance and renewals for core services.
- The functional community for residents of the Bunnythorpe area is Palmerston North city. Bunnythorpe residents live within a short distance of the city's central business district and are drawing on the same essential services as all residents of Palmerston North. People in the Bunnythorpe area travel to the urban centre to access essential resources including education, retail, professional and healthcare services. Local residents can and will travel to socialise, work or go to school (only 19 pupils attend Bunnythorpe primary school). The statistical area of Newbury (2018 data, which includes Bunnythorpe, Kairanga and Longburn) shows that 210 people identified as working in the same area in which they lived and a further 681 travelled to work in Palmerston North City. 162 students living in the area travelled to Palmerston North for education, with 105 attending Bunnythorpe, Kairanga and Longburn primary schools.
- The perceptual community is harder to define as it depends on an individual's interests and how these overlap with their functional needs. A sense of community identity can be seen in the existence of the Bunnythorpe community committee, which although unincorporated meets regularly; the Bunnythorpe Community Centre Association which has worked closely with Council in the development of the community centre; a community newspaper and social media groups; and the rugby club and volunteer fire brigade.
- It is difficult to clearly ascertain a distinction between someone living inside the meshblock areas provided in the proposal and those who do not. Some

residents have a perception that the identified boundary is 'rural' in nature as opposed to an 'urban' categorisation. The boundaries provided in the proposal have been chosen of historical convenience rather than shared experience. There is no reason for example why meshblocks 1792500 and 1759402 have not been included if 'rural' is a perceptual factor.

- Defining a community is not only about common interests, it is also a matter of difference from other communities. It is difficult for officers to analyse whether the aspirations of Bunnythorpe, sought by the establishment of a community board, would be distinctly different from other communities in Palmerston North. For example, state highway roading challenges are faced by several communities such as Ashhurst, Longburn and Aokautere, as well as Bunnythorpe.
- Defining 'Bunnythorpe' as a political community is difficult. Some residents who affiliate to Bunnythorpe live within the Manawatu District boundary and some within the Palmerston North City boundary. There is not a shared understanding of the key challenges for residents and there are multiple competing interests. This appears, in part, to be dependent on where residents live and their interactions with the proposed rail hub and ring road. The proposal itself does not give reasons for the constitution a community, although a subsequent letter to the Chief Executive (dated 5 July, attached) notes that "community support for the concept derives, in part, from recent and significant developments proposed for, but not in consultation with, Bunnythorpe and the surrounding area." The absence to explicit reference in the proposal is indicative of a lack of shared understanding of what issues a community board might seek to address. Without a shared problem definition, officers are not confident that that the community board proposed will be the solution members of the community may be seeking.

Would the establishment of a community board promote good local government?

- If it is not clear that the boundary outlined in the proposal is a sufficiently distinct and cohesive community, then it is not necessary to provide another level of representation through a community board. In other words, Council expects that the needs of residents can be addressed through the city-wide representation and services available. Dividing representation arrangements without sufficient reason could have unintended adverse consequences if Council were seen to be arbitrarily singling out one community over others.
- Significant development is proposed for the area immediately neighbouring Bunnythorpe (with planning undertaken over several years), however, in all parts of the process with government agencies there will be a number of opportunities for engagement and consultation with the community. Where Bunnythorpe residents believe there are needs which are not being addressed through the representation arrangements in place, there may be mechanisms which could be introduced to assist in addressing these concerns, without the need to establish a board bound by legislative requirements. For example, regular commitment to dialogue between elected members and the community committee; regular invite to residents to speak to Council's

committee(s). Such alternatives may more closely align to the aspirations of residents than a formal community board.

- Palmerston North has not had a community board since 1989. Establishing a community board for Greater Bunnythorpe may set precedent for other communities to request a community board. As will be set out in the representation review there are other communities geographically separate from the urban centre of the city. However, no other communities expressed an interest in establishing a community board during the recent community meetings held. The data suggests the most prevalent community of interest is city-wide.

Would a community board have the resources to be efficient and effective in the exercise of its duties?

- There would be reason to suggest that establishing a community board would require an increase of resource to ensure effective outcomes. By establishing a further layer of formal representation, timeframes on decision-making may be lengthened. The administration of a community board would also require officer advice which would otherwise have been directed to Council or its committees and otherwise available to the wider public to be repackaged and presented to the community board. In other words, servicing a community board will not be as efficient as servicing an at-large only council.
- There are functioning community boards with populations both smaller and larger than the one proposed, however the delegated scope of many is limited to the allocation of community funding, a process which Palmerston North City Council has delegated to the Chief Executive in order to assure independence of process. The duties of the board would in turn limit or aid its effectiveness. It is noted that if Council does not consider a community board necessary, and if the community lacks trust in Council, this will hinder the effective functioning of the community board.

OPTION TWO: GIVE EFFECT TO PROPOSAL AND INVITE SUBMISSIONS

The 'Greater Bunnythorpe community' has specific wellbeing needs now and in the future for which having formalised local representation would enhance local decision-making.

Is there a case for a distinct cohesive community?

- The proposed Kiwirail Hub and its particular impact on the community now and in the future may be the factor which has united the residents of wider Bunnythorpe.

Would the establishment of a community board promote good local government?

- A Greater Bunnythorpe Community Board might contribute to outcomes for the whole of Palmerston North by:
 - (1) Providing a place for Council to gain feedback, consider community views and meet consultation requirements.
- A Greater Bunnythorpe Community Board might contribute to outcomes for the residents of the affected area by:
 - (1) Assisting in addressing the needs of the community
 - (2) Promoting the accountability of Council to residents of the area by providing a regular forum for dialogue and information sharing on local issues
 - (3) Enabling local decision making for those who wish to be involved in local issues
 - (4) Promoting the social, economic, environmental and cultural wellbeing of residents of the area

Would a community board have the resources to be efficient and effective in the exercise of its duties?

To be efficient and effective a community board must be sustainable. Issues of sustainability are split below into human and financial resource implications.

- Human resourcing
 - Council staff could provide advisory and administrative support to ensure the community board met the decision-making requirements of the LGA.
 - If the single issue for the community board is the KiwiRail Hub then sustaining the interest of the community in the workings of the community board in the longer term would need to be considered.
 - A small population pool must be able to source candidates for its community board both now and into the future. The number of members should be agreed that takes into account the longer-term

sustainability of the board. Section 19F of the Local Electoral Act provides for a minimum of 4 and maximum of 12 community board members. There must be at least 4 elected members. The parent territorial authority may appoint members; however, appointees must total less than half the total number of members. Officers recommend 4 members to be elected by electors in the community and up to 2 members to be appointed by the Council. For context, councillors currently have a Villages and Rural portfolio, of whom two councillors regularly attend Bunnythorpe community committee meetings informally. Providing for councillor appointments would identify the communication route between Council and the community board.

Financial resourcing:

- Costs of running a community board would include:
 - Remuneration of elected members (as set by Remuneration Authority)
 - Administration of the community board (meeting administration; officer advice officer attendance)
 - Funds to undertake delegated responsibilities. Funding would need to be proportionate to the level of delegation determined by the Council. Noting that the LGA Clause 32(6) of Part 1, Schedule 7 states, "A territorial authority must consider whether or not to delegate to a community board if the delegation would enable the community board to best achieve its role," the greater the delegation the greater the budget that would need to be allocated to give effect to the role Council was wishing the Board to undertake.
- The total operating cost of the above is estimated for the purpose of this report to be approximately \$70,000 annually.
- How costs would be funded would need to be determined by further resolution of the Council after the constitution of the board. Costs could be covered by the Council (and apportioned to all ratepayers regardless of whether they live within the community boundary) or only to those within the boundary. The principle of user-pays or wider benefit would need to be discussed, noting that Council's current financial policies and financial strategy assume a city-wide approach to funding and rating.

REPORT

TO: Council

MEETING DATE: 4 August 2021

TITLE: Representation review 2021 - Initial Proposal

PRESENTED BY: Hannah White, Democracy and Governance Manager

APPROVED BY: Sheryl Bryant, Assistant Chief Executive

RECOMMENDATIONS TO COUNCIL

1. That the Council adopts one option - OPTION A, OPTION B or OPTION C as its initial proposal:

OPTION A:

That the Council resolves pursuant to sections 19H and 19J and clauses 1 and 2 of Schedule 1A of the Local Electoral Act 2001, to adopt the following as its initial proposal for the review of representation arrangements for the 2022 and 2025 triennial local elections:

- a) The Palmerston North City Council to comprise the mayor elected at-large and 15 councillors to be elected under the ward system, specifically 13 general ward councillors and two Māori ward councillors;
- b) The Palmerston North City Council to comprise two wards, these being:
 - (i) Te Hirawanui General Ward as delineated on Plan LG-040-2013-W-1 deposited with the Local Government Commission and represented by 13 general ward councillors (elected by those electors city-wide on the general electoral roll);
 - (ii) Te Pūao Māori Ward as delineated on Plan LG-040-2013-W-1 deposited with the Local Government Commission and represented by two Māori ward councillors (elected by those electors city-wide on the Māori electoral roll);
- c) The reasons for city-wide wards being that Palmerston North has a single, cohesive and city-wide community of interest that tightly overlaps the functional, perceptual and political dimensions of its population and that 15 councillors is an appropriate number to fairly and effectively represent the city;
- d) No community boards be established as the Council is satisfied there are no communities that are sufficiently distinct or isolated to warrant community board representation and that there are sufficient mechanisms for fair and effective representation already available.

OPTION B:

That the Council resolves pursuant to sections 19H and 19J and clauses 1 and 2 of Schedule 1A of the Local Electoral Act 2001, to adopt the following as its initial proposal for the review of representation arrangements for the 2022 and 2025 triennial local elections:

- a) The Palmerston North City Council to comprise the mayor elected at- large and 10 councillors to be elected under the ward system, specifically 9 general ward councillors and 1 Māori ward councillor;
- b) The Palmerston North City Council to comprise two wards, these being:
 - (i) Te Hirawanui General Ward as delineated on Plan LG-040-2013-W-1 deposited with the Local Government Commission and represented by 9 general ward councillors (elected by those electors city-wide on the general electoral roll);
 - (ii) Te Pūao Māori Ward as delineated on Plan LG-040-2013-W-1 deposited with the Local Government Commission and represented by 1 Māori ward councillor (elected by those electors city-wide on the Māori electoral roll);
- c) The reasons for city-wide wards being that Palmerston North has a single, cohesive and city-wide community of interest that tightly overlaps the functional, perceptual and political dimensions of its population and that 10 councillors is an appropriate number to fairly and effectively represent the city;
- d) No community boards be established as the Council is satisfied there are no communities that are sufficiently distinct or isolated to warrant community board representation and that there are sufficient mechanisms for fair and effective representation already available.

OPTION C:

That the Council resolves pursuant to sections 19H and 19J and clauses 1 and 2 of Schedule 1A of the Local Electoral Act 2001, to adopt the following as its initial proposal for the review of representation arrangements for the 2022 and 2025 triennial local elections:

- a) The Palmerston North City Council to comprise the mayor elected at- large and 12 councillors to be elected under the mixed (ward/city-wide) system, specifically 6 councillors elected at-large, 5 general ward councillors and 1 Māori ward councillor;
- b) The Palmerston North City Council to comprise two wards, these being:
 - (i) Te Hirawanui General Ward as delineated on Plan LG-040-2013-W-1 deposited with the Local Government Commission and represented by 5 general ward councillors (elected by those electors city-wide on the general electoral roll);
 - (ii) Te Pūao Māori Ward as delineated on Plan LG-040-2013-W-1 deposited with the Local Government Commission and represented by 1 Māori

ward councillor (elected by those electors city-wide on the Māori electoral roll);

- c) The reasons for city-wide wards being that Palmerston North has a single, cohesive and city-wide community of interest that tightly overlaps the functional, perceptual and political dimensions of its population and that 12 councillors is an appropriate number to fairly and effectively represent the city;
 - d) No community boards be established as the Council is satisfied there are no communities that are sufficiently distinct or isolated to warrant community board representation and that there are sufficient mechanisms for fair and effective representation already available.
2. That the Council places public notice and invites submissions on the initial proposal from 6 August 2021 to 4pm 6 September 2021, with submissions to be heard on 21 September 2021.

Problem or Opportunity	A review of representation to ensure fair and effective arrangements are in place in Palmerston North City
OPTION A:	15 councillors (2 Māori ward councillors and 13 general ward councillors) All elected city-wide
Community Views	General preference for 15 councillors at pre-engagement meetings and amongst those surveyed. Rangitāne preference for 15 councillors, including 2 Māori ward councillors.
Benefits	<ul style="list-style-type: none"> • Two Māori ward councillors can share responsibility across the city. • Diversity- guarantee of at least 2 Māori ward councillors at Council • Greater physical accessibility
Risks	Same number of members may not meet changing needs of the community.
Financial	No particular implications; an information campaign before the election will be needed.
OPTION B:	10 councillors (1 Māori ward councillor and 9 general ward councillors) All elected city-wide
Community Views	General preference for 15 councillors at pre-engagement meetings and amongst those surveyed.

	Rangitāne preference for 15 councillors, including 2 Māori ward councillors.
Benefits	<ul style="list-style-type: none"> Individual councillor remuneration will increase, which may appeal to a wider range of (quality and diverse) candidates and allow councillors to take the role on a more full-time basis increasing capacity Greater chance of cohesive governance Fairer proportion of elected members: population
Risks	<ul style="list-style-type: none"> Pressure on one Māori ward councillor to effectively represent diversity of Māori voices Perceived less choice for those on the Māori electoral roll
Financial	No particular implications; an information campaign before the election will be needed.
OPTION C:	<p>Introduce a mixed system with 12 councillors</p> <p>(6 councillors elected at-large by all electors, 1 Māori ward councillor elected by those on the Māori electoral roll city-wide and 5 general ward councillors elected by those on the general electoral roll city-wide)</p>
Community Views	<p>General preference for 15 councillors at pre-engagement meetings and amongst those surveyed.</p> <p>Rangitāne preference for 15 councillors, including 2 Māori ward councillors.</p>
Benefits	Allows those on Māori and general electoral rolls another vote
Risks	<ul style="list-style-type: none"> One of few councils in the country using this system Complicated system may discourage voter turnout May create an unnecessary and potentially divisive distinction between those who stand at-large and city-wide (Māori or general)
Financial	No particular implications; an information campaign before the election will be needed.

RATIONALE FOR THE RECOMMENDATIONS

1. OVERVIEW OF THE PROBLEM OR OPPORTUNITY

- 1.1 On 7 April 2021, Council resolved to establish one or more Māori wards for the 2022 and 2025 triennial elections, necessitating a review of the representation arrangements in 2021, with the outcome to apply for at least the 2022 triennial elections.
- 1.2 The Local Electoral Act 2001 (LEA) requires local authorities to undertake a review of their representation arrangements at least once every six years or when Māori wards or constituencies are to be established.
- 1.3 Council must adopt an initial proposal for public consultation on its representation arrangements for at least the 2022 triennial elections by 31 August 2021. Following adoption, the initial proposal must be publicly notified, and the public invited to make submissions. Council will hear (if requested) and consider any submissions received on the initial proposal, and based on those submissions, either confirm or amend the initial proposal as its final proposal.
- 1.4 All elements of Council's representation review, including the general and Māori wards (but not the principle of establishing Māori wards) are subject to appeal and/or objection. Should an appeal and/or objection be received, the review must be forwarded to the Local Government Commission (LGC) for determination. It is therefore important that the process considers all options, is robust and results in a decision that can be supported by reasons that provide a defensible outcome.
- 1.5 Under the LEA, the purpose of a representation review is for local authorities to provide for "effective representation of communities of interest" (ss19T and 19U) and "fair representation of electors" (s19V). A representation review must include the number of elected members, basis of election, any ward details, and community boards.

2. BACKGROUND AND PREVIOUS COUNCIL DECISIONS

- 2.1 Council last reviewed its representation arrangements in 2018 which took effect for the 2019 triennial elections. This review was subsequently upheld by the LGC (See [Local Government Determination for 2019 election](#)). Current arrangements are the mayor and 15 councillors elected at-large, with no community boards.

- 2.2 On 27 May 2020, Council considered the choice of electoral system and resolved to retain the Single Transferable Voting (STV) electoral system for the 2022 triennial elections.
- 2.3 The principles used below were agreed by Council on 2 June 2021 ([2 June 2021 Council report](#)). Practicable options are analysed to determine fair and effective representation arrangements that will meet the needs and expectations of individuals and communities in Palmerston North.
- 2.4 The LGC recently issued its decision on the boundary change application from a group of Tokomaru and Ōpiki residents. The LGC determined that Tokomaru and Ōpiki would remain in Horowhenua District Council. As such these communities do not need to be considered as a part of this representation review.
- 2.5 The previous representation review was undertaken in 2018 resulting in an at-large system of representation with 15 councillors and no community boards. At that time, the final proposal of Council was upheld by the LGC (See [Local Government Determination for 2019 election](#)).

3. CONSIDERATIONS AND PRINCIPLES

- 3.1 The LGC has issued guidelines for local authorities to consider when undertaking representation of reviews. These guidelines identify the key principles to be considered when conducting a review and are:
 - identifying communities of interest;
 - effective representation of electors (the optimal number of councillors);
 - fair representation of electors (compliance with the +/- 10% rule where applicable).

Communities of interest

- 3.2 Communities of interest are not defined in the LEA, however the LGC uses a broad three-dimensional definition of functional, perceptual and political factors within a clear geographical area. These are 'communities within the community.' As communities of interest alter over time, these must be considered each time a council undertakes a representation review.
- 3.3 If communities of interest are identified, then the question becomes what the most appropriate and practical representation for those communities might be including the options of a ward basis of election or a community board.
- 3.4 Geographic wards (another layer for either or both Māori and general wards) are beneficial where there are distinct communities of interest that will lack the opportunity for representation without a ward. City-wide representation is appropriate where the most prevalent community of interest is shared at the

city level, and where the most common communities of interest are spread across the city. Councils are instructed to avoid isolating, splitting or combining communities of interest which would create barriers to participation.

- 3.5 Officers undertook an analysis of communities of interest in Palmerston North City by comparing current population (2018 census) distribution and demographic data. The summary of findings is presented in Attachment 1.
- 3.6 In short, the assessment found that Palmerston North has a single, cohesive and city-wide community of interest that tightly overlaps the functional, perceptual and political dimensions of its population. The analysis found that Palmerston North is geographically compact with a single major business district; access to shared services is available to all of the population of the City and is widely used.
- 3.7 There are geographically separate communities within the City boundary, however, these communities are not isolated enough or have formed a unique community of interest that is more prevalent than the city-wide community of interest. In Palmerston North, interest groups that are large enough to be considered communities are spread across the whole urban and rural areas.
- 3.8 Currently councillors live across the city, allowing shared experiences and understand and advocating for the needs of residents in their neighbourhoods without needing ward representation to do so.
- 3.9 The lack of geographic bias under the current at-large basis of election allows for special interest groups to garner support across the city when choosing their representatives. This point has previously been made by the LGC when considering the possibility of a rural ward for Palmerston North. The information gathered does not indicate any particular sector of the community would not receive fair or effective representation from the at-large basis of election being applied to Māori and general wards.
- 3.10 The question of whether to divide into geographical wards applies to both the Māori ward and the general ward. Community voice at pre-engagement meetings did not identify any community boundaries that would provide reasons for splitting the city, nor a desire for geographical wards, but rather a preference for uniting across the city emerged. Any form that favoured one area over another was generally not preferred, both in the survey responses and at pre-engagement meetings.
- 3.11 The specific question of a community board for Bunnythorpe is addressed in the report titled 'Response to Greater Bunnythorpe Community Proposal' to the Council meeting of 4 August 2021.
- 3.12 Bunnythorpe and Ashhurst may benefit from Council commitment to regular community drop-in sessions with planning and infrastructure officers. This may

address accountability concerns of some in these communities but would be an additional level of service.

- 3.13 Officers recommend that no lower-level geographical wards or community boards are necessary in the representation arrangements for Palmerston North City Council.

Effective representation

- 3.14 Once communities of interest have been identified, Council must then consider how these communities will be most effectively represented (s19T LEA). Issues to consider include:

- can 'like' communities of interest be grouped together to achieve effective representation?
- is effective representation best achieved by a ward system or a mixed 'at-large'/ward system (noting that there must be at least one general ward and one Māori ward)?
- if some councillors are to be elected 'at-large' - how many councillors would provide effective representation for those communities that spread across the entire district?
- if some or all councillors are to be elected via wards - how many members for each ward would provide effective representation (i.e. single or multi-member wards)?
- should there be community boards and, if so, should these be subdivided to provide the most effective representation for the communities of interest?

- 3.15 The LEA and the LGC guidelines note the following parameters in determining effective representation:

- the total number of councillors must be between 5 and 29 (inclusive);
- ward boundaries must coincide with statistical mesh block boundaries;
- avoid splitting recognised communities of interest, or grouping two or more communities that have few common interests;
- for Māori ward(s), to have regard to tribal affiliations and Māori communities;
- provide effective accessibility of communities to their representative(s) and enable effective representation by those representative(s).

Fair representation

- 3.16 Fair representation is defined as a democratic model with the following characteristics:

- there is a reasonable ratio of councillors per head of the population;

- there is an assurance that councillors are in reasonable geographic proximity to the community for easy contact;
- there is sufficient opportunity for representation and involvement of communities.

3.17 Once communities of interest and effective representation have been established, Council must apply the principles of fair representation and ensure the +/- 10% rule is met, *only if more than one general or Māori wards are to be established*. There is no requirement to meet the +/- 10% rule between general and Māori wards.

Number of councillors

3.18 The number of Māori and general ward councillors is by calculation set out in the LEA as:

$$nmm = mepd \div (mepd + gepd) \times nm$$

where—

nmm is the number of Māori ward members

mepd is the Māori electoral population of the district

gepd is the general electoral population of the district

nm is the proposed number of members of the territorial authority (other than the mayor).

Palmerston North City Electoral Population (30 June 2020)

District	Māori Electoral Population (MEP)	General Electoral Population (GEP)	Total Population
Palmerston North City	9,650	80,700	90,350

When populating the legislative formula with the above population estimates, the Māori electoral population is 10.7% of the total electoral population. The following would then apply:

Possible number of seats

Total councillors	Number general ward councillors	Percentage general ward councillors	Number Māori ward councillors	Percentage Māori ward councillors
6-14	5-13	83-93	1	7-16
15-23	13-22	86-91	2	8-13
24-29	22-26	88-89	3	10-12

For context, the total Māori population is 18.9% of the overall population (2018 census).

3.19 It is important to note that the discussion on the number of Māori ward councillors runs in parallel to the Council's commitment to the Rangitāne partnership. Rangitāne will continue to be represented by appointed

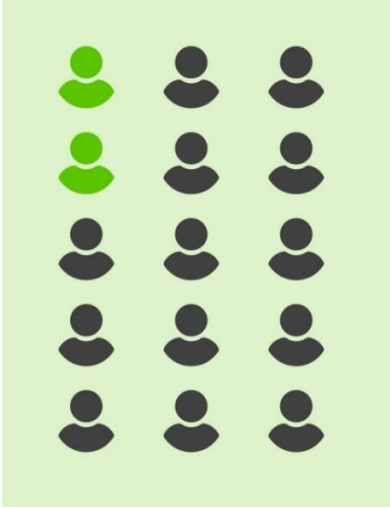
members on committees. Māori ward councillors will not represent the views of mana whenua but of the wider Māori community.

- 3.20 Since Palmerston North City Council has a Standing Order that does not allow the chair of a committee or council to cast a decisive vote, officers recommend an even number of total councillors plus the mayor to allow for majority decisions.
- 3.21 For context, the Remuneration Authority decides the size of remuneration pool not on total number of members but on the size of governance accountabilities - for territorial authorities this is a measure of total population, total operating expenditure, total assets and socio-economic deprivation index. In the 2018 governance accountabilities "size" rankings, Palmerston North was ranked tenth of the territorial authorities. That is the number of councillors does not have an impact on the cost of councillor remuneration to ratepayers.

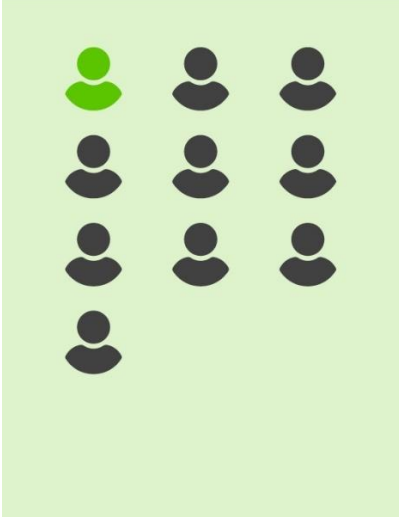
4. OPTIONS FOR CONSIDERATION

- 4.1 The options below focus on the number of councillors and assume that both Māori and general wards are city-wide (ie. no geographical wards).

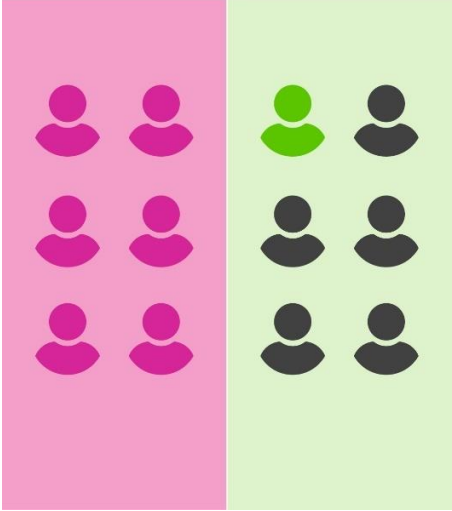
Option A: Same total number of councillors (15 councillors)

<div> <div>SAME</div> <div>MAYOR</div> <div>15 2 MĀORI + 13 GENERAL</div>  </div>	<p>In this option, 15 councillors would continue to represent the whole of Palmerston North City:</p> <ul style="list-style-type: none"> • mayor elected at-large • 2 Māori ward councillors (13.3% of Council table) • 13 general ward councillors (86.6% of Council) <p>=15 councillors</p> <p>Total number of councillors remains the same but is spread between Māori and general wards according to the LEA calculation.</p>
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Option B: Drop the number of councillors (10 councillors)

<div> <div>LESS</div> <div>MAYOR</div> <div>10 1 MĀORI + 9 GENERAL</div>  </div>	<p>In this option, 10 councillors to represent the whole of Palmerston North City:</p> <ul style="list-style-type: none"> • mayor elected at-large • 1 Māori ward councillor (10% of Council table) • 9 general ward councillors (90% of Council) <p>=10 councillors</p> <p>Total number of councillors drops, which means that Māori ward councillors drop to one.</p>
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Option C: Introduce mixed system (12 councillors)

<div> <div>MIXED</div> <div>MAYOR</div> <div> <div>6 CITY WIDE</div> <div>6 1 MĀORI + 5 GENERAL</div> </div>  </div>	<p>This option is a mixed model where some councillors are elected at large and some councillors are elected from either the Māori ward or the general ward:</p> <ul style="list-style-type: none"> • mayor elected at-large • 6 councillors elected at-large • 1 Māori ward councillor • 5 general ward councillors <p>=12 councillors</p> <p>Total number of councillors drops, which means that Māori ward councillors drop to one, however all electors vote for the at large councillors.</p>
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- 4.2 In a mixed system some councillors would be elected by all in the city (Māori and general electoral rolls), and some councillors would be elected by the electors of each ward (either Māori or General electoral roll).
- 4.3 In essence, electors would have three votes: one for the mayor, one for the six at-large councillors, and one for either the Māori ward councillor or the general ward councillors. Candidates would need to choose whether they stood for the at-large, Māori or general ward positions.
- 4.4 The mixed system is rare in New Zealand (currently there are only four of 66 territorial authorities). Other councils may consider the option as part of their representation reviews this year as they also introduce Māori wards. Until now few mixed systems have been in place, generally where councils have moved from ward only systems to introduce an at-large component. Palmerston North's case is quite unique in that it is already familiar with at-large voting for councillor candidates as well as the mayor.

5. ANALYSIS OF OPTIONS

Option A: Keep same total number of councillors

5.1 Fair and effective representation:

a) Equality of vote

Where geographical wards exist, the LEA establishes "fairness" to be a state where the ratio of elected member to electoral population is within +/- 10% of any other ward within either the Māori or General wards. Since each of the options assume no geographical wards, the legislative definition of fairness does not apply.

The legislation does not set out a ratio for fairness between Māori and general wards. However, from a perspective of equality of vote, the Council may wish to consider the difference of fairness between Māori and general ward ratios.

In Option A (same total number) councillors in the general ward would have 25% more people to represent on average. Below describes the difference between Māori and General wards:

Ward	Number of councillors	Electoral population	Population for each councillor to represent (ratio)
Māori	2	9650	4825
General	13	80700	6207

For context, current councillors represent 6023 electors.

b) Choice of candidates

How voters understand the 'size' or value of their vote can be influenced by the value we tend to place on choice.

While the Single Transferable Voting electoral system allocates the same number of votes to every voter- ie one vote for mayor and one for councillors, many people understand the ranking process to be 'voting for more than one'. Since electors are asked to rank as many candidates as they wish (and are encouraged to do so), the ability to choose from a larger pool of candidates is more likely if there are more positions for which candidates are vying.

The expectation is that a larger number of candidates may stand if there are a larger number of positions, as there is greater opportunity of election. A voter in the Māori ward may perceive "getting to vote for two people is better than getting to vote for one." If this is the case, having a larger number of positions may encourage voter participation.

c) Quality of candidates

Having a large number of councillors may limit the quality of candidates.

As the remuneration pool for councillors is set by the Remuneration Authority as a factor of the size of the city, the more councillors the lesser the amount apportioned to each in remuneration for their work. There were several in the community engagement sessions that acknowledged that this might put off some candidates with useful leadership experience who may otherwise have quit their higher paying job to contribute to council governance.

d) Diverse candidates

Larger numbers of councillors may both enable and at the same time create obstacles to diversity at the Council table.

Remuneration divided amongst many can be a factor which limits diversity. While remuneration remains divided up between 15 councillors, community members who might otherwise have been interested in serving their community may choose not to stand because the socio-economic pressures of providing for their families may outweigh the choice to stand. Historically the role of councillor has been filled by those not relying on the responsibility for income stream. Candidacy may only be a choice for those who have more flexibility in their working hours, as they can balance the role of councillor and working in another occupation, but not a choice for those earlier in their career or who do not own their own business.

There was a belief repeated at many community meetings that the more positions there were the wider the diversity would be at the table. A similar position was put by elected members when the number of councillors was debated in September 2020. There is no evidence for this position if diversity is defined as diversity of demographic. Rather what the research tells us is that the most influential factor on diversity of elected members is the voting system. Single Transferable Voting (the electoral system used in Palmerston North) across an at-large electorate (as in Palmerston North, and as proposed in this report) has consistently provided greater diversity (proportional representation) in results than First Past the Post as the Mixed Member Proportional system (party vote across the country) has had for central government.

Having said that, two Māori ward councillors is certainly more demographic diversity than the current Palmerston North City Council table boasts. Māori aspirations are to see much more than two positions. Understanding that Rangitāne are also on committees, the Māori community strongly support two seats for the Māori ward.

A larger number of councillors around the table does mean more voices, and while it does not necessarily mean more diverse voices (age, gender, ethnicity), it is more likely that there will be diversity of opinion in debate leading to robustness of decision-making.

e) Accountability

Effective representation arrangements can enhance accountability.

Arrangements through which members of the community experience elected members advocating for their diverse needs, while balancing the responsibility to represent all contribute to effectiveness of representation. Councillors time is limited yet speaking with members of their community to hear needs and communicate back the decisions of council is crucial to the role of representative. It might be argued that the more feet on the ground to do this part of the job, the better. This factor interrelates with access (see below).

f) Access

Residents knowing who and how to talk to councillors and having the capacity to get in contact (physical access) is also part of ensuring effective representation.

Community feedback, both at pre-engagement meetings and surveyed, expressed that more members did not necessarily mean more access, but that councillors being particularly interested in their own area of interest was a more significant factor in approachability.

For those with mobility challenges, geographical spread of councillors living across the city allows for greater physical accessibility and meeting with members face-to-face provides assurance to residents.

There is no recommended ratio of elected member to total population. However, for comparison a chart of other councils is provided in Attachment 3. The Remuneration Authority has noted that the largest number of councillors outside of Auckland is Christchurch followed by Palmerston North; that the number of councillors on any council is the “legacy of historical circumstances”; and that there is “enormous variation in populations represented by councils with a similar number of councillors” ([Determining-remuneration-local-government-elected-members.pdf](#), 2018, p.32-33).

g) Public confidence

Public confidence may be encouraged by more elected voices connecting with their networks to get the word out about how the decisions of council affect people's everyday lives.

h) Participation

Representation arrangements that are understood help to aid public confidence in the election process. This is an argument for status quo, ie that the public will be more comfortable with what they know - 15 councillors. One argument for keeping similar arrangements to what we have now may be that it is simpler to explain than the mixed system (proposed as Option C). Participation could be encouraged by virtue of not making voting overly complex.

5.2 Practical and operation considerations:

i) Capacity

Capacity of councillors to do the job (cover the workload) was a topic that the community who attended pre-engagement sessions considered a significant factor for effectiveness of representation. Understanding of capacity was commonly linked to having more people to do the job, rather than for individual councillors being able to allocate more time to do the job. Councillors will be well aware of the workload pressures on what is remunerated as a part-time role.

The community position was that two Māori ward councillors could better share the load. Two Māori ward councillors could support each other and play to each other's strengths to ensure coverage of the whole city.

j) Cohesiveness

There have been a number of councils around the country who have struggled to keep cohesion around their council table in recent times. It is more difficult to grow and maintain cohesiveness in larger groups. Break down of smooth communication between councillors has had significant consequences and lead to ineffective governance and central government intervention.

k) Financial implications

The same number of positions at the Council table will not have any particular financial effect.

Having two Māori ward councillors may mean that Palmerston North is seen as the leader of what will be an emerging kahui of Māori ward councillors across the region. This may need officer support in its initiation.

Option B: Drop the number of councillors to 10

5.3 Fair and effective representation:

a) Equality of vote

Officers would recommend a total of 10 councillors rather than 12. Although 'equality of votes' or 'fairness of representation ratio' is not required between Māori and general wards, 10 councillors would allow the ratios between the two wards to be more even.

This is illustrated in the chart below, where there are 10 councillors, the one councillor representing the Māori ward would cover 7.3% more people than those in the general ward. This is within the 10% applied elsewhere in the LEA. However, if there were to be 12 councillors the ratio (difference) rises to 27%.

Ward	Number of proposed seats	Electoral population	Number of people for each councillor to represent (ratio)
Māori	1	9650	9650
General	9	80700	8967
General	11	80700	7336

b) Choice of candidates

In Option B (with less councillors) Māori ward voters would have one Māori councillor to vote for.

As noted above, voters may perceive their vote as a lower value as a consequence of their choice potentially being limited to a smaller pool of candidates (noting that those on the Māori roll currently pick from the one wide pool of candidates). This in turn may disengage people from the voting process.

If having only two Māori ward positions leads to a smaller pool of candidates, then having one Māori ward position might lead to even less options for voters on the Māori roll to pick from. It should be noted that this was not the case at the most recent Palmerston North by-election, where we had 11 candidates compete for the one position.

c) Quality of candidates

Should the number of councillors be less, the average remuneration for a councillor would rise. As raised through pre-engagement, this may encourage those in more higher paying jobs to consider bringing their skills and experience to the Council table.

The counter argument might be that were there to be less positions and less candidates stand, then the probability that there are less quality candidates increases.

d) Diverse candidates

Were there to be only one Māori ward position to compete for, rather than seeing less candidates stand, we may see Māori candidates consider standing in either the Māori or general wards.

In Option B there is only one Māori ward position, which may not reflect the diversity of opinion within the Māori community.

STV and city-wide basis of election will continue to provide demographic diversity regardless of the number of councillors, however the number of opinions will be less. In the recent by-election where there was only one position, demographic diversity of candidates was observable.

e) Accountability

Representative accountability is not necessarily negatively impacted if managed well, however electoral accountability will be lessened with less councillors.

As noted in the discussion on community of interest, interest groupings are spread across the city so particular interests will be represented regardless of location or number of members. Were there to be fewer total councillors, the current system of portfolios would need to be addressed to allocate workload and ensure spread of needs are covered. The portfolio allocations would need to be promoted to the public so that the community knew when, where and how to contact councillors, that councillors could continue to be that strong conduit for the community.

Accountability can also be measured at the ballot box. Accountability is heightened where councillors are aware of the electoral consequence of their decision making during the term. With 15 positions at the Council table, the quota for election at the first iteration to Palmerston North Council was 1,285 votes in the last triennial election. Were the number of positions to drop, and should voters wish to 'make the councillors accountable,' it would take more votes to shift incumbent councillors standing for re-election.

f) Access

Having less councillors will mean a decrease in physical proximity in some areas of the city, leading to less physical access to councillors. However, with the spread of communication, the public are generally able to connect with councillors and the services of council, via phone, cellphone, email and web. The Civic Administration Building and Chambers is within 15 kilometres of the most outlying village. The city is compact and mostly flat. Library services in the suburbs allow another point of contact with council staff.

g) Public confidence

Public confidence in council may be encouraged by elected members having the time in a full-time role to connect with residents and get the word out about how the decisions of council affect people's everyday lives.

h) Participation

It is possible that the Māori voter participation rate may increase simply by virtue of having a Māori seat option for representation of Māori voters at the local council table, regardless of the number of seats. For central government elections those registered on the Māori roll do not turnout more than Māori on the general roll. We are not able to draw any conclusions on this point until evidence is collected following the introduction of Māori and General wards in our local elections and compared voting rates and factor analysis over time.

Participation can be measured by voter turnout but also by interaction with the processes of council. Palmerston North Council expects all elected members to attend all committees which may make speaking to Council in the Chamber more intimidating with more members, many of whom the public may not have had previous interactions with. A smaller Council may appear more inviting or familial for those who have not engaged before.

5.4 Practical and operation considerations:

i) Capacity

In Option B (with less councillors) there would be only one Māori ward councillor. Yet, within the Māori ward there are diverse electors from whom the expectation would be for that one candidate to represent them. This high expectation to represent competing views may not be sustainable for a single councillor, noting that all councillors are called by oath to represent the whole city.

The Māori community preference was for more members to share the workload.

j) Cohesiveness

A cohesive council can function efficiently. It may be said that a smaller group is more likely to come together into a cohesive team. On the other hand, one or two individuals may have a larger impact preventing a smaller team's cohesion or sway debate in a way that leads to less robust decision-making.

k) Financial implications

As stated above, the remuneration pool is not a factor of the number of councillors so there is not any less cost to have less councillors. Having less elected members to support may lower administrative support costs but these efficiencies may be balanced by councillors seeking more support with longer hours/ wider workloads.

Option C: Introduce mixed system

5.5 Fair and effective representation:

a) Equality of vote

Where a mixed basis of election is used, the calculation for Māori ward councillors is only applied to the Māori and general ward numbers and the number of at-large councillors is removed. Thus, equality of vote as measured above is not as relevant as electors are represented by both the at-large councillors and the ward councillor(s).

b) Choice of candidates

For those on the Māori electoral roll, should they wish to move to the general electoral roll for 'more choice' in local government elections, they are unable to do so until the next Māori roll option occurs in 2024.

By establishing a mixed system, all electors regardless of which electoral roll they are registered on will vote for the at-large ward councillors and then either for the Māori or general ward councillors.

c) Quality of candidates

As the total number of councillors decreases in this option, similar discussion applies to that in section 5.3 c, that the average remuneration for a councillor would rise and in doing so may encourage those in more higher paying jobs to consider bringing their skills and experience to the Council table.

d) Diverse candidates

Under a mixed system, candidates must choose which position to stand in- either as an at-large councillor or as a ward councillor (Māori or general). Any qualified person can stand in any position. There is no example of this model in the country from which to observe whether this would result in diversity of candidates in each, but it may allow an elector from a certain group to choose a candidate in their ward and also a candidate at-large to represent them.

Research shows that the proportionality brought about by Single Transferable Vote, works out best in wards of at least 5-7 members. Thus, the 6-6 model (6 at-large, 1 Māori and 5 general ward councillors) is proposed.

Since the at-large component of is removed from the calculation to determine number of Māori ward councillors, this model only allows for 1 Māori ward councillor, even if the total number of seats were to be 15.

e) Accountability

A mixed system (at-large and Māori/general wards) may be confusing for voters. It would need to be well communicated that all councillors represent all residents. Palmerston North's previous experience with an at-large basis of election should aid in this understanding.

f) Access

Similarly, members of the public may be uncertain as to which councillor they can talk to, this hesitancy may be a barrier to access.

g) Public confidence

A complicated voting system may discourage voters.

The 6 at-large and 6 ward councillor version of the mixed model is suggested. Its simplicity would make it easier for the public to remember were the change were to be implemented.

Again, Palmerston North voters are familiar with an at-large system, so the new complication is not the at-large model but rather the Māori and general ward part which the Council has already agreed to introduce.

h) Participation

63% of eligible voters did not vote in the last triennial election. These residents may not know what the current arrangements are, and some may have disengaged because they do not like the way the current arrangements play out. A change to the representation arrangements may invigorate interest.

5.6 Practical and operation considerations:

a) Capacity

In Option C, those elected as at-large councillors may be able to assist (in particular) the sole Māori councillor in reaching Māori across the city.

b) Cohesiveness

An unnecessary barrier may be created between those elected by Māori/general ward and those elected at large. One concern brought up at a pre-engagement meeting was that at-large councillors may be seen to have 'more mana,' which could have unintended consequences.

c) Financial implications

There may be greater need for an information campaign to explain Option C, however all options are new to the public and will require a concerted communications effort.

Names for wards

5.7 Rangitāne has offered the following names:

Palmerston North Ward	Name	Background
Māori	Te Pūao	Represents the dawn, and in this context the opportunities to come from the new Māori ward and what this represents for the relationship between Māori and local government in the Manawatū and beyond. Also means the mouth of a river as it leads to the ocean, again referencing the opportunities from this new initiative, and is reminiscent of the words spoken by ancestors Tiweta and Mahuri to the Ngāti Upokoiri people when they invited them to take refuge in the

		Manawatū.
General	Te Hirawanui	Local chief who coordinated and signed the deed for sale for Te Ahu a Turanga land block, of which Palmerston North became a part.

6. CONCLUSION

- 6.1 Palmerston North City will be divided into Māori and general wards for the 2022 and 2025 local government elections. Further geographical wards or community boards are not recommended as the city is compact with a cohesive community of interest.
- 6.2 The number of councillors in total effects the number of Māori ward councillors.

Options before the Council are to put an initial proposal to have:

- A: 15 councillors (2 Māori and 13 general) elected city-wide
- B: 10 councillors (1 Māori and 9 general) elected city-wide
- C: 12 councillors under a mixed-system (6 seats elected at-large, 1 Māori and 5 general ward seats elected city-wide)

7. NEXT ACTIONS

- 7.1 Public notice will be placed on the adopted resolution, inviting submissions and advertising hearings.
- 7.2 Council will hear submitters at its meeting of 21 September 2021 and consider all submissions at its meeting of 9 October 2021, where it will make its final proposal by resolution and further public notice. At this meeting Council may amend its initial proposal in response to submissions or choose to retain its initial proposal.

8. OUTLINE OF COMMUNITY ENGAGEMENT PROCESS







- 8.1 The report of 2 June 2021 noted that pre-engagement would focus on the meetings with groups with whom Council wishes to encourage greater participation: youth, Māori, and other minority groups such as disability and ethnic communities; and with the villages and rural population. 16 such sessions were organised, with less than 15 attendees at each. The details of these sessions are outlined in Attachment 4. Community comments have been integrated into the analysis of options above and are summarised in Attachment 2.

- 8.2 Officers intended to add survey questions to the Residents Survey over two quarters, however the timing has not appropriately matched the necessary timeframes for this report. Focus groups were out of budget scope, so instead, a separate telephone survey was undertaken by the same company on our behalf. 30 interviews of half an hour or longer were undertaken. The survey summary is attached as Attachment 5.
- 8.3 Formal consultation will open in August for one month, including a letterbox drop to all households.

COMPLIANCE AND ADMINISTRATION

Does the Council have delegated authority to decide?	Yes
Are the decisions significant?	Yes
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	Yes
Is there funding in the current Annual Plan for these actions?	No
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 5: A Driven and Enabling Council	
The recommendations contribute to the achievement of action/actions in Good Governance and Active Citizenship Plan.	
The action is to hold a representation review.	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	Council is responsible for ensuring the representation arrangements meet the current needs of residents for fair and effective representation. Consulting on the initial proposal ensures residents contribute to conversations about what democracy looks like in Palmerston North.

ATTACHMENTS

1. Community of Interest desktop analysis [↓](#) 
2. Feedback summary from pre-engagement sessions [↓](#) 
3. Comparison table: Elected Member to Population ratio [↓](#) 
4. List of Pre-engagement sessions [↓](#) 
5. Survey Research Report [↓](#) 
6. Glossary of terms [↓](#) 

REPRESENTATION REVIEW

Desktop Exercise for Data Summary of Communities of Interest in Palmerston North City Council

The Purpose of this assessment is to benchmark and understand community/ies of interest within the Palmerston North City Council boundary by considering population and comparative statistical data already available.

Summary of findings

A desktop assessment of currently available data has been completed for identifying communities of interest within Palmerston North City Council.

The assessment has found Palmerston North has a single, cohesive and city-wide community of interest that tightly overlaps the functional, perceptual, and political dimensions of its population.

Representation Reviews

Requirements of local authority's representation reviews are contained within the Local Electoral Act 2001 (LEA). A review is undertaken by Council at least once every six years to ensure fair and effective representation is achieved. Decisions that Council make as part of the review are:

- The number of wards (if any), as well as their names, boundaries, and number of members elected from each;
- Basis of election (at large, wards, or a mix); and
- Whether Council chooses to establish or disestablish any Community Board, the boundaries of such a board, as well as the membership of the board.

There are two separate decisions made by Council which inform the review but are not part of the representation review process itself. These are:

- Decision on the preferred electoral system (STV (Single Transferable Vote) or FPP (First-Past-the-Post)); and
- Decision on whether to establish Māori wards.

If a decision to introduce Māori wards for an upcoming election is made then a review must occur (s.19Z LEA).

Palmerston North City Council (PNCC) has chosen to continue with the STV system for elections, as well as to establish Māori wards.

Communities of Interest

A community of interest applies to a group of people who have one or more of the following dimensions in common:

- *Perceptual* – a sense of belonging to a clearly defined geographic area or locality with shared history, economic or social activity. Perceived relationships with other “neighbourhoods”. This dimension is inherently subjective.
- *Functional* – proximity to or dependence on shared services / facilities / resources, ease of mobility. This dimension is inherently objective.
- *Political* – ability to represent the interests of local communities which includes non-council structures such as for local iwi and hapū, residents and ratepayer associations and the range of special interest groups.

The more frequently the three dimensions apply to a distinct group of people, the stronger and more cohesive the community of interest is said to be.

Communities of interest have:

- Similarities in demographic, socio-economic and / or ethnic characteristics

- Similarities in economic or social activities
- Distinctive physical or topographic features
- Distinct local history
- Distinct mana whenua or tangata whenua
- Dependence on shared amenity, including schools, retail, cultural and recreational facility.

The Council must consider as part of this review:

- Whether there are identifiable communities at the sub-district/city level; and
- Whether these communities are in a distinct geographic area or spread across the district/city.

As far as practicable and to ensure fair and effective representation, Council must not:

- Make any arrangement that would create a barrier to participation by not recognising a community of interest;
- Split any community of interest into separate wards; or
- Isolate a particular community in a way that would prevent it from active participation in City matters; or
- Group together two or more un-like communities of interest; and
- Consider the accessibility of population to elected members and the ability of members to attend meetings and community events as required by their role.

Method

The assessment benchmarks communities of interest within PNCC boundaries by comparing current population distribution with demographic data. The assessment forms a part of the preliminary work required to be completed prior to an initial proposal being resolved and consulted widely on with the community.

Current population statistics to be used

For the purpose of the Representation Review, PNCC must use 2018 census data (for total population count) when it is working through its proposals. The data that is to be used can be accessed through the LGC website.¹

The population statistics are:

District	WARD	Population	Members	Population-member ratio	Difference from quota	% Difference from quota ²
Palmerston North City	At large (current)	90,400	15	6,027	n/a	n/a

Given that a decision to introduce māori wards has been made, the following figures which detail the number of residents in the city who are on the māori electoral roll (MEP) and the general electoral roll (GEP) must further be taken in to account:

District	Māori Electoral Population (MEP)	General Electoral Population (GEP)	Total Population
Palmerston North	9,650	80,700	90,350

¹ LGC Data, <http://www.lgc.govt.nz/representation-reviews/>

² Note: the difference from quota and % difference from quota figures are only applicable in instances where the city or district has been divided into wards and the +/- 10% fair representation rule is being applied. As PNCC is currently at large, these figures are not applicable. If PNCC were minded to move to a ward based system, the +/- 10% fair representation quota would need to be observed.

City			
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Identified Communities of Interest

Communities of interest that have been identified are summarised below.

NOTE: As Council has chosen to represent the māori community of interest in the City through the creation of māori wards, this community of interest has been accepted as an already identified community of interest in the following analysis.

1. The most prevalent functional, perceptual, and political community of interest is city-wide

The dominant functional and perceptual community of interest in the city is city-wide. There is a strong city-wide identity. People are more likely to affiliate to "Palmerston North" and not specifically to the suburb of the city that they live in.

Functional city-wide community

People within the city are located close together and are drawing on the same essential resources or services. People in rural communities outside of the city travel to the urban centre to access essential resources unavailable to them closer to their homes.

The most significant contributing factors to this city-wide functional community of interest is the size of the population in the urban area, the compact nature and connectivity of the city, and the centrality of all essential services in the CBD and inner / outer business zones.

For context, the total land area of PNCC is 481.13 km squared.³ This is made up of 76.98 square km of urban space, and 394.74 square km of rural space, 4.21 square km of small urban area space (Ashhurst), and 5.2 square km considered rural settlement space (Bunnythorpe and Longburn).

The urban area accounts for 16% of the entire geographic space of the Council authority area with the remaining 84% of geographic space being rural. Conversely, the total population living within the greater urban space accounts for 89% (81,500) of the total population of the city, with 11% (8,900) living outside of the urban boundary⁴.

The strongest functional community in Palmerston North is centred within in the 50km p/h speed zone, and draws communities further afield to it for access to resource or services they otherwise could not access closer to their own places of residence.

- Education

Palmerston North has 44 schools within its boundaries that provide education services for school aged children. Of the 35 schools that cater for primary aged school children, 9 are located outside of the urban area. 6 (9 inclusive of contributing schools – primary and secondary) of Palmerston Norths' secondary schools are located within the urban area. Longburn Adventist College is the only secondary school that is located outside of the urban area.

This means that the majority of secondary students in the PNCC area must travel to the city to participate in secondary schooling (if they are not choosing to go out-of-city for schooling.)

The location of the schools within the city does not appear to have an impact on the decile rating of the school.

School zoning does not seem to have a significant impact on the overall student make-up.

- Healthcare and social assistance

Healthcare services are located exclusively within the city centre (public healthcare, primary healthcare, private or elective healthcare services). People living within the urban boundary have multiple options for accessing healthcare services, and those outside of the urban area must travel into the city to access healthcare services these services.

Both of Palmerston North's hospitals (MidCentral District Health Board (Palmerston North Hospital) and Crest Hospital) are located within the city, drawing people from within the city boundaries as well as further afield for specialty services.

Residential Care is also primarily located within the city, as are other private or elective healthcare services (clinical psychologists, dieticians, optometrists etc).

- Transport options

Palmerston North is a topographically very flat city which makes it easier for people to traverse.

Public transport consists mainly of bus services operated by Horizons Regional Council that run throughout the city and which are free for UCOL, Massey and IPU students. Primary and secondary schools in some instances will provide bus services for students who must travel in to the city.

There is an extensive network of cycleways and shared paths within the city that make it safe for people to cycle across the urban area and through the CBD. Some prioritised development of cycleways in the future will increase the ability of cyclists to move around the city.

While the vast majority of employed people travel to work by private car, nearly 4,500 people use public transport, cycle or walk to work. Roughly the same number utilise a work vehicle, and roughly the same number do not travel for employment.

- Shared services and community spaces (infrastructure)

A number of different recreational spaces and facilities are available to the public across the city. These spaces include pool facilities, recreational and sports parks and reserves, playgrounds, conference facilities, library facilities, museums and theatres as well as community spaces such as Te Marae O Hine (The Square).

It is possible to walk between many of these services and community spaces, which has been a strong drawcard for the city hosting sports events and conferences.

- Retail and professional services

Nearly all of the retail needs of the city are met within the CBD which attracts the majority of the population to this space. The CBD is walkable and retail is accessible for most. Palmerston North has a strong retail centre in the CBD that draws people from across the city and the wider region. Palmerston north City Council has a centres-based planning policy which supports the creation and maintenance of the town centre by keeping shopping malls and large format retail development close to the CBD, with new businesses having space to establish in the outer business zones.

Smaller shopping centres are otherwise dotted throughout the city (eg: Terrace End shopping centre)

The majority of professional services are located within the CBD. These services include law offices, banks, accountants, engineers, architects and the like.

Perceptual city-wide community

Additional to this, the perceptual community of interest is broadly city-wide too.

Perceptual communities of interest can be harder to identify because they are inherently anecdotal – they do not exist within clear boundaries as they are a person's own interpretation of their own community. Perceptual communities of interest alone are not a sufficient way for a Council to gauge the size and location of communities of interest.

In largely urban / metro territorial authority areas, individual attachments to small localities have been gradually reduced over time as access to transport and communication has increased, while a perceived moderation of affluence has occurred. This is true in Palmerston North, as has been elaborated on above.

Palmerston North has no significant residential congregations of particular ethnic communities within the city. For information purposes, the demographic make-up of the city at the time of the last census was:

Ethnic group (total responses) description	Census usually resident population count	Ethnic group (total responses) (percent)
European	64,239	75.9
Māori	15,807	18.7
Pacific peoples	4,476	5.3
Asian	10,143	12.0
Middle Eastern/Latin American/African	1,242	1.5
Other ethnicity	1,323	1.6
Not elsewhere included	0	..
Total	84,639	..
Total stated	84,639	100.0

In rural areas any functional and perceived differences with urban spaces is dissolving. This is due in part to the expansion of urban spaces over time into rural areas, as well as traditionally rural and semi-rural areas no longer exclusively being used for rural activities.

NOTE: on anecdotal information and the perceptual dimension of communities of interest

This assessment would be better informed by further anecdotal information. Functional communities are identified through data, perceptual communities are identified through anecdotal knowledge or personal experiences / idiosyncratic ideas.

Staff are currently meeting with a number of community groups to better understand if there are any perceptual communities that need to be identified beyond the city-wide perceptual community.

2. The strongest political community of interest is city-wide and the city is represented by Councillors who are broadly based throughout the city

The current City Council is comprised of 15 elected members and 1 mayor who reside across the city. There is no information to suggest that Councillors come from or are more likely to come from a particular area of the city or that one area of the city is receiving "more" representation while another area receives "less". Council supports a number of other special interest or community groups.

Council does not currently have any community boards.

Geographically separate communities exist but their community of interest is the city-wide community of interest.

Assessment of the population distribution in the city has identified 6 geographically separate communities. These communities are:

- Aokautere
- Ashhurst
- Bunnythorpe
- Longburn
- Linton Camp
- Turitea

Instances where isolated or geographically unique communities are identified would usually warrant careful consideration from Council about the appropriateness and desirability of creating localised areas of representation – in most cases actualised as wards or community boards. A ward-based structure allows for electors to choose a candidate they feel will best represent them and their wider community of interest at the city or Council level. Community Boards provide Council with a clear local perspective to help inform decision making.

It should also be noted that there is no cohesiveness between the 6 communities themselves.

SUMMARY OF DETAILS							
VILLAGE	SCHOOL Years Roll	LIBRARY	LOCAL REPRESENTATION (not Council)	RETAIL / PROFESSIONAL SERVICES	HEALTHCARE SERVICES	DISTANCE TO CITY CENTRE	TOTAL POPULATION
Ashhurst	Yes – 1 school Primary Ashhurst School – 439 pupils	Yes	Yes RECAP, community newsletter and social media groups	Small retail	Plunket Centre	15km	2,934
Aokautere	Yes – 1 school Primary Aokautere School - 130 pupils	No	No	No	No	12km	765 (village) 690 (rural)
Bunnythorpe	Yes – 1 school Primary Bunnythorpe Primary School - 19 pupils	No	Yes BCCA and BCC, community newsletter and social media groups	No	No	10km	720
Linton	Yes – 2 schools Primary Linton Camp School – 138 pupils Linton Country School – 11 pupils	Yes	No	No	Plunket Centre, Medical for military families	11.6km (Linton Camp) 13.9 (Linton Country)	1,688 (camp)
Longburn	Yes – 2 Schools Primary and secondary Longburn Primary School - 138 pupils Longburn Adventist College – 205 pupils	No	Yes Longburn Community Hall Committee	No	No	7km	370
Turitea	Yes – 1 School Primary (years 1 – 6) Turitea Primary School - 141 pupils	No	No	No	No	7km	444

Aokautere

- Functional Community

Aokautere has a usually resident population of 1,455 (village 765, rural 690) and its rural centre is located 12km from the CBD. Aokautere has a semi-rural primary school with a roll of around 130 students that provides the central location for the surrounding area. Little else by way of a village centre is available to residents. A large portion of the usually resident population live on lifestyle properties, commuting to the city for employment, secondary or tertiary education, retail needs, social activities, and healthcare.

- Perceptual Community

Aokautere has a strong village based identity for those with children attending Aokautere School and those who attend Aokautere Community Church, otherwise the strongest perceptual community of interest remains with Palmerston North City.

- Political Community

Aokautere are represented by Palmerston North City Council.

Aokautere inside Rangitikei boundary for national elections.

Summary demographic information for Aokautere can be found here:

<https://www.stats.govt.nz/tools/2018-census-place-summaries/aokautere-rural> and here

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

Ashhurst

- Functional Community

Ashhurst has a population of 2,934 and is the largest usually resident community outside of the urban centre of Palmerston North. It is located 15km from the CBD.

Ashhurst has a strong village centre and a primary school with a roll of 439 students. The village itself contains a number of amenities, including a swimming pool, a library, 3 churches, a village retail hub, and some healthcare services (Plunket Centre), as well as Ashhurst Domain. Ashhurst Pathway connects Ashhurst Bridge to Raukawa Road near Palmerston North. This pathway is walkable and cyclable. Eventually a 21km pathway will connect Ashhurst directly into the city. Employment in Ashhurst is limited and most people travel into Palmerston North city for work.

- Perceptual Community

Ashhurst has a strong perceptual community of interest with Palmerston North city, attributed to the high volume of people employed in the city.

- Political Community

Ashhurst is represented by Palmerston North City Council.

The library and swimming pool are run by Palmerston North City Council.

Ashhurst inside Rangitikei boundary for national elections.

Summary demographic information for Ashhurst can be found here:

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

Bunnythorpe

- Functional Community

Bunnythorpe has a population of 720 and is located 10km from Palmerston North City, 9km from Feilding township, and 11km from Ashhurst. Bunnythorpe is connected to Palmerston North City via Railway Road. Until 2012, Bunnythorpe was a community located in the Manawatu District Council authority area.

Bunnythorpe has a rural school with a roll of around 19 pupils, and has historically been a place of industrial manufacturing.

A cycle path linking Palmerston North -Bunnythorpe- Feilding is part of the 10 Year Plan.

Planned development in Bunnythorpe includes a proposal for KiwiRail to develop a freight hub between Palmerston North city and Bunnythorpe and Waka Kotahi planning for a regional freight ring road.

- Perceptual Community

As is often the case with villages that exist close to or on the boundaries of territorial authorities, Bunnythorpe has a strong perceptual community of interest, defined by its location between Fielding in the Manawatu District, Palmerston North City, and Ashhurst in the Palmerston North City Council area.

- Political Community

Bunnythorpe currently has an active Rugby Club, Community Association, a Community Centre (recent significant build), a number of community social media groups.

Bunnythorpe is represented by Palmerston North City Council.

The Community Centre has had significant PNCC investment.

Bunnythorpe is inside the Rangitikei electorate for national elections.

Linton

Linton is an outlier when considering the city-wide community of interest as it has a strong functional, perceptual, and political community of interest underpinned by a unique village identity.

- Functional Community

The usual resident population of Linton Camp is 1,668. In contrast to the trends observed elsewhere in Palmerston North, many people leave the city centre going to Linton for employment. This means the population of Linton Camp fluctuates daily to over 4,000 with inflow of defence personnel. Of those who travel to Linton Camp for employment (including those employed at Manawatu Prison), 1,689 come daily from Palmerston North city.

Linton Camp is a unique case for the city in that it is the largest defence base in New Zealand and employs half of the Defence Forces Army personnel. Regionally, Linton Camp is an important contributor to employment and economy. Around 6% of Palmerston North's population are employed in roles that operate out of Linton Camp or the Hokowhitu Campus (roughly 2,322 military and civilian roles).

Linton Camp School has a roll of 138 students (years 1 – 8). Many of the students are not from military families, no teachers live primarily in the Linton Camp area. There are a number of amenities available locally, including a library, church, school, swimming pool, recreational space, golf course, gas stations, and small shops / dairies.

Linton Camp is 11.6km from Palmerston North City centre.

Linton also comprises of a large rural area (the primarily rural area of Linton that is not within the Defence Force area) which is populated by people who are spread out across combination of lifestyle, rural and large rural (working) properties.

Linton Country School has a roll of 11 (years 1 – 6) and is located 13.9km from Palmerston North City centre.

Linton Camp is connected to Palmerston North by the River Pathway.

- Perceptual Community

Linton Camp is also an outlier in the perceptual dimension. The nature of the Camp being an operational area for the New Zealand Defence Force does mean that Linton Camp has an identity that is unique only to Linton Camp and is not observable in any other part of the city.

As the majority of the land area of Linton exists outside of the Camp, Linton otherwise has a largely rural identity.

- Political Community

Linton is represented by Palmerston North City Council.

Linton is inside the Rangitikei electorate for national elections.

The library is run by Palmerston North City Council.

Summary demographic information for Linton Camp can be found here:

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

Longburn

- Functional Community

Longburn village has a population of 370 and is 7km outside of Palmerston North City. The village has a primary school and a primary through to secondary school as well as rural supply shops and small dairies. A Community Centre is available in Longburn (the centre is not owned by PNCC and is moderately well used) and heavy industry is prevalent too (Fonterra Milk Processing Plant and Wilbur-Elis liquid chemical manufacturer).

The Longburn Shared Pathway (cycle track) connects the village of Longburn to Palmerston North city along SH56. The Kākātangiata urban growth area will bring Longburn even closer to the city with 2,000 - 5,500 additional homes proposed.

- Perceptual Community

Longburn community has a strong perceptual community of interest with Palmerston North City. Many students from Longburn Adventist College travel from the city daily for employment at the Fonterra Plant and to attend the school.

- Political Community

Longburn is represented by Palmerston North City Council.

Longburn is inside the Rangitikei electorate for national elections.

Turitea

- Functional Community

Turitea has a population of 444 and is located 7km from the Palmerston North CBD. Turitea has a decile 10 primary school with a roll of 141 students. Turitea comprises mostly of lifestyle properties and is the location of Massey University Turitea campus. Amenities available are public walkways and access to the Arapuke Forest Mountain Bike Park off of Kahuterewa Road. There is no observable village centre.

- Perceptual Community

Turitea has a strong perceptual community with the city of Palmerston North.

- Political Community

Turitea is represented by Palmerston North City Council.

Turitea is inside the Rangitikei electorate for national elections.

Summary demographic information for Turitea can be found here:
<https://www.stats.govt.nz/tools/2018-census-place-summaries/turitea>

Conclusions

Palmerston North has a single, cohesive and city-wide community of interest that overlaps the functional, perceptual, and political aspects of its population.

- Palmerston North is geographically compact with a single major business district; access to shared services are available to all of the population.
- There are separate communities within the City boundary; these communities are not isolated enough or have formed their own unique community of interest that is more prevalent than the city-wide community of interest they affiliate to.
- There is nothing to suggest that any portion of the community is not receiving fair or effective political representation.

COMBINED FEEDBACK – EARLY ENGAGEMENT REPRESENTATION REVIEW 2021

Feedback and comments by theme:

1. Communities of interest
2. Number of Councillors
3. Community Boards and Committees
4. Māori wards and Māori seats
5. Councillor remuneration
6. General Comments

1. Communities of interest

- Palmerston North is small and close together - isolating and identifying a specific community is difficult to do. Palmerston North is too small to divide it into wards.
- Communication, and the ease of it, makes a place smaller and differences between places less obvious.
- Every location is inherently unique, but there are many similarities too. Similar resources, similar common spaces, similar workplaces etc.
- Example of a known community of interest would be 4412 - location, shared interest. Summerhill offered as an example of a standalone community, but it is so significantly integrated into the makeup of the rest of the city it might not be its own COI.
- Negligible effects of school zoning on communities of interest.
- 2012 changed Bunnythorpe - feeling that parts of Bunnythorpe moved to PNCC, parts did not and remained in MDC so parts of Bunnythorpe no longer feel like Bunnythorpe.
- Bunnythorpe identifies itself as a community of interest. The perceptual community of interest is strictly Bunnythorpe. The functional community of Interest is Feilding and / or Palmerston North. Note that many people leave and then return to Bunnythorpe - strong connections to the community. Strong localised and unique Bunnythorpe identity taken up. Workforce in Bunnythorpe covers a mix of professions, not strictly rural based professions. Socialisation occurs at the village level - strong school identity, strong Rugby Club, strong shared activities (ie: Rally is a significant shared community activity). There are organised groups currently in the Bunnythorpe community: Fire Brigade, Community Committee, Community Centre Association, Rugby Association, Church group). Good connections between the groups but there is still work being done to move all the groups towards more cohesion.
- Mata waka can stand in the Māori seats - how does this influence mana whenua?
- As the city is growing and the population is changing (size and demographic) it is timely for any changes to be occurring now.
- The Council must reflect the population demographics and the different density of population across the city.
- The PPCT can tap in to Council on behalf of their community – this connection should be utilised.

2. Number of Councillors

- Preference for the number of councillors that provides equitable representation to all the community.
- Effectiveness - impacted (positively or negatively) by a smaller number of councillors (ie: greater expectation of each individual members' work requirements).
- Consider reliance on administrative support from staff for the elected members.
- The quality of the councillors would be more important than the total number of them.
- Fairness - consider whether the number of councillors, if it were to be less, would create less opportunity for diversity on Council. More people on Council means greater mix of ideas.
- Avoiding a situation where the Council enters a period of stagnation in members (not meaning long-service) is important. The council should be an accurate reflection of the needs and wants of their constituents at all times.
- Fewer councillors could create a more competitive election season.
- Fewer councillors could create better functionality and cooperation / decision making would be easier.
- There is a risk of not having equal quality / spread / number of candidates to vote for if a ward system is introduced.
- Value a relationship with Council and EMs that is based on trust, not necessarily approachability or proximity.
- See a benefit in a ward-based system for the basis of election as this would mean that a Councillor with a specific interest in a particular community can be elected by that community to advocate for them.
- Concern about the workload of councillors - how effective can they be if there are fewer of them?
- Value more councillors because then there is easier access.
- Capacity dependant. Acknowledge that fewer people around the table makes the voice of Māori less diluted but also creates bigger workloads for members. Support each other's voices.

3. Community Boards and Committees

- Some aversion to singling out any part of the community.
- Benefits of having a community board are that Council must listen to what is said by the Board. The community will have the assurance of a legislated process that needs to be followed.

- Community boards have "more clout" than informal community groups. Communication between the board and the Council very important.
- A Community board would have its own processes that would not be affected by staff turnover.
- Bunnythorpe are new to PNCC. Issues are different, identity is different (location specific).
- Representation of rural communities is important. Some merit in the shared experience of rural communities.
- Location specific concerns that aren't shared by the rest of the city could be addressed.

4. Māori Wards / Seats

- What is the view of Rangitāne on Māori wards? Should be taking their lead.
- Having 2 Māori seats on Council makes more sense than having one seat - importance of uplifting Māori voices where possible. So keep the same or greater number of councillors not fewer.
- Essential that there be a minimum of 2 Māori seats - one Māori voice alone is not enough to be heard. Any fewer and the Māori voice is lost.
- Is there an impact of geographic electorates for Māori and where could these sit?
- For pan-māori in the city, the wards option is potentially arbitrarily divisive. Māori in the city are not locality based. Feeling that people should be elected to CCL because of the are Māori, not because of where they are based. The member elected to the Māori seat should represent all.
- Collective and aspirational outcomes hindered by creating wards for the Māori seats. Possibly too divisive for the Māori community. Risk of amplifying any issues already in place.
- What could we leave out of the review - Māori seats could be prioritised then.
- Is there any benefit in a mixed system for Māori?
- Relate governance to the Māori space - Marae committees are quite common so governance is not a foreign concept.
- Council boundaries do not match iwi boundaries - consider anyone who should still be engaged with that may be inside / outside the boundaries.
- Are there TORs for the role of the Māori seat in CCL? Is there an expectation of what the member elected to a Māori seat will do / wont do in terms of the relationship with iwi / mana whenua?
- On mixed option - this is very complex and appears to give more mana to one option over the others.

- Supportive of Māori wards, but still want some time to consider what they could look like, how the wards might support other Māori authorities ie: MHA, Pae Ora, Mana Whenua. How do other agencies work in?
- Do not want to see any work currently underway be pushed aside – would like people to have the details of what is currently happening and how this will be further improved by Māori wards.
- Mostly, would like to see detail around all options, and how all options would work similarly, differently.
- Māori wards / seats need to be even further strengthened – would like to know how to influence decision making when there will only be two voices at the table?
- Māori wards may not do enough. Is there a way to embed tikanga in Council process?
- Do not want Māori seats to create disconnect with mana whenua.
- Clarity wanted: do candidates stand as iwi, as whānau, or as hapu?
- What would happen if there were not enough people to stand in the wards?
- Is there any logic in splitting in to two wards? PN feels too small for this
- Kiato teepu - is it better to have a half of the table or just two seats at the table, is this equity? Or is a separate table more what equity looks like for Māori?
- Place of Te Tiriti?
- "Rangitāne candidate" - Rangitāne could / would develop a set of criteria that they would use to gauge which candidates they could / would endorse.
- Iwi representation could / should be considered separately to Māori seats – māngai hāpori not māngai mana whenua.

5. Councillor remuneration

- Reducing the number of members for salary purposes would enable members to perform their function with the equivalent of a full-time salary.
- Remuneration may be a barrier for people to consider standing for Council – most would not be able to stand for Council if they had to give up their full-time job at the current level of councillor remuneration.
- Some concern expressed re: remuneration of members not being what would be expected of them to be able to do a good / full time job.
- The remuneration affects potential candidates wanting to stand more than it might current members.

6. General Comments

- Do communities know who their elected members are? For the most part, the general community do not.
- For representation be effective, it is important that members be friendly and approachable. The majority of the community might not approach an elected member but community leaders would do on behalf of others.
- Councillors who attend community events are more visible - this might then influence their perceived effectiveness.
- "Same" Option (at large / city-wide) is preferred to a mixed option (wards and at large) because if such a small number of people are currently voting then making the process more complex or difficult to understand is going to turn people off.
- Lack of emotional connection to a particular place or neighbourhood prevents favouritism. When a member is elected to council, they should be there to represent all people of the city.
- What are the pivot points Māori need to know re: how many total councillors gives 1, 2, or 3 seats?
- Regarding the way the review is communicated - clarify and simplify as much as possible.
- Feeling in Bunnythorpe that it is difficult to work with CCL - the community often go through the community association to connect with Council as a result.
- People in Bunnythorpe seek the support of the Association for making submissions to PNCC
- Actions Sheet - the Bunnythorpe committee have previously tried to establish an action sheet with Council but this has not really worked.
- Responses for issues - find that the best way to get a response to issues is to use the Snap Send Solve app.
- Comment made - perhaps the relationship between PNCC and Bunnythorpe is a reflection of what is said about the community at the Council level.
- Equity and equality not the same thing - would like to see both. Consider the difference for mana whenua or Māori between a seat at the table, half a table, or an entirely separate table.
- Council has had good interaction with Rangitāne prior to Māori seats being introduced. Would like to know the detail about how this will continue or how it will change.
- Mana whenua will still require their own level of engagement separate to that of the Māori seats.
- Local government needs to be made more attractive to young people who are more likely to be uninformed and non-participatory.

- Council forums should be safe and exciting.
- Would like to see a resolution for people who would prefer to be on the Māori electoral roll for local elections but the general roll for general elections.
- Uncertain how many people in the Pasifika community know and understand what it is that Council do.
- Hard to say how the Pasifika community could benefit from more / fewer councillors or a change in the current structure.
- Would like to know more about candidates during election time - their campaigns should say who they are, what they stand for, how they plan to work with Pasifika or why they would like to be on Council.
- Voter turnout for previous local government election is of concern - is the transient nature of many people in Palmerston North contributing to low voter turnout?
- Need to celebrate the decision of Council to introduce Māori wards during consultation.
- Changes to arrangements every 6 years can be confusing.
- Concern about the loss of "local" input and knowledge into Council. How can local identity continue to be expressed? Through wards? Community Boards or Ward Committees? How best to advocate for local ideas?
- Genuine exchange and better communication overall is desired with Council.
- More accountability from Council for decisions, communication, engagement.
- Communities like Ashhurst do not see themselves as "Palmerston North". Would like to strengthen their own identity, not become anonymous.
- People in the community are in community with one another. They would like Council to be in community with them too.

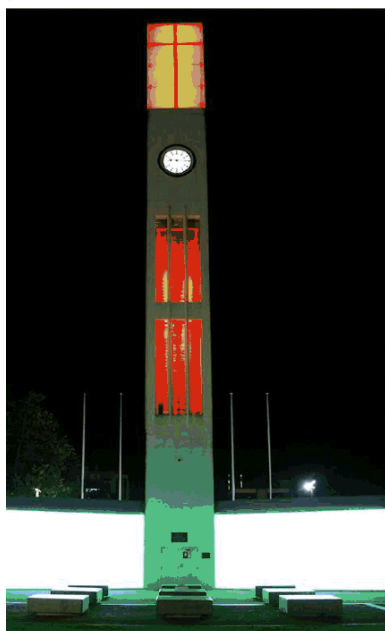
Membership of local authorities (by order of population size)					
Name	Members (including mayor)	Member to population ratio (excluding mayor)	Land area (km ²)	Population	Density (km ²)
Auckland Council	21	85,875	4,941	1,717,500	347.60
Christchurch City Council	17	24,668.	1,416	394,700	278.74
Wellington City Council	15	15,442	290	216,200	745.52
Hamilton City Council	13	14,708	110	176,500	1,604.55
Tauranga City Council	11	15,130	135	151,300	1,120.74
Dunedin City Council	15	9,578	3,286	134,100	40.81
Hutt City Council	13	9,316	376	111,800	297.34
Whangarei District Council	14	7,561	2,712	98,300	36.25
Palmerston North City Council	16	6,026	395	90,400	228.86
Hastings District Council	15	6,285	5,227	88,000	16.84
New Plymouth District Council	15	6,150	2,205	86,100	39.05
Waikato District Council	14	6,376	4,404	82,900	18.82
Rotorua District Council	11	7,730	2,409	77,300	32.09
Far North District Council	10	7,888	6,684	71,000	10.62
Selwyn District Council	12	6,336	6,381	69,700	10.92
Napier City Council	13	5,525	105	66,300	631.43
Waimakariri District Council	11	6,470	2,217	64,700	29.18
Porirua City Council	11	6,100	175	61,000	348.57
Waipa District Council	13	4,816	1,470	57,800	39.32
Invercargill City Council	13	4758	390	57,100	146.41
Kapiti Coast District Council	11	5,700	732	57,000	77.87
Western Bay of Plenty District Council	12	5,145	1,951	56,600	29.01
Tasman District Council	14	4,338	9,616	56,400	5.87
Nelson City Council	13	4,550	422	54,600	129.38
Gisborne District Council	14	3,900	8,385	50,700	6.05
Marlborough District Council	14	3,861	10,458	50,200	4.80

Membership of local authorities (by order of population size)					
Name	Members (including mayor)	Member to population ratio (excluding mayor)	Land area (km ²)	Population	Density (km ²)
Timaru District Council	10	5377	2,732	48,400	17.72
Whanganui District Council	13	4,008	2,373	48,100	20.27
Queenstown-Lakes District Council	11	4,740	8,720	47,400	5.44
Upper Hutt City Council	11	4,710	540	47,100	87.22
Taupō District Council	11	4,010	6,333	40,100	6.33
Whakatāne District Council	11	3,820	4,450	38,200	8.58
Matamata-Piako District Council	12	3,300	1,755	36,300	20.68
Horowhenua District Council	12	3,281	1,064	36,100	33.93
Ashburton District Council	13	2,950	6,182	35,400	5.73
Southland District Council	13	2,708	29,552	32,500	1.10
Thames-Coromandel District Council	9	4,025	2,207	32,200	14.59
Manawatu District Council	11	3,210	2,657	32,100	12.08
South Taranaki District Council	13	2,391	3,575	28,700	8.03
Masterton District Council	11	2,750	2,300	27,500	11.96
South Waikato District Council	11	2,540	1,819	25,400	13.96
Kaipara District Council	9	3,150	3,109	25,200	8.11
Central Otago District Council	11	2,390	9,933	23,900	2.41
Waitaki District Council	11	2,350	7,108	23,500	3.31
Hauraki District Council	13	1,783	1,270	21,400	16.85
Tararua District Council	9	2,362	4,365	18,900	4.33
Clutha District Council	15	1,307	6,335	18,300	2.89
Rangitikei District Council	12	1,431	4,484	15,750	3.51
Central Hawke's Bay District Council	9	1,906	3,333	15,250	4.58
Grey District Council	9	1,725	3,474	13,800	3.97
Hurunui District Council	10	1,477	8,641	13,300	1.54
Gore District Council	12	1,172	1,254	12,900	10.29

Membership of local authorities (by order of population size)					
Name	Members (including mayor)	Member to population ratio (excluding mayor)	Land area (km ²)	Population	Density (km ²)
Ruapehu District Council	12	1,163	6,734	12,800	1.90
South Wairarapa District Council	10	1,266	2,387	11,400	4.78
Ōtorohanga District Council	8	1,528	1,999	10,700	5.35
Ōpōtiki District Council	7	1,666	3,090	10,000	3.24
Carterton District Council	9	1,245	1,180	9,960	8.44
Stratford District Council	11	980	2,163	9,880	4.57
Waitomo District Council	7	1,618	3,535	9,710	2.75
Buller District Council	11	960	7,943	9,610	1.21
Wairoa District Council	7	1,493	4,077	8,960	2.20
Westland District Council	9	1,115	11,828	8,920	0.75
Waimate District Council	9	1,030	3,554	8,240	2.32
Kawerau District Council	9	968	24	7,750	322.92
Mackenzie District Council	7	903	7,139	5,420	0.76
Kaikōura District Council	8	602	2,047	4,220	2.06
Chatham Islands District Council	9	95	794	760	0.96

Representation review pre-engagement sessions

Group / Meeting	Date
Welcoming Communities Advisory Committee	25 May 2021, Hancock House
PNCC Youth Council	27 May 2021 - Missoula Room, CAB
Te Tihi	1 June 2021, Te Tihi - 200 Broadway Ave, Palmerston North
Bunnythorpe Community Association	8 June 2021, Bunnythorpe School
Disability Reference Group	11 June 2021 - Missoula Room, CAB
Te Tihi – Follow Up Meeting	16 June 2021, Te Tihi - 200 Broadway Ave, Palmerston North
Pae Ora Whakawhanaungatanga	16 June 2021, Te Whare Rapuora, Palmerston North
Pae Ora Kahui Kaumatua	17 June 2021, Te Whare Rapuora, Palmerston North
Rangitāne Engagement Hui June 2021	18 June 2021, Missoula Room, CAB
Papaioea Pasifika Community Trust	24 June 2021 - Pasifika Centre, Palmerston North
St Michaels Marae - Māori Wards Hui	1 July 2021 - St Michael's Marae, Highbury - Palmerston North
Te Hui Ahurei o te Tāperenui a Whātonga: Pre-Initial Proposal Community Engagement event	3 July 2021 - Manfield Park Fielding
Longburn Community Meeting	6 July 2021 – Longburn Primary School
Linton Community Meeting	12 July 2021 - Linton Camp School
Ashhurst Community Meeting	14 July 2021 – Village Valley Centre, Ashhurst



Palmerston North City Council

Representation Review

Depth Interviews

Summary

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Introduction, objectives and methodology

Background

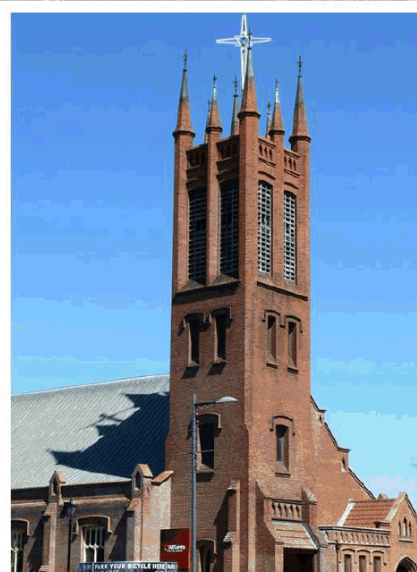
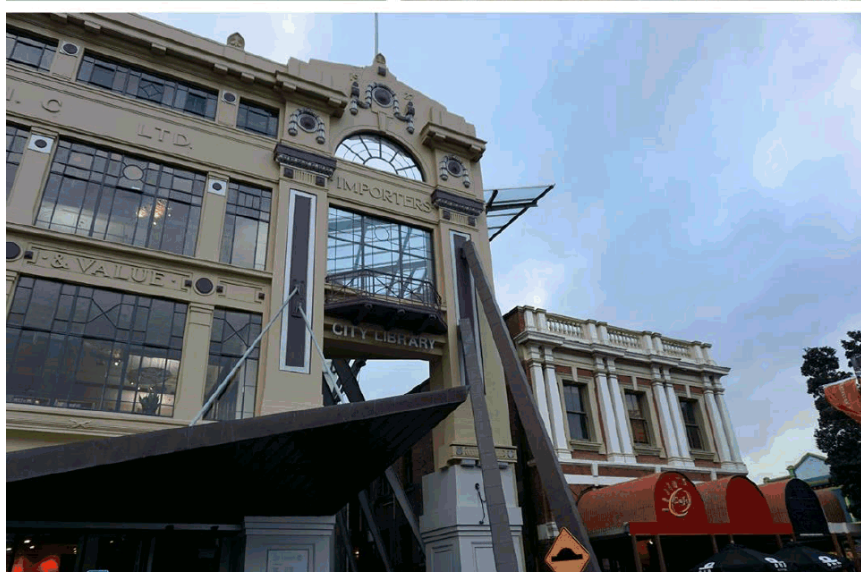
- Every 3 years, elections are held for local authorities where people can elect their mayor, Councillors, and community board members.
- To achieve fair and effective representation, all local authorities (Councils) are required to review their representation arrangements at least once every six years. Even though Palmerston North City Council (PNCC) last reviewed their representation arrangements in 2018, they have recently chosen to establish Māori Wards so require an up-to-date review of their representation requirements. Reviewing the arrangements means that Palmerston North City Council can continue to provide fair and effective representation for the people and communities in the City, as well as promote confidence in local government.

Objectives

- To identify what is required for the leadership to best represent everyone in the City
- To identify communities of interest that require representation
- To determine the optimal number of Councillors
- To explore the possible basis of election
- To explore the possible addition of Community Boards to the community, including funding and jurisdiction

Methodology

- The depth interviews were arranged as a part of the pre-engagement process for the Councils Representation Review 2021.
- 30 participants with a demographic representation across geographical areas, age, ethnicity and employment industries (including stay at home parents and retirees) were recruited for the study.
- Interviews were on average 45 minutes in duration and covered a range of topics regarding Communities of interest, Fair and effective representation, Basis of election and Community Boards.



Executive Summary

Executive summary

- Key Research conducted 30 depth interviews with Palmerston North City Council residents as a part of the review of the representation arrangements.
- We have identified several aspects that residents consider important for the Leadership to best represent everyone in the city:



1. Residents have a good understanding of the definition for fair and effective representation. The majority of the people interviewed would like to focus on making sure that **everyone in the city has equal representation and the opportunity to be heard when voicing concerns or making suggestions** on what is best for the city. The availability of Councillors, as well as their in-depth knowledge of the portfolios they manage were the main areas of interest.

2. Residents feel that **ethnic communities of interest are well represented** by the current Council arrangement. Several comments were made regarding the importance of Tangata Whenua and the input they have to offer to the rest of the population. However, it was also felt that certain **smaller groups, including refugees, migrants and those from lower socio-economic communities could benefit from having more Council support.**

3. When it came to the total number of Councillors, the **majority supported the current number of 15**. General sentiment was that the number itself mattered less, as long as all various portfolios were covered, and the Councillors were competent and had extensive knowledge of the areas within the portfolios they manage.

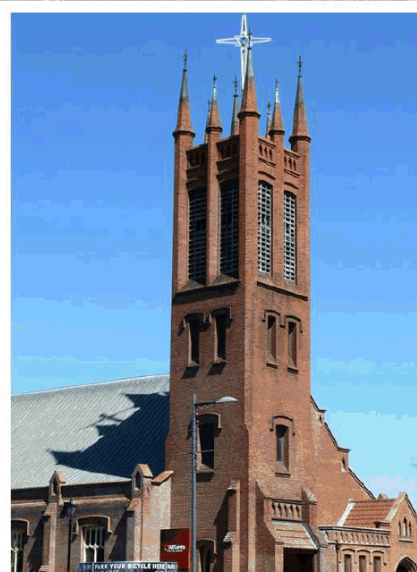
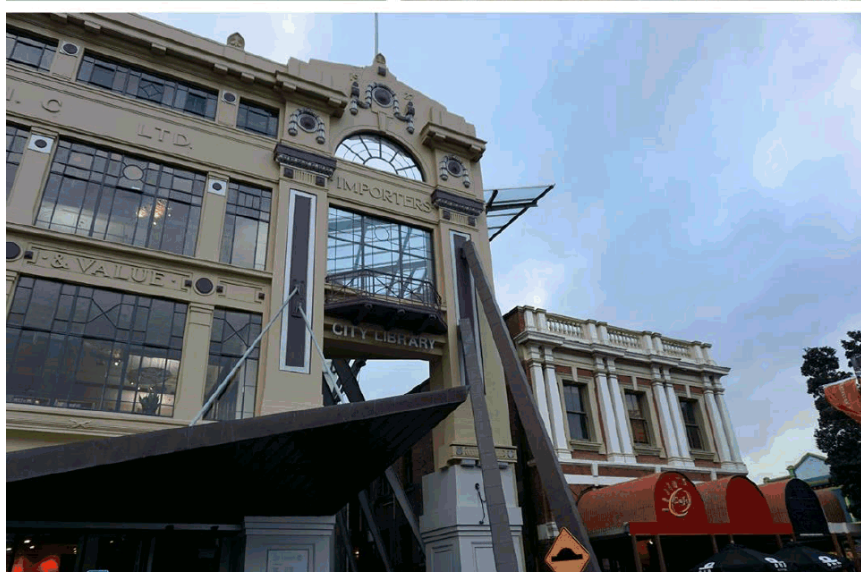
4. Whilst discussing the possible basis of election, the **majority of respondents felt that the current 'at large' system works best and treats everyone equally as city residents who use many common services and facilities**. It was mentioned that if the system were to be based on wards or communities of interest, it would divide the city and the residents. Some respondents wanted to be able to choose their preferred Councillor regardless of the ward they reside within or the community of interest to which they belong.



5. Respondents touched on issues of over and under representation for geographic communities and some of the communities of interest if another basis of election were to be set up. Respondents acknowledged the possible advantages of having the basis of election system set up differently, however they could not see it as being any better than the current 'at large' system.

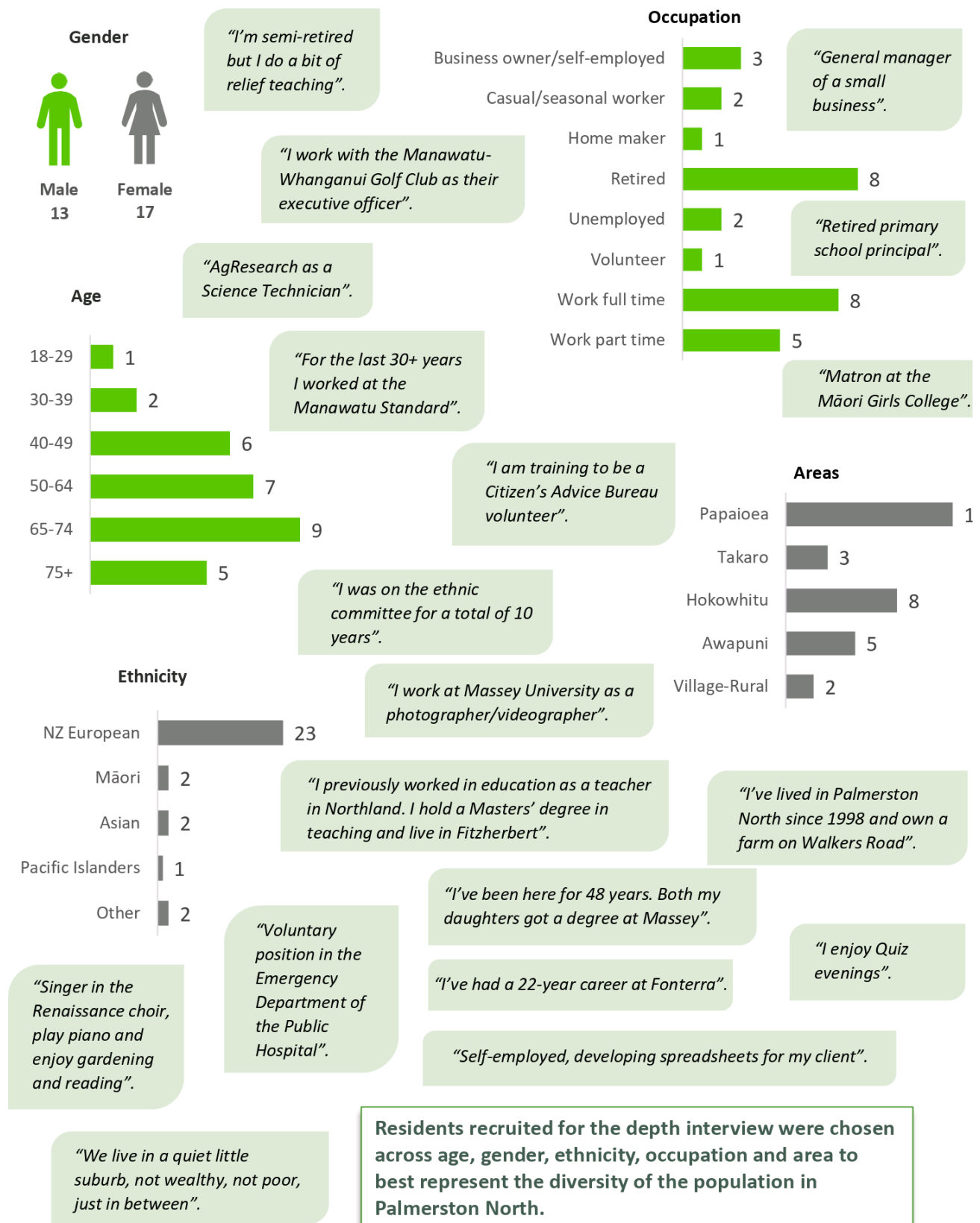
6. When the interviewers discussed any **geographic communities** that would benefit from becoming a separate ward, **rural areas, Ashhurst and Bunnythorpe** were the most common mentions. Residents consider that these areas have **a different feel to them**, as well as differing needs compared with the rest of the city.

7. There was **a low awareness of Community Boards** among the residents. Respondents agreed that there were many advantages to having Community Boards, especially if they were **set up formally**. Formal set up would allow for proper funding, ensure the availability of resources and would contribute to the accountability of the Community Boards.



Section 1. About the respondents

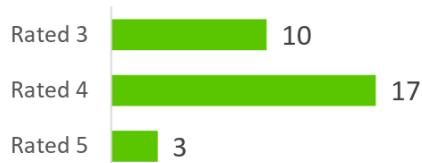
About the respondents



About the respondents

All the people interviewed have expressed some interest, as well as reasonable knowledge regarding Council's activity in the past 12 months.

General interest and follow Council's activities (On the scale 1-5))



Awareness of decisions made by the Council in the past 12 months (On the scale 1-5))



- The majority of respondents did not usually get involved in anything that has to do with Council leadership or decision making. Some said they had contacted Council in the past with complaints regarding street lighting, noise and homelessness.
- Several residents had written letters to council outlining issues regarding roading and the waterways.
- Almost half of the respondents mentioned that they take part in Council surveys when given the opportunity.
- Almost all residents said that they were kept informed on Council matters through newspapers, radio, Facebook, Stuff, PalmyProud, Council website, Neighbourly and through word of mouth.
- Other respondents had volunteered at Council events, activities or for community groups in the City such as the Festival of Culture, Manawatu Global Support, Ethnic Council, 150th Celebration, Just Zilch and the Christmas Parade.
- Others considered themselves to be very involved in Council matters with statements made such as:
 - ✓ *I do have quite an interest in local politics. I vote for a start. I read a lot and network a lot. I have some knowledge of a number of Councillors, I've sat in on a few housing forums over the years with people like Susan Baty and Lew Findlay. I've done personal development training with Rachel Bowen. I knew Jono Naylor who was a previous mayor. I read the Council magazines that come out, I read our local newspaper. I have followed Rachel on social media. I see stuff posted at the library and visit the Council building. I hear whatever is advertised on the radio.*
 - ✓ *I was involved with Palmerston North Showgrounds Board of Control, and I was the deputy chair when it was taken over by the Council.*
 - ✓ *I was on the Ethnic council for a total of ten years. Part of my role involved getting funding for the ethnic community. In my role with the Council, I worked alongside council staff and the Mayor.*

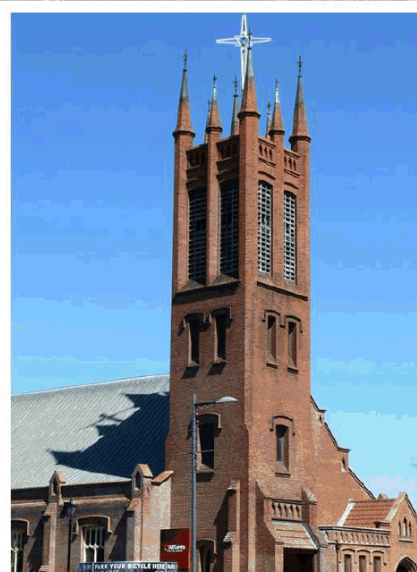
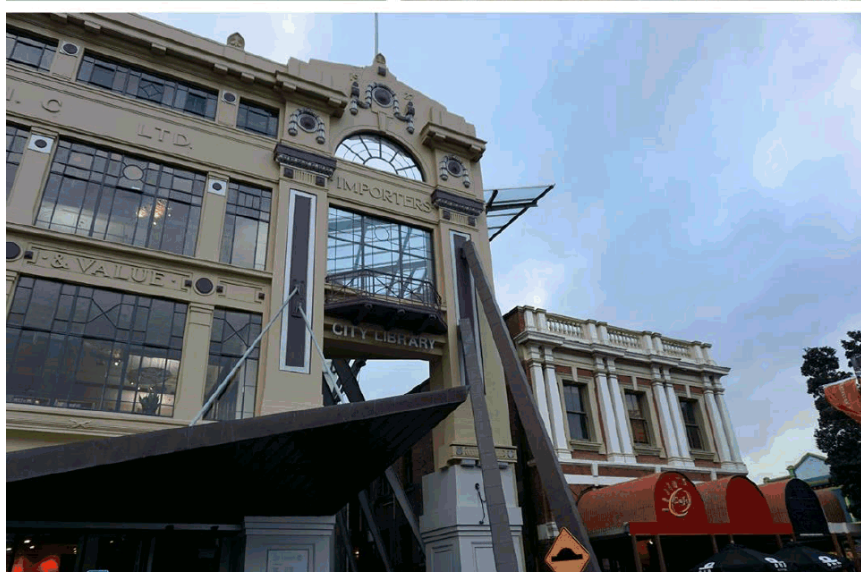
"The only time I've ever contacted the Mayor is when I was accosted in a very bad way by a male beggar on the street when I was out walking in the city. I didn't realize that I should have contacted the police immediately".

"I follow some of the Councillors via their Council related Facebook pages – Lorna Johnson, Rachel Bowen, Aleisha Rutherford, Zulfiqar Butt, Grant Smith".

"I don't get involved with it unless I want something done, like I see something that needs to be done urgently. I make a remark or mention it to somebody or ring up the Council free phone. I do send texts to the editor; our paper has a text to the editor page, and you can text your worries. I do that sometimes if I think something needs to be brought to the attention of the Council".

"I have talked to Councillors about wasting money on things that do not matter, ie: brass gnome and planter boxes".

"Regent on Broadway, where I work, has a Council-appointed Board which has an involvement with the building, it is classed as an historical building".



Section 2. Community of interest

Community of interest

1. Definition

- Responses to this question could be summed up as being described as a group of people bound together with common interests or common desires or common values.
- A large number of responses cited 'communities of interest' as encompassing commonalities such as ethnicity, sporting, cultural, social and political interests and church affiliations.
- Others felt that 'communities of interest' encompassed the area in which a person lived. Examples included Highbury, Ashhurst and Bunnythorpe and neighbourhoods, suburbs and the local area in general.
- Mention was also made of shared facilities such as shared playgrounds, libraries and schools.



"Palmerston North could be a community of interest as it is small, with most people living in the city with shopping nearby".

"My understanding, would be community groups run by volunteers".

"My area has quite a few refugees and they get represented on Council because we have ex-refugees on Council".

"It is a group of people with similar interests, that live in close range of each other, and have similar goals and direction".

"From the information that I've been given, it's obvious that it is groups of people like refugees or Māori or Pacific Islanders. I would feel very sorry to see communities of interest along those lines, because I think we're all New Zealanders and we should all be included in everything".

"One community of interest is definitely local iwi. I don't know what the percentage of people who identify as Māori or Pacific Islander or Asian is, there's maybe a necessity to look at that percentage of the population".

"A suburb in the community that reports issues like street lighting not working, safety issues and roading problems".

"Palmerston North is a small town, in this town you've got the army, university and UCOL, who are the big players in town and keep the town alive".

"A community of interest could be people in the Tangata Whenua. A community of interest could be church groups, Horizons and Māori, Samoan and Tongan communities".

Community of interest

2. Belonging



- Many residents felt that their 'community of interest' consisted of a sporting or interest group such as, gardening club, church, Lions Club and ethnic group.
- Others made mention of the area in which they live or work stating the local neighbourhood, hospital, university and the local school as their 'community of interest'.

"You could place me as white middle class. But I have a very different social bent, so I work a lot with people who are struggling, I've had connections with gang members, people who are coming from alcohol or other addictions. I have a very wide social interest. I'm a bit of an anomaly, I don't quite know what I fit into to be honest".

"A community of people wanting the same thing".

"A community of people wanting more lighting/security for their street".

"I wouldn't really know how to put it, I'm not too sure with that one. I feel like the community I would belong to would be one with common interests and where values are similar, like a neighbourhood. Values like safety, being able to not worry whether you've locked your car, that sort of thing".

"A community of sports minded people wanting better buildings and grounds".

"An ethnic group wanting more inclusion in the city – more signage in multi languages".

"Palmerston North – I would struggle to drill that down any further".

"The 'community of interest' I belong to is Palmerston North City".

"Because of my age, I'm retired, I would feel I belong more to something like Grey Power".

"I do not know my neighbours, play sport or go to church – there is not one specific interest or hobby that I am involved with".

"I belong to Māori, Tangata Whenua and church groups. Church groups are only now starting to integrate Māori".

"Indian community – I was born in Chennai".

Community of interest

3. Community of interest - representation

- Comments supported the fact that most residents felt that their 'community of interest' was represented and had a voice in Council.
- It was widely felt amongst this group that this Council and the last few Councils have worked hard to include diverse community interests.
- It was generally felt that Council had a heart for the young and for creating spaces that are family friendly and are valued by people who are a part of these types of communities.
- Walkers and cyclists also believed that their aspirations were being met, with positive comments regarding the bridge over the Manawatu River and of the extra tracks across the river servicing cyclists, walkers and dog walkers. Cyclists were also appreciative of the cycle lanes on all the main roads from one side of the town to the other.
- It was generally agreed that there was a good range of Councillors who were progressive and open to debating policy.
- Negative comments came from some of the ethnic communities who felt that were not being heard and were underrepresented.
- Others, such as the arts community, do not feel they have a voice in Council.

"Oh yes, I think the Council do a very good job. They're doing a wonderful job at the moment with a big housing development for the low socioeconomic people who don't have their own homes. They have just built about a hundred very small one-bedroom units all joined together, but modern and very lovely, with landscaped gardens and a beautiful complex. Those people are being very well looked after in Palmerston North".

"The Council has recently given out surveys to the Chinese community about our needs in the community and focusing on whether we feel safe in the community, and if we have places for social activity. Those surveys were collated and presented to Council – our voice is, definitely being heard".

"We have a member of the Indian community who is a Councillor. He has a good overall perception of the Indian community and is diverse."

"Māori are not represented at all on council. That is why we protested in Feilding last month and petitioned government. Māori are tired of not being heard and given a voice.

There is no-one on council that has Māori interests at heart".

"No, I don't believe the Fijian/Indian community is represented in council. I would like elected Councillors to meet regularly with the ethnic community groups, so that we could raise any concerns and enable us to have a voice".

"Not applicable as I don't want to be a community of interest, I am an individual".

"There is a lack of smaller venues for smaller performing arts events. I don't think the Council are interested in the smaller performing arts groups/events only the larger ones. In the past, our choral group, the Renaissance singers, have invited the Mayor to our concerts. We have sent tickets, but he has never attended. We do not have a voice in the Council".



Community of interest

4. Community of interest that require better representation

- A small number of respondents remarked that they felt Council was doing well in engaging with and representing the 'communities of interest' in the city.
- These residents felt that the ethnic communities were well covered in receiving fair representation and that everyone is being looked after in Palmerston North City.
- Mention was made that Council should focus on its core business, roading, wastewater, stormwater and housing before they spend more money on anything else.
- Of those who pointed out the 'communities of interest' which Council should be further engaging with included ethnic groups where the opposite sentiments were provided via statements such as the City having a very diverse population and not everyone was being 'looked after'.
- Mention was made of a Māori Ward which was voted down. This was a cause of disappointment as it was felt Māori had need of a strong voice.
- It was felt by some residents that the Tangata Whenua have a lot to give to the rest of the population and several stated that they were in favour of their representation.
- Several residents believed that refugees, migrants and those new to the area should be engaged with and supported more whilst another common mention was of those in poverty, in substandard housing and the homeless.
- Just two respondents made mention of cycling or other sporting communities.

"I think the Council should represent the whole of the city. And I realize that the city takes in places like Ashhurst and Bunnythorpe and Linton. But I believe that the Council should be looking after the whole of the city. They should be representing everybody, and there shouldn't be any way that one area of the city gets something that the other areas don't get, unless there is a very good reason for that".

"Sports – Gay – Ethnic communities".

"Refugees and migrants".

"Handicapped people, deaf people".

"The homeless, elderly and disabled".

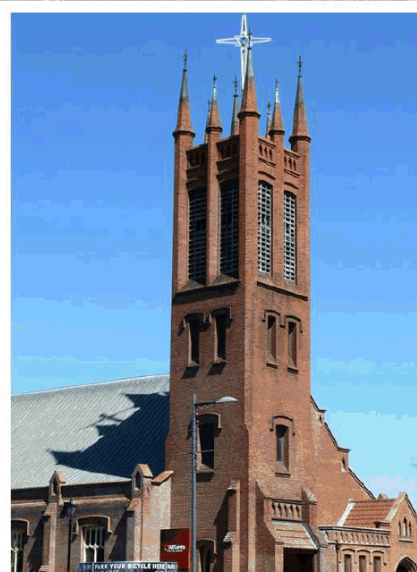
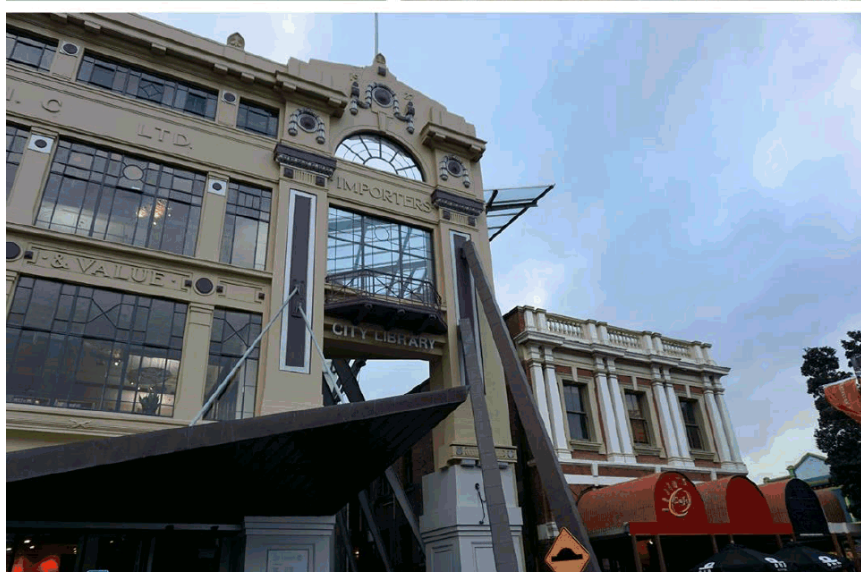
"The city needs to pay attention to those spaces where social issues arise because there are definitely loud indications of where need is not being met".

"Youth and young people".

"Religious institutions".

"Homelessness is a community of interest that should be more predominant in Council meetings. It's a big thing especially in the Manawatu".

"A Māori 'community of interest' – I believe Māori Wards have been voted in for the next election.".



Section 3. Number of elected members

Councillors. General knowledge and personal experience

1. General knowledge

- Several participants were unsure of what the Councillors role was.
- Along with the Mayor, twelve councillors were mentioned by name. Overall, respondents were aware that Councillors were elected by the public and several mentioned that their role as Councillor was on a part time basis.
- Most respondents commented that the Councillors have their own areas of responsibility within Council.



"Their role is to engage with the community and find out what is happening. They should not be an open cheque book, they should make the most efficient use of the money. Any decisions should be for the betterment of the community at large".

"Councillors get together and have meetings on different topics. Budget allocation is a major task, they make sure the money goes where it is needed – it is a big part of the job – Money talks. Their job is not full time".

"Councillors attend Monday evening meetings, they run the city, control the infrastructure and have a say in business".

"They are wealthy people living in Palmerston North".

"There 15 Councillors in Palmerston North, they all have a job to do and are given a portfolio to look after, ie: wastewater, community and roading. They do not work full time and are on a salary of \$50k. They go to Council meetings weekly and meetings relevant to their portfolios. To contact a Councillor you may ring the Council".

"Councillors decide how to spend ratepayer's money, how to make the city a better place, beautification of the city via art. They have improved the safety of the city square by installing cameras, lighting and cutting down trees to allow a more open space.".

2. Personal experience

- Twenty of the thirty respondents had never contacted a Councillor personally.
- Of those who had contacted a Councillor, the reasons for the contact were varied and included complaints about street lighting, overbridge railings, the Palmerston North library, home swimming pool, pedestrian crossing outside a High School, roading, waterways and cycleways. Another respondent had contacted a Councillor with a complaint regarding the brass gnome and planter boxes being a waste of money.
- One participant stated that they had felt uncomfortable with the process.

"I gave a submission about the changes to All Saints and I came to the Council Chambers in November for 2 days. It is almost like being in a court and it wasn't friendly, and it was sad really. I take my hat off to the people who stood up and spoke, it must not be easy".

"We had a particular issue in our street just a few weeks ago. Our street lights were out and had been out for months. A Councillor came around one night to visit us and asked about the lights and we told her they'd been out for months. She went back to Council and the lights were on in about two days.".

"I have personally contacted a Councillor, trying to get a pedestrian crossing outside a high school that was on a main road. I had contact with a Councillor, the Mayor and traffic management.".

"I have tried to contact councillors regarding two issues, one on roading and the second on waterways. I was not able to talk with them directly as neither was available".

Reasons for contact

3. Reasons that residents might contact the Councillors

- Many residents cited physical problems such as roading, flooding, lighting, paving, parking fees and blocked drains as reasons for contacting a Councillor.
- Others felt that such problems were best directed to the appropriate department and that instead, they would contact Councillors if they had a particular issue they wanted to bring up such as a specific complaint or suggestion or to have an issue put on the agenda at a Council meeting.
- Still others said they would not try to contact a Councillor stating that it would be a waste of time and that they would not be listened to anyway.



"Councillors are not readily available. Receptionists won't put you through to a councillor, you have to leave a message. When I visited and was told the councillor was not there, I could see him through the door. A lot of people just give up, it's not worth the hassle. If you wanted to speak to a councillor about kerbing or trees you need to go to the department responsible, councillors don't actually know anything about stuff like that".



"I don't think residents do spend a lot of time contacting the councillors, people these days lead very busy lives and haven't got time to involve themselves in council affairs".

"Depending on what they specialize in, for instance there's one Councillor whose campaign stuff is about community things, helping communities and low socioeconomic communities, so a lot of people would contact him for his support and people would get him to come along to their community events".

"In my mind most people would ring up with negative stuff and to complain, see where they want the money spent and what can be fixed".

"I don't see the point in complaining, I am too busy looking after my grandchildren and I don't believe they would listen anyway".

Consideration of the number of Councillors

4. What is important when considering the number of Councillors

- A number of residents felt that a smaller number of Councillors was preferable to a large number. Reasons given for this were that smaller numbers can engage well with each other and that larger numbers can become unwieldy and difficult to manage and would generate conflicts of interest.
- It was generally felt that fifteen was an acceptable number and that any more than fifteen councillors would be too many.
- Some residents stated that more important than numbers was the need to ensure there is fair representation of the residents living in the city, that there are enough Councillors to represent the people and to ensure the City is run effectively.
- While many respondents made no mention of Maori seats, those who did were in favour of them, although this didn't affect the sentiment that the current number of Councillors is enough.

"There's a value in fairness around representation and I think Maori do need to be uplifted and put in a better place for representation than what we've given them. It's more than high time, I think. So let's walk past the lip service and let's actually do something more than we've done in the past. It's about time we paid some respect to Maori and their voice."

"I don't think we are at the stage where we can get proportional representation of Maori. If we are going to acknowledge there is another view, we have got to be prepared to do it properly. We should acknowledge that we would need more than one Maori representative on Council"

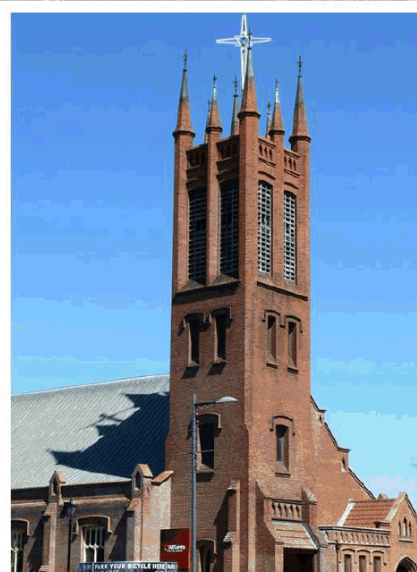
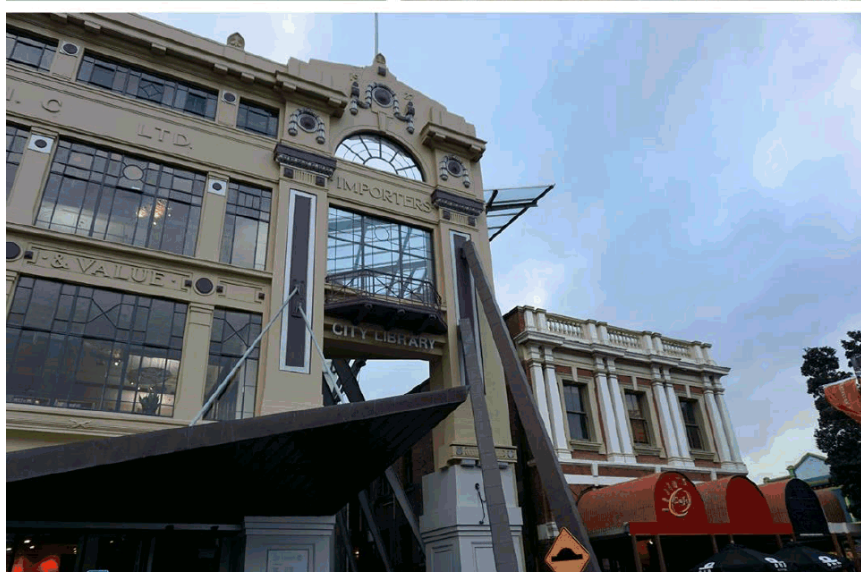
"We should have more Maori representation as they do not have a large enough say. If they had more of a say we may not have some of the issues that we do.

- sewage pumping into the sea and our rivers
- dairy effluent
- noxious weeds

I feel these issues would be addressed if we had more Maori representation"

"Rangitane and local iwi should have a voice at the table because it's their whenua. I'm kind of on the fence about the Maori wards, because I think we have some really good representation on the Council, or we have had in the past, with people like Tangi Utikere and others"

"I expect my City Council to have a range of voices."



Section 4. Basis of election

Fair and effective representation

1. Fair representation

- All of the respondents had a good understanding of what a 'fair representation' under the law is, mentioning different portfolios that each Councillor manages, as well as the equal representation of the city population.
- However, the word 'fair' held more meaning for some of the respondents. Several common themes that came across included:
 - ✓ All residents' voices would be listened to by Councillors to regardless of age, race and circumstance.
 - ✓ Council and Councillors should stay within their jurisdiction.
 - ✓ Councillors should be unbiased and deal with all sides of the issue, not just promote their opinion.
- One person responded that fair representation meant that every person of voting age has the chance to vote for the candidates ensuring it is a fairly run election.

"A representation of all ethnicities particularly from the Maori culture."

"Fairness is when they listen to what the people are saying and do something about it".

"Unbiased, for a start. And that whether you're talking culture, age, gender, whatever, that these groups have their views represented fairly in discussion and whatever the Council does".

"That the Council and the Councillors act in accordance with the laws that give them their power".

"I do believe everybody needs to be represented fairly. If we're talking about different communities or different community groups, there has to be a voice, because when there is no voice that is heard, there is felt a sense of disrespect or rejection and that picks up on motivations and certain behaviours that can be anti-social".

2. Effective representation

- Most respondents understood what Council considers to be effective representation as explained in the survey notes.
- The majority of respondents spoke about 'the results', and that effective representation is demonstrated through resolved issues and improvements.
- About one third said that in order to be effective, Councillors should understand the community they represent. For example, within each geographic area there should enough representation for Māori and non- Māori, as well as low and high socio-economic groups.
- Some respondents remarked that Councillors should be cognizant of the community make up in order to represent it efficiently.
- Other respondents believed that Councillors needed to be more easily accessible in order to be effective.

Page 11

Fair and effective representation (continued)

"If you look at the bigger picture, effective representation is demonstrated in results. Do things improve? Are the roads good? Is the sewage good? Is the city vibrant? Results are how you judge effectiveness".

"They have grass roots knowledge of the area they are representing in the community and know the challenges they face and understand the challenges".

"Forward thinking and looking group that could plan for the improvement of the city".

"It says here in the reading materials, it means that each Councillor should be able to effectively represent the people of the city. Now, when our society is multicultural, that sentence seems a bit out of place. How can each Councillor represent the multicultural city?"

"Effective means that they do what they say, they don't just talk about it."

"One who makes Palmerston North their main goal and not for their own agenda".

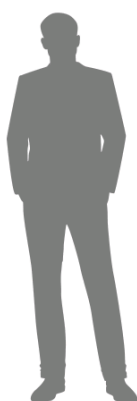


3. Ideal number of Councillors for an effective representation

- Around two thirds of participants responded that they thought the current fifteen Councillors was the right number and that fair and effective representation could be achieved at this level.
- Some stated that there are too many Councillors at the moment and felt that if each Councillor competently represented just over ten thousand people that would be a better solution.
- However, others mentioned that Palmerston North is a growing City and is currently expanding, which should result in the population increase and therefore an increase in the number of Councillors to manage the population. Another reason to have more Councillors rather than less was that some voices may not be heard such as refugees, youth and Maori.

"They seem to do a really good job at the moment so it feels like 15 Councillors is a reasonable number. Sometimes if something isn't broken, you don't need to fix it".

"I have not been given any reason to think that the Councillors are not being effective with the number of people they are representing at the moment."



"Maybe 25 Councillors. It sounds like there should be more, especially if there are 90,000 people in Palmerston North, it seems to be full of people. And with the amount of subdivisions going up, Summerhill Drive is just booming".

"15-20 Councillors. Must be effective and have diversity of opinions ie, culture, age groups, generations, community, race."

Community of interest as a basis of the election

1. Community of interest as a basis of the election

- The majority of respondents considered that there would be more disadvantages than advantages to having an election system based on 'communities of interest'.
- Respondents considered a possible division within the city's socio-economic groups, as well as ethnicities, however many mentioned it would be impossible to identify and represent each single one, which in turn would be unfair to many of the 'communities of interest' that would not be covered.
- Many of the respondents commented that all residents within Palmerston North City Council boundaries should be treated equally and have an equal opportunity to have a say and to have access to someone who would listen to their needs. If anyone approached a Councillor with the same issue, it should not matter if they were from different communities of interest.
- However, several respondents outlined a condition that would allow this system to work – Councillors selected to represent each 'community of interest' should either be historically a part of this community or have a very extensive understanding of it.
- The key benefit mentioned by several respondents regarding setting up an election system based on the 'communities of interest' was that people would take the election more personally which in turn will bring more motivation to take part in it. Others stated that this system may bring a different perspective around balance in the city.



"I don't want any community segregated based on groups of interest, be it a Catholic community or a Maori community or an Indian community. That's not what we're about in this day and age".

"A benefit would be that people would feel as if they were being specifically represented".

"There are no benefits that I can see, not here in Palmerston North, because we all have to use the same hospital, the same airport, the same bowling clubs and soccer fields. In our town, it's not necessary".

"I think it might bring a different perspective around balance that the city might need to give, for example, to areas of growth or areas of development or areas of support".

"It sounds like a really good way to polarize the community and create division. I think communities of interest are better off staying out of politics".

"I think we would end up with 'hot spots' on topics which would take the Councillors away from dealing with bigger and more important issues".

"The benefits are that people who are particularly interested in a particular area could be motivated to go and vote so that that area was represented more".

"If Councillors were elected for a community of interest, it would be helpful if they had the same views or a similar upbringing as those people in that community".

Wards as a basis of the election

2. Wards as a basis of the election

- Similarly, to the previous question, the majority of respondents could find more negatives than positives in setting up the election based on the wards. Some of the most common disadvantages named were:
 - ✓ Some of the wards, especially the lower socio economic are comprised more of renters than owners.
 - ✓ Some wards will be underrepresented due to being larger and mostly rural areas with smaller populations.
 - ✓ The inability to vote for a candidate that people would prefer because they belong to a different ward.
 - ✓ It still does not solve the issue of not representing certain groups.
 - ✓ It will eventually create 'elite' wards, and hence cause more division within the city.
- Considering the benefits of the election system based on wards many respondents mentioned:
 - ✓ Convenience and familiarity – having a Council representative that is local.
 - ✓ Rural areas with slightly different needs will be guaranteed a representation.
 - ✓ It would be easier for the Councillors to manage .



"If you had a person who is your geographic representative, you would have someone who you could go and see and say that you need something in this corner of town".

"The percentage response would vary depending on the ward within a socio-economic breakdown of that ward. The intention would be good, but the reality is something different. The poorer suburbs would more likely be renters than owners, therefore, they would have no vested interest in the outcome. The homeowners have more of a financial interest in it than a renter".

"A benefit would be that you would get to know who your local Councillor is and they could go to the local suburban library or local hall and talk about whatever the issues and concerns are".

"There needs to be some wards based on the rural aspects of town, because they do have some specific needs. I think that the people on the outskirts, like Bunnythorpe, Longburn, Aokautere, would have a particular interest in different services or needs being met".

"The biggest problem with those people who are elected in the ward areas is that they would want to be looking after their own area and not Palmerston North as a whole".

"It doesn't seem as fair as what it would be like having it based on communities of interest because of the fact that having one Councillor for one area is giving that area a generalization, when obviously not everyone in the area is going to be exactly the same".

"If there was someone standing that was not in your ward and had all the skills required for the position I would not be able to vote for them".

"The Councillor involve in that particular ward would have their finger on the pulse on what was happening there and be better able to represent constituents in that area".

Mixed approach as a basis of the election

3. Mixed approach as a basis of the election

- Many respondents were trying to consider both the benefits and disadvantages of the mixed system. However, the majority of these respondents considered this approach to be 'messy' and not quite clear as to how it would work in practice.
- Some of the common issues mentioned by the respondents were:
 - ✓ Lack of transparency in potential decision making.
 - ✓ Unclear priorities presented to the Council.
 - ✓ Clashes between the two tiers regarding the funding.
 - ✓ Two tiers (wards and communities of interest) represent groups that overlap, so some areas will be heavily over represented and some heavily under represented.

"I think you have one or the other, too many divisions/problems otherwise and I can't imagine what it would look like".

"Geographically, we're such a small region that I'm unsure it would be of any advantage to have it mixed in that way, representing both a smaller group and a wider group".

"I think it would be quite messy if we were to do the both of them. I think they would work better singularly, either one or the other".

"I think that it would be an absolute mess. I've been used to administering a whole school and you have to have ease of operation. The more fragmented it is, the more difficult it becomes".

- There were several respondents that described the ideal way a mixed system would work:

"If there were 5 wards in the city each ward could have 1 candidate and the other 10 Councillors are selected across the city. That way you would pick up people with macro ideas and the wards would still have one person that locals could go to".

"It would be a mix of 'communities of interest' and candidates standing for election within the ward. I think it may be a good idea, in the sense you can choose to vote for candidates in your ward and for 'communities of interest' – it could be a good mix, different ideas".

"The people who are rurally based could have a better voice at the table, because there are some specific needs. There definitely are some geographic concerns for the people who are on the outskirts of the city".

"The advantage of having wards based on a community of interest, like local iwi, there is a lot that does need to be considered from an iwi perspective. There is a advantage to having specific wards for that".

"I think that's ideal because they're going to have more people available and they're going to cover a smaller area. They would have more opportunities for people to feel like they've got the confidence to approach someone or to email someone and put their voice out there".

Geographic communities

4. Geographic communities to benefit from a separate ward

- One third of the respondents did not consider that there was a need for any additional geographical areas to have a separate ward.
- Two thirds, however, pointed out that there were several rural communities that were not a separate ward that have unique needs and would heavily benefit if they were looked at by the Council as separate entities.
- Geographic areas mentioned the most were Ashhurst and Bunnythorpe. Other rural suburbs, included Kairanga, Newbury, Awahuri, Aokautere, Turitea, Rangiatea, Longburn, Takaro and Cloverlea.



"Aokautere and Bunnythorpe. Where the new railway hub is going to be".

"You have the people who live out at Aokautere for example, this is where you've got to have a decent Councillor, because they will have different problems than the people who live in some other areas".

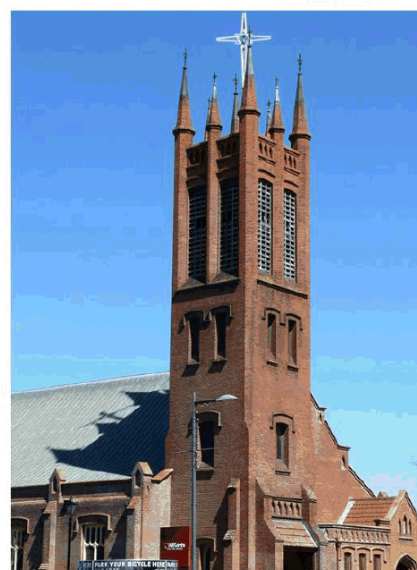
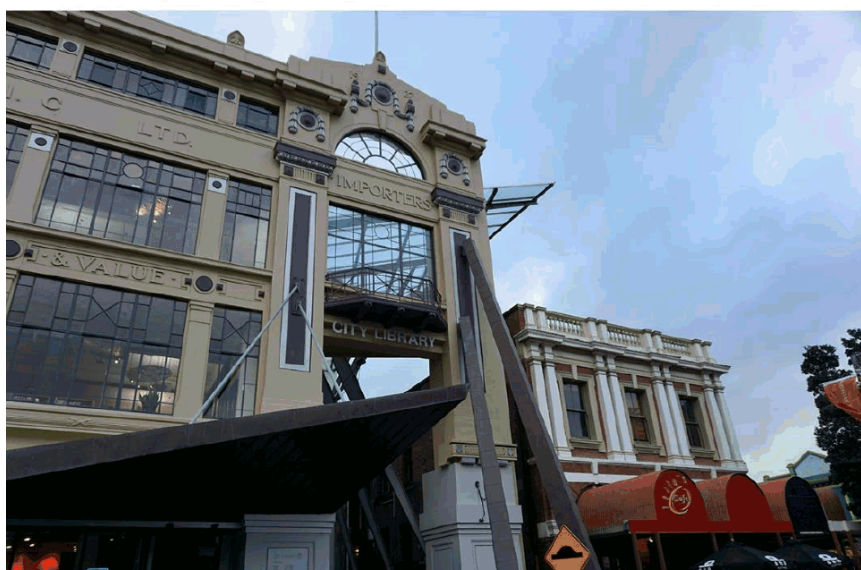
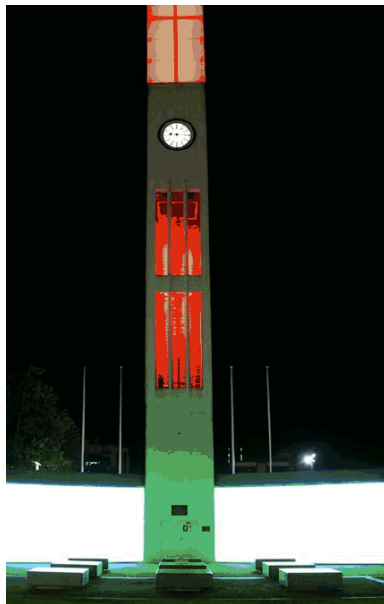
"Bunnythorpe and Ashhurst could be separated slightly from the bulk of the city, perhaps even bringing in Aokautere, Turitea, and Longburn".

"Ashhurst and Bunnythorpe could be 2 wards due to their rural location".

"Ashhurst definitely needs their own ward or Councillor. You could probably put together Ashhurst, Summerhill, and Massey, that area would be a logical point. Bunnythorpe could also be included there. Linton, Massey, Summerhill, Turitea, Aokautere, that could be a ward potentially. Rangiatea, Kairanga, Longburn, and the southern end of town, could be a ward in itself. Maybe Bunnythorpe, Milson, and Cloverlea, because they are affected by those corridors into the city."

"Highbury and Takaro, both of those areas have a high crime rate and a lot of the destruction in the city happens there. So if they were to have their own Councillor for that area, they would benefit from that, because if it is one Councillor then they could probably help them, if it was the right person they would be able to help because they could give them resources to keep people off the streets and that kind of thing".

"The rural areas like Tokomaru and Ashhurst".



Section 5. Community Boards

General knowledge

1. General knowledge

- 18 out of 30 respondents had no prior knowledge about the Community Boards and their role. Several respondents did their own online research after reading the materials that were sent through before the interview.
- The respondents with better understanding of the Community Committees and groups, named several examples, such as Chinese Association, who are similar to the sub-committee of the Council organising special events. One respondent mentioned Roslyn Hall Association.
- One of the respondents suggested that Ashhurst and/or Bunnythorpe would benefit from a Community Board due to their location and having a 'rural feel' that is quite different from Palmerston North.

"I know very little about Community Boards, that was new to me what I just read".

"They put proposals to the Council which usually get rejected as they want too much money".

"Ashhurst and/or Bunnythorpe because of their location. Ashhurst has a different feel to it, a rural feel, than living in Palmerston North".

"I looked it up on the internet and I can understand what they do, but I don't personally know anyone who is on one. I know some of them do very good work and that's great".

2. Advantages and disadvantages of having a local Community Board

- Most respondents supported the idea of Community Boards and saw a lot of advantage in having additional representation for a certain group or community that don't otherwise have representation on the Council or bring their issues to the City Leadership Team. However, at the same time, close to one third of respondents mentioned potential problems that might arise if the Community Boards were set up incorrectly, and expressed concerns about agendas and dispersing of funds. A few respondents stated that if both Councillors and the City Council were doing their job correctly, there would be no need for Community Boards.

Advantages:

1. Allows a certain group to approach the Council with an idea or problem.
2. A community or group that is being represented by the Board would not have to become personally involved in the political process.
3. Community Boards are the compliment to community consultation.
4. Community Boards can potentially disperse some of the workload and allow Council to focus on some of the core issues.

Disadvantages:

1. Just another tier of Councillors and elected people – don't need more money spent.
2. Community Boards might focus on the issues that are too localised without considering the wider picture.
3. Community Board members might follow personal agendas and not truly represent the group they are supposed to.
4. Some communities will miss out.

"It is building a community within the community".

"There are no disadvantages if it was set up correctly".

"It gives a formal way for that Community Board to take their issues to Council".

"15 Councillors down to 12 or 13, the extra funding could be allocated to Community Boards".

"One disadvantage that comes to mind is that there may be pressure groups within that community group that may override what the community group is wanting to do".

"The Council should be doing their job. If they are, there is no need for Community Boards – the city is too small".

"Wasteful expenditure is a possible disadvantage. It is important to have someone in charge of financial planning. It would need overseeing by the Council for it to be effective".

"One of the advantages is being able to cater to the needs of a particular area or group. People would have more localised knowledge".

Community Board set up

Number of people on the board

- All respondents agreed that the number of Chairs on the Board should not exceed 10. Most respondents mentioned the optimal number of 5-7. General consensus was to ensure that the number of people on the Board is odd to ensure the results can be achieved through the voting process. Several people mentioned that the exact number will truly depend on the size of the group the Community Board is set to represent. If the group is particularly small even 3 people might be enough.

"It would depend on the number of people that board is representing. Ratepayers Association might want to have more members than other groups simply because a larger percentage of the city are ratepayers".

"I think 3 to 5 is very effective. Common shared passion and vision makes them effective".

"You would need five people on the board, you need an odd number so you get results."

"I guess you need enough so you get a majority vote, not two or three with a potential bias. I believe it should be a minimum of 5".

Formal vs. Informal set up

- A lot of respondents could find positives in setting up the Community Boards in both formal and informal ways. However, two thirds of the people interviewed think that formal set up of the Community Board would be more beneficial.
- The reasons behind a Formal set up of the Community Board included:**
 1. Centralised funding.
 2. More oversight from the local government.
 3. Provides more structure and makes it more official.
 4. Official set up and funding provides more accountability.
 5. More resources at hand.
- The reasons behind an Informal set up of the Community Committee included:**
 1. More effective, more open, and not dependent on the Council.
 2. Informality allows more people to join in and voice their opinions.
 3. Members would be genuinely interested, not doing it for money.

"I would go informal because if it's formal and the Council has monetary input that could sway the things the community wanted to do if they're obligated to the Council to do something or the funding's withdrawn".

"Formal is a little bit better because you will get better buy-in from people to actually taking responsibility".

"Informal – represented by people that are passionate within the community, which could be good. In it for their passion and nothing else".

"Informal – Don't know, If you are getting no funding it's free labour for nothing. They are doing Council's work and getting nothing in return".

"Depends on what the Community Board is being set up for. Something like the Fitzherbert Park complex seems to work very well because it's there for a specific purpose".

"Formal – would provide more structure to it and makes it more official".



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Glossary of Terms Representation Review 2021	
+ / - 10% Rule	<p>The rule relates to the fair representation of electors. When a Council is divided into geographic wards, approximate population equality is required for each elected member. This means that each member must represent roughly the same number of people, + / - 10%.</p> <p>Eg: If there are 10 members representing a total of 100,000 people, each must represent somewhere between 9,000 and 11,000 people.</p>
At-large	<p>Means electors from across the whole of the authority area vote for their preferred candidates, regardless of where they live.</p> <p>The mayor is always elected at-large. The term at-large is used where there are no wards.</p> <p>(see city-wide)</p>
Basis of election	<p>Refers to the method in which people stand for election, and who can vote for those people standing. There is:</p> <ul style="list-style-type: none"> • Ward-based. A district of a territorial authority may be divided into wards for electoral purposes. If a district is divided into wards, each member of the territorial authority representing a ward must be elected by the electors of that ward. • At-large. If a district is not divided into wards, the members of the territorial authority must be elected by the electors of the district as a whole. • Mixed. A mix of at-large and ward based. If a district is divided into wards, some of the members of the territorial authority may be elected by the electors of the district as a whole, but, in that case, the other members of the territorial authority must be elected by the electors of each ward of the district. <p>Note: the Mayor is always elected at-large, by the whole of the authority area.</p>
City-wide	<p>Means electors from across the entirety of the city vote for their preferred candidates, regardless of where they live in the city.</p> <p>(see at-large)</p>
Community Board	<p>Community boards represent the interests of particular communities and can be established in any part of a city or district where no other 'community' (as defined in the LGA 2002) already exists. These communities are geographically based with defined boundaries.</p> <p>Community Boards are "unincorporated" and are neither a local authority (Council) nor a committee of a local authority. Their functions, duties and powers are set by statute as well as delegated by the local authority of which they are a part. Boards must also operate within a statutory environment that set rules and processes which govern the way in which they work.</p> <p>Community boards must have (not may have) administrative and financial support of their parent Council. Members are remunerated by ratepayers (remuneration is set by the Remuneration Authority).</p> <p>Community boards may have between 4 and 12 elected members, and members may be appointed to the board. Elections occur every 3 years. Community Boards provide an additional layer of <u>formal</u> local representation for the communities that elect them.</p>

	<p>The purpose of a community board is to:</p> <ul style="list-style-type: none"> • represent and act as an advocate for the interests of the community; • consider and report on any matter referred to it by their council, and any issues of interest to the community board; • make an annual submission to their council on expenditure; • maintain an overview of services provided by their council within the community; and • communicate with community organisations and special interest groups in the community, and undertake any other responsibilities delegated by their council.
Community Committee	<p>Community committees represent the interests of particular communities and can be established in any part of a city or district at any time.</p> <p>Community committees are informal, and their structure, functions, duties and powers are not set out in statute. The boundaries of a community committee do not have to be geographically defined.</p> <p>Community committees may have (not must have) the support of Council – either administrative or financial. Members are not remunerated.</p> <p>Any number of people may either join or be elected to a community committee. Community committees provide an additional layer of <u>informal</u> local representation.</p>
Community of Interest	<p>Communities of Interest are not defined in legislation however the following dimensions contribute to a "community of interest"</p> <ul style="list-style-type: none"> • <i>Perceptual</i>: a sense of identity and belonging to a defined area or locality as a result of factors such as distinctive geographical features, local history, demographics, economic and social activities • <i>Functional</i>: ability of the area to meet the needs of communities for services such as local schools, shopping areas, community and recreational facilities, employment, transport and communication links • <i>Political</i>: ability to represent the interests of local communities which includes non-council structures such as local iwi and hapū, residents and ratepayer associations and the range of special interest groups.
Council	<p>Councils are elected bodies that enable democratic decision-making by and for local communities. Councils make decisions about local issues and services, having regard to local needs and priorities, recognising that not all communities are the same, nor do they have the same issues.</p> <p>The city of Palmerston North is represented by Palmerston North City Council (PNCC).</p> <p>Council has the same meaning as local authority and territorial authority.</p>
Councillor	<p>Every Council is to consist of not fewer than 6 councillors and no more than 30 councillors.</p> <p>Councillors are elected to represent their communities for three-year terms. There is no limit on the number of terms they may serve.</p>

	<p>There is no specific job description for councillors. However, as representatives and leaders of their communities, their role involves setting policies, making regulatory decisions and reviewing council performance</p> <p>(see elected member)</p>
Early Engagement	<p>Some local authorities undertake early engagement or preliminary consultation before beginning the formal representation review process. Pre- engagement can include community surveys or referenda, discussion documents, newspaper advertising, focus groups, email groups of interested citizens, and public workshops and meetings. These activities are often led or facilitated by local councillors, community boards, or other community groups. Targeted consultation may also be appropriate, including with iwi and hapū.</p>
Effective Representation	<p>Councils must ensure effective representation of communities of interest. Achieving effective representation requires identifying communities of interest that are geographically distinct or that may be spread across the district.</p> <p>As far as practicable, the following further factors need to be considered when determining effective representation for the local authority:</p> <ul style="list-style-type: none"> • avoiding arrangements that may create barriers to participation, for example, not recognising residents' familiarity and identity with an area during elections • not splitting recognised communities of interest between electoral subdivisions • not grouping together two or more communities of interest that have few common interests • accessibility, size, and configuration of an area, including: the population's reasonable access to its elected members and vice versa; and the elected members ability to: - effectively represent the views of their electoral area - provide reasonably even representation across the area including activities like attending public meetings and opportunities for face to-face meetings.
Elector (eligible voter)	<p>A person who is eligible and registered to vote on either the General Electoral Roll or the Māori Electoral Roll.</p>
Elected member	<p>Elected member refers to councillor and/or the mayor.</p> <p>(see councillor)</p>
Electoral System	<p>Refers to the electoral system chosen by the territorial authority which is used at the time of the triennial election. The electoral system may be one of two prescribed systems set out in legislation:</p> <ul style="list-style-type: none"> • FPP - First Past the post • STV – Single Transferable Vote <p>Palmerston North City Council uses STV.</p>
Fair Representation	<p>Fair representation of communities of interest means that membership of wards/constituencies/subdivisions is required to provide approximate population equality per member, that is, all votes are of approximately equal value.</p> <p>(see + / - 10% Rule)</p>
Final Proposal	<p>Following consultation and the receiving and consideration of submissions, Council must make a final proposal that is publicly notified for appeals or objections.</p>

	<p>The final proposal:</p> <ul style="list-style-type: none"> • Includes any amendments or changes made to the initial proposal as a result of consultation • State the reasons for the amendments or changes • Reasons for the rejection of any submissions • Specify the ratio of population to councillor if applicable • Specify the communities of interest considered • Specify the right of appeal • Specify the right to object <p>All appeals or objections received on the final proposal from the public must be referred to the Local Government Commission for determination.</p>
Final Decision / Determination	<p>The final decision or determination for the representation review is made by the Local Government Commission and is applicable for the next 2 trienniums. The representation review is not complete and representation arrangement are not finalised until the LGC has made this decision or determination.</p> <p>The Council itself cannot make a final decision on its own representation review.</p>
General Electoral Roll	<p>An electoral roll is a list of enrolled voters. Those people eligible to vote who are not of Māori descent may enrol on the General Electoral Roll.</p>
General Ward or Seat/s	<p>In relation to the district of a territorial authority, means every ward of the district that is not a Māori ward. Electors registered on the General Electoral Roll will vote for the general ward or seat/s.</p>
Geographic Ward	<p>If a community is identified as having a strong overlap of their perceptual, functional, and political community of interest <u>and</u> they are located within a discrete geographic area, a geographic ward or constituency with defined boundaries within the territorial authority limits may be established as long as the the +/- 10% rule can be applied.</p> <p>Alternatively, to offer fair and effective representation if a community is significantly isolated, a geographic ward with defined boundaries within the territorial authority limits may be established.</p>
Hearing	<p>Anyone who makes a submission to the initial proposal will be given reasonable opportunity to present their submission to the Council in a public forum in the form of a hearing.</p> <p>Details for where and when this hearing will take place will be made publicly available.</p>
Initial Proposal	<p>Council must make an initial proposal that is consulted on with the community. The initial proposal is determined by resolution and is Council's preferred representation arrangements for the next 2 trienniums. The initial proposal:</p> <ul style="list-style-type: none"> • States the preferred number of elected members • Basis of election (if there are wards, at-large electing, or a mix of both) • The proposed names and boundaries of the wards (where applicable) • If any community boards are being proposed to be established, the membership and boundaries of these boards, and any subdivisions of these boards

	<ul style="list-style-type: none"> If any community boards are proposed to be changed (membership or boundaries) or disestablished <p>A modified special consultative procedure (s83 – LGA) applies to the consultation for the representation review.</p>
Local Electoral Act 2001	<p>The Local Electoral Act 2001 (LEA) is the act that allows diversity through local decision-making in relation to:</p> <ul style="list-style-type: none"> the particular electoral system to be used for local elections and polls the regular review of representation arrangements for local authorities the particular voting method to be used for local elections and polls <p>The procedure for a Representation Review is set out in the LEA.</p>
Local Government Act 2002	<p>The Local Government Act 2002 (LGA) is the act that provides for democratic and effective local government that recognises the diversity of communities in New Zealand, and:</p> <ul style="list-style-type: none"> states the purpose of local government provides a framework and powers for local authorities to decide which activities they undertake and the manner in which they will undertake them promotes the accountability of local authorities to their communities provides for local authorities to play a broad role in promoting the social, economic, environmental, and cultural well-being of their communities, taking a sustainable development approach.
Local Government Commission	<p>The Local Government Commission is an independent body established by legislation. Its members are appointed by the Minister of Local Government. The Commission's role and functions are also established by legislation. The Local Government Commission has a general role of promoting good local government in New Zealand. In part, this is achieved by the functions of:</p> <ul style="list-style-type: none"> providing information about local government promoting good practice relating to a local authority or to local government generally <p>The Commission also has specific functions to consider, including:</p> <ul style="list-style-type: none"> appeals and objections against final local authority representation review proposals and also proposals not complying with statutory fair representation requirements (the '+/- 10% rule'). appeals against a territorial authority decision not to constitute communities and community boards
Māngai ki te hapori	Voice of the community
Māngai ki te mana whenua	Voice of mana whenua
Māori Electoral Roll	<p>An electoral roll is a list of enrolled voters. Those people eligible to vote and of Māori descent may choose to be on the Māori Electoral Roll.</p>
Māori Ward or Seat/s	<p>Means a Māori ward created in accordance with Schedule 1A of the LEA 2011. In relation to the district of a territorial authority, means every ward of the district that is not a General ward. Electors registered on the Māori Electoral Roll will vote for the Māori ward or seat/s.</p>

Mayor	<p>Mayors, like councillors, are elected by their district for a three-year term.</p> <p>Mayors cannot be removed from office by the Council.</p> <p>The role of the Mayor is to provide leadership to the other elected members, be a leader in the community and perform civic duties. This includes leading the development of the territorial authority's plans (including the long-term plan and the annual plan), policies and budgets.</p> <p>The Mayor has the following powers:</p> <ul style="list-style-type: none"> • to appoint the deputy mayor • to establish committees of the territorial authority • to appoint the chairperson of each committee (which may be him or herself) • to serve as a member of each council committee
Representation Review	<p>In order to achieve fair and effective representation, local authorities are required by the Local Electoral Act 2001 to review their representation arrangements at least once every six years.</p> <p>This involves deciding whether councillors are elected from wards or 'at large' across the whole district, or by a mix of both wards and 'at large'.</p> <p>A review also covers the boundaries of wards and constituencies, and their names. In the case of territorial authorities, a review also needs to address whether there should be community boards in the district and, if so, the number of boards; their names and boundaries; the number of members for each board including any appointed members; and whether the board area should be subdivided for electoral purposes.</p>
Right of Appeal	<p>Once Council has decided on its final proposal, an appeal may be made by a submitter on the initial proposal about matters related to their original submission.</p>
Right to Object	<p>Once Council has decided on its final proposal, an objection may be lodged by any person or organisation if Council's final proposal differs from its initial proposal. The objection must identify the matters to which the objection relates.</p>
Submission	<p>A person can make a submission (verbal, written, digital) to the initial proposal that outlines their thoughts / concerns / support / non-support of the proposal. Council will consider all submissions made.</p>
Ward	<p>Means a ward established under the LEA and resulting from the division, for electoral purposes, of the district of a territorial authority.</p>

MEMORANDUM

TO: Council

MEETING DATE: 4 August 2021

TITLE: Rotation of Trustees on Caccia Birch Trust Board

PRESENTED BY: Hannah White, Democracy & Governance Manager

APPROVED BY: Sheryl Bryant, Assistant Chief Executive

RECOMMENDATIONS TO COUNCIL

1. That the Council resolves to appoint two councillors onto the Caccia Birch Trust Board for a term of one year ending 1 August 2022;
OR
That the Council agrees that the Caccia Birch Trust Board continues with three trustees, noting that this means the Board is working outside of its Trust Deed;
OR
That the Council commences an appointment process inviting persons to apply for two trustee positions on the Caccia Birch Trust Board.
 2. That expressions of interests from councillors interested in being appointed to the Caccia Birch Trust Board be sought, and recommendations be brought to Council on 1 September 2021.
-

1. ISSUE

- 1.1 On 2 June 2021, the Council resolved to bring the delivery of Caccia Birch House and Gardens in-house by July 2022. Officers are currently working with Caccia Birch Trust Board (CBTB) to transition the property to Council management.
- 1.2 On 7 July 2021, officers received the resignation of two Council-appointed trustees, Grant O'Donnell and David Campbell effective from the CBTB Annual General Meeting (AGM) scheduled for November 2021. These vacancies leave the Board with three trustees. Caccia Birch's Trust Deed requires a minimum of five Council-appointed trustees on the Trust Board.

2. BACKGROUND

- 2.1 Council annually considers and appoints new trustees to its Council Controlled Organisations (CCOs), as required by the various CCO trust deeds and in line with the Council's Appointment of Directors and Trustees Policy (Policy).

2.2 With the resignations of trustees Grant O'Donnell and David Campbell, CBTB has legally met the requirements of its Trust Deed which requires an annual rotation of a third of the Council-appointed trustees.

2.3 Council's Policy states that all vacancies will be advertised unless there are exceptional circumstances as accepted by Council. Officers believe that exceptional circumstances currently exist with the Caccia Birch Trust Board. With Council's decision to bring the delivery of Caccia Birch in-house within 12 months, officers do not recommend advertising for new trustees.

3. APPOINTMENT OPTIONS

3.1 Caccia Birch's Trust Deed states that the Board must operate with a minimum of 5 members and a maximum of 7. Usually Council appoints 5 members and the Board can co-opt two trustees (appointed annually at the AGM).

3.2 Council could choose to follow its Policy and advertise the positions however, if Council considers that exceptional circumstances exist, and that advertising the positions is not suitable, Council then has the following options:

- Appoint two councillors onto the Trust Board
- Leave the Trust Board to operate with three trustees

Councillors on the Trust Board.

3.3 Appointing two councillors as trustees would meet the requirements of the Trust Deed.

3.4 The Appointment of Directors and Trustees Policy states that elected members of the Council should not serve on the boards of CCOs unless there is compelling reason to do so. Officers note that bringing the delivery of the property in-house may be a sufficiently compelling reason to warrant elected members to sit on the Board.

3.5 Councillor trustees could participate in an oversight role and would be able to help explain Council's position to the trustees and vice versa.

3.6 Officers consider that any potential conflict of interest that might arise from a councillor who is a trustee of a CCO and the councillor's role in monitoring performance of the CCO, would be minimal in the current circumstances.

Leave the Trust Board with three trustees

3.7 This option means the Trust will be operating outside of the requirements of its Trust Deed, but given the circumstances, it is a practical option.

3.8 CBTB managed the property with fewer than 5 Council-appointed trustees (outside of the Trust Deed) from 2018 to 2020.

- 3.9 CBTB has the power to co-opt two trustees at its AGM if it feels five trustees would be better to assist in the managing of the property until July 2022.

4. NEXT STEPS

- 4.1 If the Council resolved to appoint councillors onto the Board, expressions of interest will be sought and reported back to the September Council meeting.
- 4.2 The Caccia Birch Trust Board will be informed of the Council's decision.

5. COMPLIANCE AND ADMINISTRATION

Does the Council have delegated authority to decide?	Yes
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	No
Is there funding in the current Annual Plan for these actions?	Yes
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 5: A Driven and Enabling Council	
The recommendations contribute to the outcomes of the Driven and Enabling Council Strategy	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	By carefully considering appointments, Council will ensure that there is effective oversight of the Council Organisations in which the Council has a financial or strategic interest. This will contribute to the desired outcome of an effective and responsible Council that excels in good governance.

ATTACHMENTS

NIL

MEMORANDUM

TO: Council

MEETING DATE: 4 August 2021

TITLE: Committee Chair appointment for the remainder of 2019-22 term

PRESENTED BY: Hannah White, Democracy and Governance Manager

APPROVED BY: Sheryl Bryant, Assistant Chief Executive

RECOMMENDATIONS TO COUNCIL

1. That the Council adopts the Mayor's recommendation to appoint Deputy Mayor Aleisha Rutherford as the Chair of the Chief Executive's Performance Review Panel, effective 01 August 2021.
2. That the Council make the recommendations to the Remuneration Authority regarding Elected Member remuneration as listed in 4.4 of the report "Committee Chair appointment for the remainder of the 2019-2022 term."

1. ISSUE

- 1.1 The Chair of the Chief Executive's Performance Review Panel is vacant as the result of Councillor Susan Baty's resignation from the position.

2. BACKGROUND

- 2.1 Two members submitted their expression of interest to the Mayor.
- 2.2 The Mayor recommends Deputy Mayor Aleisha Rutherford to take on the chairpersonship of the Chief Executive Performance Review Panel.

3. REMUNERATION

- 3.1 The total remuneration pool available to Palmerston North City Council is set by the Remuneration Authority and is reviewed annually.
- 3.2 The Remuneration Authority has just released its Local Government Members 2021/22 Determination, which takes effect from 1 July 2021. Compared to last year, the Mayor's salary remains the same and all other positions increased by around \$500.

Office	Annual remuneration (\$)
Mayor	152,500
Deputy Mayor, Chair—Planning & Strategy Committee, Chair—Hearings Committee	81,329
Chair—Finance and Audit Committee and Chair—Chief Executive's Performance Review Panel	58,033
Chair—Infrastructure Committee	54,675
Chair—Arts, Culture and Heritage Committee	51,318
Chair—Community Development	51,318
Chair—Economic Development Committee	51,318
Chair—Play, Recreation and Sport Committee	51,318
Chair—Environmental Sustainability Committee	51,318
Councillor (with no additional responsibilities) (7)	47,961
Councillor (Minimum Allowable Remuneration)	43,498

3.3 The Council must now agree to change the remuneration set out above to reflect the change to the Chair of the Chief Executive's Performance Review Panel. Council's recommendations will then be reported to the Remuneration Authority. If the changes are accepted by the Authority, the appropriate Determination will give effect to the changes and the new rates can then be backdated to the date of the appointment and applied to the remainder of the 2019-2022 term.

3.4 The recommendation is that the structure remain the same and that it be re-written to allow for transfer of responsibility as follows:

Office	Annual remuneration (\$)
Mayor	152,500
Deputy Mayor, Chair—Planning & Strategy Committee,	84,687

Chair—Hearings Committee	
Chair- Chief Executive's Performance Review Panel	
Chair—Finance and Audit Committee	54,675
Chair—Infrastructure Committee	54,675
Chair—Arts, Culture and Heritage Committee	51,318
Chair—Community Development	51,318
Chair—Economic Development Committee	51,318
Chair—Play, Recreation and Sport Committee	51,318
Chair—Environmental Sustainability Committee	51,318
Councillor (with no additional responsibilities) (7)	47,961
Councillor (Minimum Allowable Remuneration)	43,498

4. NEXT STEPS

- 4.1 The new appointment will be announced publicly, and the website updated.
- 4.2 The Remuneration Authority will consider the remuneration change outlined above.

5. COMPLIANCE AND ADMINISTRATION

Does the Council have delegated authority to decide?	Yes
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	No
Is there funding in the current Annual Plan for these actions?	Yes
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 5 Driven and Enabling Council	
The recommendations contribute to the achievement of action/actions in Governance and Active Citizenship	

The action is: Clarify and communicate governance and management roles	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	Securing an immediate appointment ensures that oversight of the Chief Executive can continue smoothly.

ATTACHMENTS

Nil

MEMORANDUM

TO: Council

MEETING DATE: 4 August 2021

TITLE: Scheduling of additional Council Meeting

PRESENTED BY: Hannah White, Democracy and Governance Manager

APPROVED BY: Sheryl Bryant, Assistant Chief Executive

RECOMMENDATION TO COUNCIL

1. That the Council schedule a Council meeting for 9am, 18 August 2021 in the Council Chambers, 32 Te Marae o Hine The Square, Palmerston North.

1. ISSUE

- 1.1 Officers have requested that an additional Council meeting be scheduled.
- 1.2 The meeting will be held from 9am 18 August 2021 in the Council Chamber.
- 1.3 The additional meeting is needed for Council to consider weightings before determining the best option for the Wastewater Treatment Plant Best Practicable Option (publicised as Nature Calls). A decision is needed before the resource consent application is submitted to Horizons Regional Council by 1 September 2021.

2. BACKGROUND – LEGAL REQUIREMENTS

- 2.1 The Local Government Official Information and Meetings Act 1987 (LGOIMA) requires Council to notify the public of the time and place of all its committee meetings.
- 2.2 Section 7(19)(6) of the Local Government Act allows for local authorities to adopt and amend a schedule of meetings:

Section 7(19)(6) If a local authority adopts a schedule of meetings—

(a) the schedule—

(i) may cover any future period that the local authority considers appropriate; and

(ii) may be amended; and

(b) notification of the schedule or of any amendment to that schedule constitutes a notification of every meeting on the schedule or amendment.

3. NEXT STEP

3.1 If approved, the meeting will be publicly notified.

4. COMPLIANCE AND ADMINISTRATION

Does the Council have delegated authority to decide?	Yes
Are the decisions significant?	No
If they are significant do they affect land or a body of water?	No
Can this decision only be made through a 10 Year Plan?	No
Does this decision require consultation through the Special Consultative procedure?	No
Is there funding in the current Annual Plan for these actions?	Yes
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 5: A driven and enabling Council	
The recommendations contribute to the achievement of action/actions in Governance and Active Citizenship	
The action is: Support council's effectiveness and reputation.	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	Effective public decision making can take place in a timely manner.

ATTACHMENTS

Nil

COMMITTEE WORK SCHEDULE

TO: Council

MEETING DATE: 4 August 2021

TITLE: Council Work Schedule

RECOMMENDATION TO COUNCIL

1. That the Council receive its Work Schedule dated August 2021.

ATTACHMENTS

1. Work Schedule - August [↓](#) 

COUNCIL

WORK SCHEDULE – AUGUST 2021

Item No.	Estimated Report Date	Subject	Officer Responsible	Current Position	Date of Instruction/ Point of Origin
1	August 2021	Representation Review – approve proposal for consultation	Assistant Chief Executive		Council 7 April 2021 Clause 20-21
2	September 2021	Representation Review – hearings	Assistant Chief Executive		Council 7 April 2021 Clause 20-21
3	October 2021	Representation Review – final decision	Assistant Chief Executive		Council 7 April 2021 Clause 20-21
4	December 2021	Manawatu Residents' card	Assistant Chief Executive		Council 25 May 2020 Clause 48-20
5	December 2021	Central Economic Development Association (CEDA) - Shareholding arrangements	Chief Planning Officer		Council 21 December 2020 Clause 157-20
6	March 2022	Remits from PNCC	Assistant Chief Executive		Council 24 June 2020 Clause 69-20
7	May 2022	Remits received from other Territorial Authorities	Assistant Chief Executive		Council 24 June 2020 Clause 69-20

Oasis # 13924077

CONFIDENTIAL DECISIONS RELEASED

Meeting date	Title	Released	Not Released

More information on the decisions released can be found on [released decisions](#)