



PALMERSTON NORTH CITY COUNCIL REPRESENTATION REVIEW 2021

INITIAL PROPOSAL

BE HEARD PALMY!

Palmerston North City Council Representation Review 2021

Statement of Proposal

Palmerston North City Council welcomes feedback and submissions on the Representation Review 2021 Initial Proposal.

Have we got this right? Have your say by 4 pm 6 September 2021.

Introduction

We are reviewing how Palmerston North City Council represents its communities. We've put together this Initial proposal from feedback we received during early engagement on our representation review. We think the proposal delivers fair and effective representation, but we still need more input from the community to make sure we have got it right for everyone.

This Statement of Proposal includes information on:

- What is a Representation Review
- Key dates for the review
- Why we are reviewing our representation
- How you are represented now
- Decisions already made
- What we are proposing and why we think it is the best option for representing our communities
- How we named our wards
- Participate Palmy
- FAQs
- Helpful concepts and terms

Consultation is open from 6 August 2021 to 4pm 6 September 2021.

A submission form is included at the back of this Statement of Proposal for you to share your thoughts with us. You can drop this form at the Customer Service Centre, 32 Te Marae o Hine the Square, or in our Consultation Boxes at any of our libraries.

You can also have your say online by visiting pncc.govt.nz/representation or by emailing submission@pncc.govt.nz

Copies of the Initial Proposal are available for inspection online, at the Customer Service Centre and at our libraries.

For further information on this consultation you can check our website at pncc.govt.nz/representation, call Council on 06 356 8199 or email us at info@pncc.govt.nz.

What is the representation review?

Every Council must review its representation arrangements at least once every 6 years, as required by the Local Electoral Act 2001. Reviewing representation arrangements means that councils continue to provide fair and effective representation to all of their communities in a way that works for their communities.

A representation review looks at the structure of our elected members and how they are elected.

Specifically, a representation review looks at:

- How many councillors should there be in total?
- How councillors are elected – within Māori and general wards, whether councillors will be elected city-wide or by geographical boundaries, or a mixture of both; how many wards, and how many councillors in each ward?

- Should we have community boards, and if so, how many members should they have, and which areas should each cover?

Our current arrangements in Palmerston North City are: 15 councillors and a mayor, all who are elected on a city-wide basis with no community boards.

What happens now?



1 Mayor across the city



Those on Māori roll vote for Māori seat councillors.
Those on General roll vote for General seat councillors.



We need to decide how many seats around the table in total.
This then affects how many Māori and General seats.



We need to consider if there are distinct communities which need further representation

Key dates

What decisions have been made and work we've already completed:

- **Decision on electoral system – 27 May 2020**
Council made a decision on our electoral system last year. We are sticking with STV (Single Transferable Voting system) which is what we've had in Palmerston North for the last three local government elections. We think STV works well for our voters and for our City.
- **Decision on Māori wards – 7 April 2021**
Council made the decision, with the support of mana whenua Rangitāne, to introduce Māori wards into the city for the next local election. This decision triggered the current representation review.
- **Early engagement – May to July 2021**
We have been engaging with key stakeholders and community groups throughout May, June and July to get a better understanding of how Council can best represent everyone and to help us make our Initial Proposal. An independent survey company has also completed early engagement with individuals in the community on behalf of Council – information from this survey informed the Initial Proposal too.
- **Initial Proposal adopted – 4 August 2021**
Council adopted its Representation Review 2021 Initial Proposal and approved it for public feedback and consultation. The information councillors considered is available at pncc.govt.nz/representation

What we are doing now:

- **Consultation period – 6 August to 6 September 2021**
We invite all members of the public to have their say on our proposed representation arrangements.
- **Hearing of submissions – 21 September 2021**
Anyone who has made a submission and has indicated that they would like to speak to it is invited to do so at a public hearing scheduled for 21 September 2021.

What still has to be done:

- **Final Proposal Adopted – 6 October 2021**

In consideration of all submissions received and heard, Council will develop a Final Proposal. The Final Proposal will be publicly notified for appeals and objections for a period of one month.

- **Appeals and objections period – 11 October to 12 November 2021**

Anyone who made a submission on the Initial Proposal can appeal the Final Proposal. Anyone who did not make a submission on the Initial Proposal but does not agree with the Final Proposal can object to the Final Proposal.

If no appeals or objections are received, the Final Proposal becomes the confirmed representation arrangements for 2022.

If an appeal or objection is received, these are sent to the Local Government Commission for their determination. A hearing will be scheduled in early 2022 so appellants and/or objectors can be heard by the Local Government Commission.

- **LGC determination – by 11 April 2022**

The Local Government Commission will make its final determination on our Council's representation arrangements by 11 April 2022.

- **Local Government Elections 8 October 2022**

All eligible and registered voters will have an opportunity to elect people to represent them on Council from 2022 – 2025.

Why are we reviewing our representation?

Palmerston North City Council last reviewed its arrangements in 2018 for the 2019 local elections. Because of the decision to introduce Māori wards into the City, another review must take place ahead of schedule and in time for the 2022 and 2025 local elections.

The legal information you need to know

At its meeting on 4 August 2021 Palmerston North City Council resolved that this Initial Proposal be adopted and that public consultation on the proposal be carried out.

The Initial Proposal forms part of the Representation Review and relates to the representation arrangements of Palmerston North city and of Palmerston North City Council (PNCC).

This Statement of Proposal is made in accordance with sections 19H, 19J, 19M, 19T, 19V, 19W and schedule 1A of the Local Electoral Act 2001; as well as section 82 of the Local Government Act 2002.

What we've got now

Palmerston North City is currently represented by a Council comprised of 15 councillors plus the Mayor, all of whom are elected "at-large" or by the whole of the city. The Council makes decisions for the city on behalf of and in consultation with the 90,500 people in the communities that they represent.

Council supports a number of groups, community committees and community organisations. There are no community boards in the city at this time.



1 Mayor + 15 councillors across the city



Recent decision to introduce Māori wards



STV voting system

What we've already decided and what we aren't asking you for feedback on at this time

We've made a couple of decisions already related to representation in our city, so we aren't asking for your feedback on these as they've already been decided.

We've already decided that our electoral system will remain STV – Single Transferable Voting. This is the system that we have used for the last three local government elections, and it works well for us here in Palmerston North.

We've also chosen to introduce Māori wards to our city to further uplift and strengthen the voice of Māori in our decision making. The current population of our city allows us to have one or two Māori ward councillors. Māori wards will be in place for the 2022 and 2025 local government elections.

What you've told us is important for representing you

We've engaged with our community to get their input into what they think representation should look like for our city.

We discussed different aspects of representation and of the representation review. While our community is diverse and not everyone may agree with the statements below, there were a number of themes that emerged. In summary, those we spoke to told us that these are the things which are important when thinking about how you want to be represented by Council:

- Diversity of opinion is valued when decisions are being considered and made by Council. You think fewer councillors would not give as much choice or diversity when it comes time to elect candidates to Council.
- The work of Council is complex and requires a significant time commitment from councillors. Councillors need to be able to share the workload among one another. Because of this, you think we should not have fewer councillors than we currently do (15).
- Our city has a city-wide identity. Communities overlap frequently so it is hard to point out where one community starts and the other stops. Because of this, you don't think we should divide our city into geographic wards as it would mean splitting communities up.
- The voice of Māori is valued. Two Māori seats at Council is preferred.
- There is an awareness of and frequent interaction with different interest groups, committees, teams, and other informal community organisations throughout the city. Because of this, residents do not think another formal structure such as a Community Board is necessary for representation to work well.

We've used this early engagement feedback to inform our Initial Proposal.

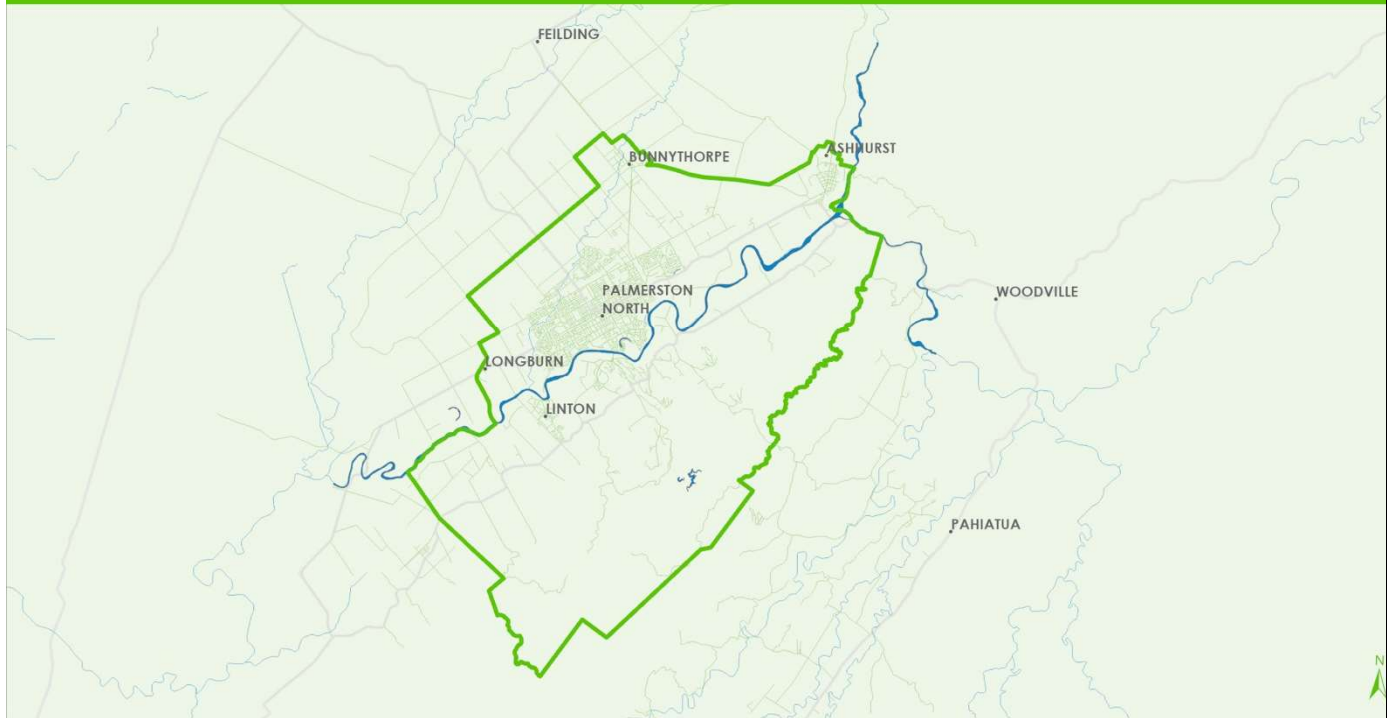
****Reminder: we've chosen STV as our electoral system and to introduce Māori wards to our City so these aren't part of the proposal and we aren't seeking feedback on these, as they've already been decided.***

What we're proposing	Why we've proposed this
<p>Councillors</p> <p>We are proposing to have 15 councillors and 1 mayor.</p> <p>13 of our councillors will be elected by general electoral roll voters in Te Hirawanui General Ward. 2 of our councillors will be elected by Māori electoral roll voters in the Te Pūao Māori Ward.</p> <p>We must always have a mayor and they must always be elected "at-large" from across the whole city.</p> <p>We are proposing to remain an "at-large" Council and not to establish any geographic wards</p> <p>We do not currently have any geographic wards and we are not proposing to introduce any.</p> <p>We will have an at-large ward for voters on the general electoral roll – Te Hirawanui General Ward. If you are on the general roll, you will be able to vote for candidates in Te Hirawanui General Ward.</p> <p>We will have an at-large ward for voters on the Māori electoral roll – Te Pūao Māori Ward. If you are on the Māori electoral roll, you will be able to vote for candidates in Te Pūao Māori Ward.</p> <p>We are proposing not to establish any Community Boards</p> <p>We do not currently have any community boards and we are not proposing to establish any.</p>	<p>Councillors</p> <p>We've currently got 15 Councillors and we think this is a number that works well. You also told us that you prefer more councillors rather than fewer councillors so 15 is a fair and effective number for our communities.</p> <p>Because of the rules set out in legislation, this also means that the 15 seats we have at our Council table will be made up of 13 councillors elected from Te Hirawanui General Ward, and 2 councillors from Te Pūao Māori Ward.</p> <p>If we were to have fewer than 15 seats, we would only be able to have 1 Māori ward councillor at the Council table.</p> <p>At-large wards</p> <p>You told us and we agree that Palmerston North has a city-wide community of interest. Because we form one cohesive community, we don't think that introducing geographic wards to the city would offer fairer or more effective representation.</p> <p>You also told us that you prefer one Māori ward with 2 councillors elected at-large rather than 2 Māori wards with 1 Councillor elected from each.</p> <p>Community boards</p> <p>Palmerston North is a relatively compact city. We don't think that there are communities in or around the city that are so different or separate from one another that they would need a Community Board to represent them.</p> <p>Council supports and engages with a number of groups, community committees and community organisations throughout the City that represent different people in different ways.</p>

Our Wards - Te Pūao Māori Ward and Te Hirawanui General Ward

The map below shows the city boundaries. As we are proposing to have at-large wards for both the Te Pūao Māori Ward and Te Hirawanui General Ward, the wards have the same boundaries.

Palmerston North City Local Electoral Boundary



2 Councillors would be elected by the Māori electoral population in Palmerston North from Te Pūao Māori Ward. There is an estimated Māori electoral population of 9,650 people in the city.

13 Councillors would be elected by the general electoral population in Palmerston North from Te Hirawanui General Ward. There is an estimated general population of 80,700 in the city.

The Mayor would be elected by all voters in both the Te Pūao Māori Ward and Te Hirawanui General Ward.

How did we name our wards?

Part of the Representation Review process involves Council choosing names for its wards.

We consulted with our mana whenua partners Rangitāne, who gifted us names for both the Māori and general wards. The story behind the Rangitāne names is explained below.

Te Pūao (Māori Ward)

Te Pūao symbolises the dawn, and in this context the opportunities provided by the new Māori ward and what this represents for the relationship between Māori and local government both in the Manawatū and beyond. Te Pūao also means the mouth of a river as it leads to the ocean and references the vast opportunities the Māori Ward allows and enables.

Te Pūao is reminiscent of the words spoken by the ancestors Tiweta and Mahuri to the Ngāti Upokoiri people when they were invited to take refuge in the Manawatū.

Te Hirawanui (General Ward)

Te Hirawanui was a famous local chief who coordinated and signed the deed of sale for the Te Ahu a Turanga land block, of which Palmerston North is a part of today.

We welcome your feedback on the names of our wards.

Participate Palmy – have your say

Let us know what you think about what we are proposing.

Have we got it right? You can have your say by writing a submission.

Anyone who would like to support their submission verbally is welcome to do so at a hearing scheduled on 21 September 2021. If you would like to share your thoughts on our Initial Proposal, make sure you've clearly stated this in your submission and we'll be in touch with you to arrange a time for this to happen.

You can make a submission on the Representation Review in a number of ways. We encourage online submissions but you can make a submission in any of the following ways:

Filling out an online form: by visiting the Participate Palmy page on our website.

Or, by completing a hardcopy submission form and:

Mailing it to: Representation Review 2021, Democracy Support Officer, Palmerston North City Council, Private Bag 11034, Palmerston North 4442

Delivering it to: Palmerston North City Council Customer Services Centre, 32 Te Marae o Hine The Square, Palmerston North, or any of our Council Libraries

Emailing it to: submission@pncc.govt.nz (put Representation Review in the subject line)

Submissions close 4pm 6 September 2021.

Privacy Statement: Please note that all written submissions, including the contact details on the submission, will be made available to the public and media unless you specifically request that your contact details are kept private.

What happens after I make my submission?

All submissions made on the Representation Review will be carefully considered by Council. If you have asked to speak to your submission at the hearing scheduled for 21 September 2021, we'll be in touch with you to arrange a time for you to share your thoughts and feedback with us in person.

Once all submissions have been considered, Council will make any necessary amendments to their Initial Proposal and adopt a Final Proposal at their meeting on 6 October 2021. The Final Proposal will be publicly notified for an appeals and objections period of one month from 11 October 2021 to 12 November 2021, during which time people who made a submission to the Initial Proposal will be able to make an appeal on the Final Proposal, and those who did not make a submission to the Initial Proposal will be able to make an objection to the Final Proposal.

If no appeals or objections are received, the Final Proposal will be the confirmed representation arrangements for the 2022 Palmerston North City Council elections.

If appeals or objections are received, Council will refer these to the Local Government Commission for review and determination. The Local Government Commission may choose to hold a hearing for appellants and objectors to the Final Proposal early in 2022.

The Local Government Commission will confirm all representation arrangements by 11 April 2022, and local government elections will take place on 8 October 2022.

FAQs

Q: How do you determine a "community of interest"?

Communities of Interest are not defined in legislation however the following dimensions contribute to a "community of interest"

- *Perceptual*: 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
- *Functional*: 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
- *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.

Q: Does having more Councillors mean I have to pay more on my rates?

Total remuneration of councillors is set independently by the Remuneration Authority and is decided by the size of the city, not the number of councillors.

Having more councillors representing a community does not mean an increase to people's rates, and having fewer councillors representing a community does not mean a decrease to rates.

If a community board is to be developed the Council must ensure it has the financial and other resources to establish and support a community board including elected board members' remuneration. A targeted rate would need to be considered.

Q: You have proposed 1 Māori Ward with 2 Councillors elected at-large. Did you consider having 2 Māori Wards with 1 Councillor elected for each ward?

A: Yes, we did consider this. Feedback from our mana-whenua partners and our Māori community did not support splitting the Māori population of the city geographically.

Q: How does STV (Single Transferable Vote) work?

STV stands for Single Transferable Vote. In its simplest form, STV means that voters are able to rank candidates in order of preference, rather than simply pick their most preferred candidate for each vacancy. You can find out more about STV at stv.govt.nz

Q: How do I know which Electoral Roll I am on?

The Electoral Roll you are on for local government elections is the same roll that you are on for elections when you vote for central government in the general election. You can check which roll you are on by visiting the Electoral Commission website vote.nz

Q: If I am on the General Electoral Roll, can I vote for the Māori ward candidates?

A: No. If you are on the General Electoral Roll, you must vote for candidates standing in Te Hirawanui General Ward.

Q: If I am on the Māori Electoral Roll, can I vote for the General ward candidates?

A: No. If you are on the Māori Electoral Roll, you must vote for candidates standing in Te Pūao Māori Ward.

Q: Who can stand for election in a Māori ward?

Any New Zealand citizen, on the electoral roll who is nominated by two other electors can stand for election in a Māori Ward. Candidates cannot stand for the General and Māori wards at the same time.

Candidates standing for election in Māori wards do not have to be of Māori descent.

Q: If I would like to change electoral rolls in time for the 2022 local government elections, can I do this?

A: No. If you are already registered on either the General Roll or the Māori Roll, you cannot change Roll before the 2022 local government elections. Those of Māori descent who are not yet registered do have an option of which roll they would like to be on when they first register.

Q: PNCC doesn't have any community boards. How does it offer localised representation to communities?

Council supports and engages with a number of interest groups, community committees and community organisations throughout the City that represent different people in different ways.

Q: What is a Community Board?

Community boards are an additional layer of representation that report directly to the Council. They can have 4-12 members, at least four of whom are chosen by voters in the board area. Councils that have well-defined communities with different characteristics and interests to the rest of the city may have community boards.

The purpose of a community board is to:

- 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.

Q: Has Rangitāne been consulted as part of this review?

Yes, Council has engaged with our mana whenua partners Rangitāne o Manawatū as part of the review.

Helpful concepts and terms

At-large

Means electors from across the whole of the authority area vote for their preferred candidates, regardless of where they live. The mayor is always elected at-large. The term at-large is used where there are no wards.

Council

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. The city of Palmerston North is represented by Palmerston North City Council (PNCC). Council has the same meaning as local authority and territorial authority.

Councillor

Every Council is to consist of not fewer than 5 councillors and no more than 29 councillors. Councillors are elected to represent their communities for three-year terms. There is no limit on the number of terms they may serve. 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.

Community Board

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. 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.

Community Committee

Community committees represent the interests of particular communities and can be established in any part of a city or district at any time. 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. Community committees may have (not must have) the support of Council – either administrative or financial. Members are not remunerated. Any number of people may either join or be elected to a community committee. Community committees provide an additional layer of informal local representation.

Effective Representation

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. As far as practicable, the following further factors need to be considered when determining effective representation for the local authority:

- 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.

Fair Representation

Fair representation of communities of interest means that membership of wards is required to provide approximate population equality per member, that is, all votes are of approximately equal value.

General Ward

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 in the general ward.

Geographic Ward

If a community is identified as having a strong overlap of their perceptual, functional, and political community of interest and 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 which ensures a fair ratio of councillors to population between wards can be applied. 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.

Local Government Commission

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:

- providing information about local government
- promoting good practice relating to a local authority or to local government generally

The Commission also has specific functions to consider, including:

- 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

Māori Ward

Means a Māori ward created in accordance with Schedule 1A of the Local Electoral Act 2001. 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 in the Māori ward.

Ward

Means a ward established under the Local Electoral Act and resulting from the division, for electoral purposes, of the district of a territorial authority.

PALMERSTON NORTH CITY COUNCIL REPRESENTATION REVIEW 2021

SUBMISSION FORM

We want to hear from you.

Fill out a submission form and have your say by **4pm 6 September 2021**.

Privacy Statement: Please note that all written submissions, including the contact details on the submission, will be made available to the public and media unless you specifically request that your contact details are kept private.

Your Contact Details	
Full name / Organisation	
Postal Address	
Email	Phone
Would you like to speak to Council in support of your submission at the hearing scheduled for 21 September 2021?	
<input type="checkbox"/> Yes <input type="checkbox"/> No	If you would like to speak to your submission, please ensure the contact details section of this form is completed and we'll be in touch with you to arrange a time for you to be heard.
Councillors	
1. We are proposing to have 15 councillors This means 2 councillors will be elected from the Te Pūao Māori Ward and 13 councillors will be elected from the Te Hirawanui General Ward. The Mayor will be elected by the whole city.	
Do you agree with the proposal to have 15 councillors?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Wards	
2. We are proposing to remain "at-large" for our basis of election "At large" means we are not proposing to divide the city into any geographic wards. Electors will vote from across the city for their preferred candidate standing in either the Te Pūao Māori Ward (for those on the Māori Electoral Roll) or the Te Hirawanui General Ward (for those on the General Electoral Roll).	
Do you agree with the proposal to remain "at-large" for our basis of election?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Community Boards	
3. We are proposing not to establish any Community Boards Because Palmerston North has one large community of interest, we don't think that there are communities in or around the city that are so different or separate from one another that they would need a Community Board to represent them.	
Do you agree with the proposal not to establish Community boards?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Do you have any other thoughts or comments you would like to share with us?	

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