

MASTERTON DISTRICT COUNCIL

COUNCIL AGENDA

EXTRAORDINARY MEETING

MONDAY 30 AUGUST 2021
4.30PM

MEMBERSHIP

Her Worship (Chairperson)

Cr G Caffell

Cr D Holmes

Cr G McClymont

Cr T Nelson

Cr C Peterson

Cr B Gare

Cr B Johnson

Cr F Mailman

Cr T Nixon

Cr S Ryan

Notice is given that an extraordinary meeting of the Masterton District Council will be held at 4.30pm on Monday 30 August 2021 .

**RECOMMENDATIONS IN REPORTS ARE NOT TO BE CONSTRUED AS COUNCIL POLICY UNTIL
ADOPTED**

26 August 2021



Values

1. **Public interest:** members will serve the best interests of the people within the Masterton district and discharge their duties conscientiously, to the best of their ability.
2. **Public trust:** members, in order to foster community confidence and trust in their Council, will work together constructively and uphold the values of honesty, integrity, accountability and transparency.
3. **Ethical behaviour:** members will not place themselves in situations where their honesty and integrity may be questioned, will not behave improperly and will avoid the appearance of any such behaviour.
4. **Objectivity:** members will make decisions on merit; including appointments, awarding contracts, and recommending individuals for rewards or benefits.
5. **Respect for others:** will treat people, including other members, with respect and courtesy, regardless of their ethnicity, age, religion, gender, sexual orientation, or disability. Members will respect the impartiality and integrity of Council staff.
6. **Duty to uphold the law:** members will comply with all legislative requirements applying to their role, abide by this Code, and act in accordance with the trust placed in them by the public.
7. **Equitable contribution:** members will take all reasonable steps to ensure they fulfil the duties and responsibilities of office, including attending meetings and workshops, preparing for meetings, attending civic events, and participating in relevant training seminars.
8. **Leadership:** members will actively promote and support these principles and ensure they are reflected in the way in which MDC operates, including a regular review and assessment of MDC's collective performance.

These values complement, and work in conjunction with, the principles of section 14 of the LGA 2002; the governance principles of section 39 of the LGA 2002; and our MDC governance principles:

Whakamana Tangata	Respecting the mandate of each member, and ensuring the integrity of the committee as a whole by acknowledging the principle of collective responsibility and decision-making.
Manaakitanga	Recognising and embracing the mana of others.
Rangatiratanga	Demonstrating effective leadership with integrity, humility, honesty and transparency.
Whanaungatanga	Building and sustaining effective and efficient relationships.
Kotahitanga	Working collectively.

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AGENDA

1. Karakia

Whakataka te hau ki te uru
Whakataka te hau ki te tonga
Kia mākinakina ki uta
Kia mātaratara ki tai
Kia hī ake ana Te Atākura
He tio
He huka
He hauhū
Tthei Mauri Ora!!

2. Conflicts of Interest (Members to declare conflicts, if any)

3. Apologies

4. Late Items

5. Items to be considered under Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987

FOR DECISION

6. **2021 REPRESENTATION REVIEW – INITIAL PROPOSAL (161/21)**

Pages 121-144

DAVID HOPMAN – ACTING CHIEF EXECUTIVE

To:	Your Worship and Elected Members
From:	Angela Jane, Manager Strategic Planning
Endorsed By:	David Hopman, Acting Chief Executive
Date:	30 August 2021
Subject:	2021 Representation Review – Initial Proposal

DECISION

Recommendation:

That Council:

1. **Determines** the initial proposal for public consultation for Masterton District Council's 2021 representation arrangements, intended to take effect for the 2022 and 2025 local government elections, will include:
 - a) A total of eight councillors plus the mayor.
 - b) A mixed arrangement with four councillors elected from a General Ward; one from a Māori Ward; and three At Large.
 - c) The General Ward and Māori Ward boundaries align with the Masterton district boundary.
 - d) No community boards are to be established.
2. **Notes** that wards are being proposed to enable implementation of the Māori Ward that was decided in May 2021.
3. **Notes** that wards covering the entire district boundary are proposed as the primary geographic community of interest is district-wide with over-lapping functional, perceptual and political dimensions.
4. **Notes** that a reduction in the number of Councillors is proposed because this will improve remuneration for Councillors and may attract more diverse candidates to stand for Council.
5. **Approves** the Communications Plan included as Attachment 2, noting consultation will launch by 3 September 2021 and close on 4 October 2021.
6. **Agrees** that the full Council will hear submissions on the 2021 Representation Review Initial Proposal, noting the Hearing will be held on 13 October 2021.

Purpose

The purpose of the report is to seek Council's initial proposal for future representation arrangements for Masterton District Council for public consultation as part of the 2021 Representation Review; to seek Council approval for the Communications Plan for the public consultation; and confirm that full Council will hear submissions on the 2021 Representation Review Initial Proposal.

Background

The purpose of the 2021 Representation Review is to:

- Ensure representation arrangements for Masterton District Council are fair and effective, and
- Provide an opportunity for our community to participate in deciding what is most fair and effective for our District.

While the Local Electoral Act 2001 (the Act) prescribes the statutory requirements to be met, it does not prescribe the decision-making process. The Local Government Commission (the Commission) has produced guidelines for local authorities when undertaking representation reviews. The guidelines can be found at <http://www.lgc.govt.nz/representation-reviews/> along with the population and electoral roll statistics, the current and previous determinations for representation arrangements for all councils in the country and the legislative timeline.

The Commission recommends the following process steps to assist Council to achieve a robust outcome that complies with the statutory requirements and other relevant considerations:

- Step 1 Identify geographic communities of interest.
- Step 2 Determine effective representation for communities of interest.
- Step 3 Consider the fairness of representation for electors of wards.
- Step 4 Consider communities and Community Boards.

These steps involve considering inter-related factors and the analysis and advice will overlap at times due to the nature of the information.

Calculations, based on resident population and electoral rolls, are prescribed in the Act and used to determine the ratio of councillors within the general ward(s) and the Māori Ward. A general ward is any division of the district for councillors that is not a Māori Ward. There must be at least one general ward to enable the introduction of a Māori Ward with councillor numbers reflecting the population ratio between electors on the general electoral roll and the Māori electoral roll.

Timing and proposals

Under the Act Council must review representation arrangements at least every six years. Masterton District Council's last representation review was completed in 2018. We have brought forward the next review to 2021 to enable implementation of the Māori Ward that Council agreed in May 2021 to establish for the next election. The full timeline including the legislative dates is included as Attachment 1.

Council must adopt an initial proposal for consultation by the legal deadline of 31 August 2021 and must publicly notify that proposal by 8 September 2021. Public consultation on the initial proposal must last at least one month with an opportunity for submitters to speak in front of the Council. The Council must make a decision, its final proposal, and notify its decision within six weeks of consultation closing and before 13 November 2021. The public then have a month-long opportunity to lodge an appeal or an objection to the final proposal. If no appeals or objections are received, and the final proposal was legally compliant, then the Council's final proposal becomes the representation arrangements for the 2022 local government elections.

Any appeals and objections received by the Council are forwarded to the Commission for a final decision. Objections can be lodged by anyone if they disagree with a final proposal that was different to the initial proposal. Appeals can only be lodged by submitters to the initial proposal.

If the Council's final proposal requires an exemption from the Commission, (usually only applies if councillor/elector proportions fall outside the $\pm 10\%$ rule) then the final proposal must be forwarded to the Commission for approval. The Commission has until 10 April 2022 to make the final decision on the representation arrangements.

The initial and final proposal must include:

- The number of Councillors
- How the Councillors are to be elected (i.e. by Ward, At Large, or a combination of both)
- The boundaries of Wards, and
- Whether community boards will be established.

Work on the Representation Review commenced in May 2021 following the Council's decision to establish a Māori Ward for the 2022 local government elections. Analysis of population data has been undertaken to inform the legal calculations required to ensure fair representation. Workshops have been held with elected members to outline the process and to share the results of two community workshops that were held on the 2 and 3 August.

Stakeholders and Council partners including Iwi, Ratepayer and Resident Associations, Youth Council, disability advocates and local Trusts were invited to attend the community workshops alongside Masterton District Council elected members. The workshops were also advertised and open to the wider community. In total 27 feedback forms were received from participants.

Feedback from community workshops and the population analysis is discussed below under the four steps recommended in the Commission's guidance.

The introduction of a new Māori ward introduces some more legislative rules that have not needed to be considered in previous representation reviews and some new concepts which include:

- Only electors enrolled on the Māori electoral roll can vote for the candidates standing in the Māori ward(s)
- Only electors enrolled on the general electoral roll can vote for the candidates standing in the general ward(s)
- All electors can vote for candidates standing for councillors to be elected at large and for the Mayor

The representation review cannot reconsider the decision taken in May 2021 to introduce a Māori ward for the 2022 local government elections. The review cannot reconsider the decision to set the voting system for the 2022 local government elections (taken in August 2020) as First Past the Post. Both of these decisions are taken in advance of any representation review to comply with the timing set out in the Act. The Māori Ward can be reconsidered in six years prior to the next representation review due in 2027. The voting system is considered every three years and can be reconsidered next in 2023.

ANALYSIS AND ADVICE

Step 1: Geographic communities of interest

Council needs to consider whether there are geographical communities of interest before determining how communities are most effectively and fairly represented. The Act does not define 'communities of interest', but the Commission's guidelines identify three dimensions for recognising communities of interest:

- Perceptual: a sense of belonging to an area or locality
- Functional: the ability to meet the community's requirements for services
- Political: the ability to represent the interests and reconcile conflicts of the community.

In 2018 the Council decided that all Councillors be elected at large. That means all the electors vote for all the councillors, in the same way that all electors vote for the mayor. At the time it was noted that while geographical communities of interest existed within the Masterton District, these communities had common interests at a district level and many interdependencies. The Council determined that the most effective representation for these communities was having all the councillors represent the district's electors.

Key considerations included:

- The rural area of Masterton district is made up of a wide variety of farming practices, lifestyle properties and several beach settlements. The needs for services from the different lifestyles and businesses represented in the rural area is diverse.
- Rural subdivision had seen an expansion of lifestyle blocks around the urban area. The majority of rural properties (61% in 2018) were located within 20km of the urban boundary. About one-third of all rural properties were made up of lifestyle properties within 15km of the urban boundary. Many lifestyle block owners have never farmed prior to buying outside the urban area and many of the properties do not have animals or grow horticulture beyond a household orchard.
- Of the remaining rural properties, approximately 10% were beach properties located in (or leading into) the beach resorts of Castlepoint and Riversdale. Estimates based on ratepayer mailing addresses indicated that fewer than 10% of those properties were permanent residences, with a large number owned by people living permanently outside the district. This means a very small electoral population would be represented in any calculations for coastal communities of interest.
- The rural and urban areas were acknowledged as being interdependent - the district's economy is heavily influenced by the rural sector, and the rural sector is serviced by the urban township.

In 2021 these reasons still stand. Population statistics as at 30 June 2020 (the most recent estimated resident population) show that the majority of rural people live in the census areas that are closest to the urban area; and our rural and urban communities are still very interdependent.

In an exercise to identify communities of interests the participants at the 2021 representation review community workshops identified many non-geographical communities of interest. Non-geographical communities of interest are outside the scope of the representation review, but it was noted at the

workshops by councillors and Council staff that these non-geographical communities of interest would benefit from more engagement with Council and that Council would consider how best to reach and represent these communities.

Geographical communities of interest that were identified by workshop participants included rural and beach communities. As noted above, these communities have many interdependencies; residents within the rural area have a diverse range of needs; residents are widely dispersed and identify as belonging to a wide range of locations or they live in very small beach settlements with larger non-resident populations.

The review has identified that the Masterton district is a community of interest and there is no smaller community of interest requiring increased representation. This means that there will only be one general ward, covering the whole district, and the Māori Ward. No other wards, dividing up the councillors to represent the electors, is required.

Step 2: Effective representation for communities of interest

Effective representation considers how the communities of interest identified can be best represented. With a single community of interest matching the district's boundaries the Council will achieve effective representation at a district level. Councillors can be elected from a single general ward and the Māori ward (both covering the entire district) with or without councillors elected at large.

The current arrangement (all councillors elected by all the electors) no longer complies with requirements of the Act because of the introduction of a Māori Ward. Options available for the 2021 representation review include councillors elected:

- By wards (the single general ward and the Māori Ward(s) or
- By a mixture of the wards listed above and at large (elected by all electors).

Representation arrangements for the 2022 elections must include at least one General Ward to sit alongside the newly established Māori Ward. When deciding whether there should be one or more Wards, communities of interest should be considered. Other considerations for effective representation include access to elected members and elected member ability to effectively represent their community of interest.

As noted under our discussion of communities of interest, there have been no major shifts that would suggest representation at less than a district level would be more effective. If anything, since 2018, enhanced and growing knowledge of technology, and events like the Covid-19 Level 4 lockdown in 2020, has resulted in increased knowledge and use of tools like Zoom that enable people to communicate and access services, including their local representatives, more easily than ever before.

The communities of interest for the new Māori Ward also need some consideration if two Māori councillors are enabled through higher overall councillor numbers. The Māori electoral roll currently has 3,360 electors enrolled across the district. The latest population estimates for Masterton district notes a Māori population of 6,470 making up approximately 24% of the total population. The number

of Māori councillors is dependent on a calculation in the legislation that is predominantly based on electoral rolls. The government is currently considering further legislative change that might allow Māori electors more frequent opportunities (currently every five to six years) to switch between electoral rolls. This representation review must use the current numbers required by the Act but future representation reviews may have higher Māori electoral rolls if more Māori electors choose to switch electoral rolls.

The commentary above on identity and location for communities of interest is also relevant for the Māori population but there is also a sense of belonging attributed to a Māori elector's rohe. The Masterton district is rohe to two iwi – Ngāti Kahungunu and Rangitāne with both iwi claiming the district in general. On that basis if two Māori councillors could be elected then Officers recommend that one Māori ward is established as there is no fair way to split the district to reflect the two rohe.

Māori ward councillors will represent the views of the wider Māori community. It is important to note that the discussion on the number of Māori ward councillors runs in parallel to the Council's commitment to Ngāti Kahungunu and Rangitāne. Iwi will continue to be represented by appointed members on Council committees.

Council Officers recommend that one General Ward is established to sit alongside the Māori Ward, and that the boundaries for both the General and Māori Wards align with the boundary of the Masterton district. This means anyone in the Masterton district who is on the general electoral roll will be able to vote for candidates in the General Ward (and will be represented by these elected candidates); and anyone in the Masterton district who is on the Māori electoral roll will be able to vote for candidates for the Māori Ward and will be represented by the elected Māori Ward candidate(s). Noting that once elected, all councillors declare to "*...execute and perform in the best interests of the district, the powers, authorities, and duties vested in, or imposed upon, me as councillor...*".

Step 3: Fairness of representation for electors

The principles that the Act is designed to implement include:

- representative and substantial electoral participation in local elections
- fair and effective representation for individuals and communities
- all qualified persons have a reasonable and equal opportunity to cast an informed vote, nominate 1 or more candidates, accept nomination as a candidate
- public confidence in, and public understanding of, local electoral processes

The ±10% rule

Under Section 19V there is specific reference in the Act to the fairness of representation for individuals through the equality of representation. Membership of wards is required to provide approximate population equality per member. This does not apply between the general wards and the Māori ward(s); only between the same category of ward. This is because the Act sets the number of Māori councillors to reflect the proportionate population on the Māori electoral roll compared to the general electoral roll (described in Schedule 1A of the Act).

Section 19V of the Act provides the following requirement, known as the '±10% rule':

“....the population of each ward or constituency or subdivision, divided by the number of members to be elected by that ward or constituency or subdivision, produces a figure no more than 10% greater or smaller than the population of the district or region or community divided by the total number of elected members (other than members elected by the electors of a territorial authority as a whole, if any, and the mayor”.

The $\pm 10\%$ rule will only apply if the Council determines:

- there is a community of interest smaller than the whole district that requires specific representation and therefore establishes more than one general ward; or
- to have 13 or more councillors, which qualifies the district to have two Māori councillors, and there is a community of interest identified for Māori electors that requires specific representation i.e. a division of the district into two Māori wards.

With a single general ward and single Māori ward the $\pm 10\%$ rule does not require consideration. Effective representation for electors is more simply considered through the number of councillors to represent the district and if any should be elected from at large.

Elected by ward and at large

The results of the Act's requirements to calculate councillor numbers show that the district qualifies for one Māori councillor with the legal minimum of five councillors; with four councillors elected from the general ward, one councillor elected from the Māori ward and no councillors eligible to be elected from at large. The district qualifies for one Māori councillor with the total councillors ranging from five to twelve. Once there are 13 councillors then two of the 13 councillors would be elected from a Māori ward or wards. These proportions of Māori councillor to general ward councillor reflect the current electoral rolls. As referenced earlier in the report Māori are currently under-represented on the Māori electoral role compared to their proportion of the Masterton District overall population.

For councillor numbers below 13, Māori electors will have two chances to influence the representation of the Council (through electing the Māori councillor and the Mayor) if all councillors are elected by wards. Having some councillors elected at large would enable Māori electors more influence of the makeup of the full Council without reducing the level of influence to the general roll elector. The minimum number of councillors that must be elected from a general ward is four, which meets the legal minimum of total members. Additional councillors, above the legislative minimum, can be elected from at large with both Māori electors and the general electors getting to vote for these councillors and increase the influence of the Māori elector.

Providing a greater number of votes for Māori electors may help promote more Māori electors to switch rolls which would increase the chances of having more than one Māori councillor in the future and would reflect our community more accurately. It could also help encourage Māori not yet enrolled to get enrolled and make their vote count.

Number of councillors

The number of councillors has a bearing on the ability to reflect our community in the elected individuals representing the district. Greater diversity amongst the elected councillors contributes to enhanced understanding at the Council table of the needs of more groups and individuals that make

up our district and truly reflect the diversity of our community in Council decisions. The communities diversity can be reflected by include factors such as age, gender, ethnicity, geographic, lifestyle, political affiliation, religious preference, sexual orientation, disability, economic status, work sectors.

Nationally the majority of elected members on councils are men that have retired from working life. There is a current upward trend of more female councillors and mayors, with a lowering of the average age through more working age individuals standing and succeeding at election time. The most recent introduction of a childcare allowance by the Remuneration Authority and uptake by most councils is a positive sign that the role of elected member can be promoted to a wider group of candidates.

The community workshops explored the factors that affect the diversity of the elected councillors with the feedback noting the following:

- low diversity in the candidates standing for election
- inadequate remuneration to attract candidates from some demographic groupings
- high time commitment required, often during normal business hours
- temporary in nature with the three yearly election cycle, so not considered a career
- lack of understanding of the role of elected member
- lack of Council visibility and/or relevancy among electors and candidates
- negative reputation of Council and impact of social media too damaging to be involved

Having discussed these factors, participants were asked to indicate how many Councillors they thought Masterton District Council should have. When responses were averaged, feedback indicated a preference for 8 to 10 Councillors.

Many of the factors affecting diversity are beyond the scope of the representation review but some can be considered in the lead up and promotion of the next election next year. Extending the three yearly election cycle is beyond the powers of individual councils and would need a legislative change. Currently the Council's formal meetings are outside the current elected members' core work commitments but workshops, regional meetings and some public consultation engagements are during the working day. Many councils adapt their meeting and workshop times to suit the majority of their elected members' non-Council commitments. However, the position is paid a salary which indicates that the time required for the role is significant and cannot be fitted around another full-time role. The Mayor's salary, by comparison, is currently set at \$122,000 and is considered by the Remuneration Authority to be sized as a full time position.

Remuneration can be a factor which limits diversity. 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.

The level of remuneration for councillors can be improved by reducing the number of councillors. A higher salary could enable more individuals to consider being a councillor as a career or to reduce

their current role to part-time. The average salary with the current 10 councillors is \$39,288. With 8 councillors the average salary would be \$49,110 and with the minimum of five councillors the average salary would be \$78,576. That said, reducing the number of councillors decreases the chances for candidates to be elected and increases the chance that the elected councillors are less diverse.

The number of councillors can also impact on the workload for each councillor. Councillors are appointed to committees of the Masterton District Council and some are appointed to regional committees where they represent our community. Stakeholder meetings throughout the year and consultation meetings are often spread across the councillors and enquiries and lobbying can be directed at any of the councillors.

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 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-electedmembers.pdf, 2018, p.32-33).

Masterton has a land mass of 2,300 kilometres. For districts with a similar land mass (1999 to 2500)) the number of elected members including the Mayor ranges from 8 to 15, with most in the 8 to 11 range and one at 15.

Masterton has an estimated resident population of 27,500. For districts with a similar size population (25,000 to 35,000) the number of elected members including the Mayor ranges from 9 to 13.

Masterton has a density of 11.96 people per square kilometre. For districts with a similar density (10 to 15) the number of elected members including the Mayor ranges from 9 to 12.

For local comparisons, Carterton and Tararua District Councils have 9 elected members including the Mayor. South Wairarapa has 10.

The review recommends a total of eight Councillors plus the Mayor for the Masterton District. Reducing the number of Councillors by two (from the current ten) will enable remuneration to be increased which, as discussed, may enable and attract more diverse candidates. Eight Councillors is also within the range of elected members that other Councils with similar land mass, populations and density have.

Step 4: Community Boards

Council is required (under clause 19J(1) of the Act) to consider whether community boards could enhance local governance and representation whenever representation arrangements are reviewed. Two levels of decision are required:

- Whether there should be community boards within the district; and
- If so, the nature and structure of any community boards.

Masterton District Council has not had Community Boards since enabled in 1989 at the time of council amalgamations. These were more frequently established at the time of amalgamation for Councils that covered an expansive geographical area and/or had multiple towns/identities within their district/region. Very few Community Boards have been established since 1989. The closest Community

Boards to Masterton are in the South Wairarapa District Council with three Community Board representing the areas of Featherston, Martinborough and Greytown.

A Community Board would require at least four elected Community Board members in addition to the councillors. The Community Board members' remuneration is set by the Remuneration Authority, outside the councillor remuneration pool, with the salaries reflecting the population of the area being represented. The salaries are generally low e.g. the South Wairarapa Community Board members are paid an annual salary of \$3,302, with the Chairperson receiving double the members' amount. The Community Boards would meet formally and require Council officer support for the preparation of agendas, support at meetings and engagement activities.

Views on Community Boards and whether there were reasons to consider these for Masterton District were explored at the community workshops. The majority view was that Community Boards would not enhance representation in the Masterton District.

While small geographical communities of interest were identified within the wider Masterton district, for example beach communities, the general view was that these communities are already well represented through active ratepayer and resident associations and the newly formed Rural Advisory Group.

Representation considerations aside, Community Boards would increase the cost of representation for ratepayers. Rates would need to cover any costs associated with paying members and any administration costs associated with the board.

The review does not recommend any Community Boards be established.

Representation Review Consultation Process

Key dates for the Initial Proposal include:

- The formal consultation period will launch on Friday 3 September 2021, five days prior to the legal deadline for publication of an initial proposal.
- Consultation on the initial proposal will close on 4 October 2021.
- Hearings are scheduled for Wednesday 13 October 2021.

The Communications Plan included as Attachment 2 outlines the intended approach for consultation with our community over this period. The intent of the communication plan is to achieve simple, clear messaging; to take a multi-pronged approach that will reach different audiences; and to enable formal and informal feedback.

The Plan includes a legally required public notice; radio, print and social media promotion, and subject to COVID-19 Alert Level status, several kanohi ki kanohi (face to face) opportunities at different times and locations to ensure people have the best chance of being able to attend a session. Staff are exploring alternatives should COVID-19 Alert Level status restrict kanohi ki kanohi opportunities.

Submissions will be received via the online portal (using the same method as the recent Parks and Open Spaces Strategy which had no access problems); in writing via letter or email; and over the phone. Those who make a formal submission will also have the option of speaking to Council about their submission at the Hearings.

Those who do not want to make a formal submission are still encouraged to share their views via email, phone or face to face (advising that they do not want to make a formal submission) but will not be able to speak at the Hearings.

Informal feedback will be considered alongside formal submissions and any new information when Council decide the final proposal.

Key dates from the close of submissions are:

- Following the hearing of submissions, the Council must give public notice of its final proposal within six weeks of the closing date for submissions, the date targeted will be 10 November for a Council meeting with public notice on the 13 November.
- Appeals and objections to the final proposal will close on 13 December 2021.
- Appeals, objections and other relevant information must be forwarded to the Commission no later than 15 January 2022.
- The Commission will consider resolutions, submissions, appeals and objections and make a determination by 10 April 2022.

CONCLUSION

Having considered all the matters raised in this report, it is recommended that Council's initial proposal for the Council's representation arrangements for the 2022 local government elections be:

- Eight councillors plus the mayor.
- Councillors would be elected from a General Ward, a Māori Ward and At Large (with the boundaries for the general and Māori ward aligning with the Masterton district boundary) to achieve effective representation.
- Four members elected from the General Ward, one from the Māori ward and three elected At Large would be the fairest arrangement that complies with the Act's requirements.
- No Community Boards have been deemed necessary to achieve effective and fair representation.

The recommended 2021 Representation Review Initial Proposal incorporates the decision made by Council in May 2021 to establish a Māori Ward. It also reflects early feedback from our community, as shared at community workshops held on 2 and 3 August 2021. The initial proposal is considered to achieve fair and effective representation for our community within the framework allowed by the Act.

If adopted, the initial proposal would include the following key changes compared to the current representation arrangement which were adopted in 2018:

1. The number of councillors would reduce from ten to eight. In addition to the Councillors there would still be a Mayor.
2. A General and a Māori Ward would be introduced, both with boundaries that align with the Masterton district boundary.
3. The number of Councillors elected At Large would reduce from all ten to three, with the balance elected from the two Wards – four from the General Ward and one from the Māori Ward.

Adopting the proposal by the legal deadline of 31 August 2021 will enable consultation to commence and achieve public notification by the legal deadline.

Council will consider feedback received from our community through submissions and the hearings process before confirming a final proposal, which must be notified within six weeks of submissions on the initial proposal closing.

SUPPORTING INFORMATION

Strategic, Policy and Legislative Implications

The Local Electoral Act 2001 is the primary legislation driving the requirements for the Representation Review.

Both the Local Electoral Act 2001 and the Local Government Act 2002 outline key principles that should inform a Representation Review. These include:

- The Local Government Act 2002 states that a purpose of local government is “to enable democratic local decision making and action by, and on behalf of, communities”.
- A key principle of the Local Electoral Act 2001 is to implement “fair and effective representation for individuals and communities”.

These principles also align with our Wellbeing Strategy objectives and the community outcomes Council has adopted and aspires to for our community.

While the Act prescribes the statutory requirements to be met, it does not prescribe the decision-making process. The Commission has produced guidelines for local authorities undertaking representation reviews. Masterton District Council has aligned its process with these guidelines.

Significance, Engagement and Consultation

The Representation Review is considered significant as it will influence how our Council is shaped, how our community are represented and how individuals will be able to vote for at least the next two elections, 2022 and 2025.

Community consultation will follow the process prescribed in the Act which aligns with the Special Consultation Procedure prescribed in Section 83 of the Local Government Act. The prescribed process includes legislative timeframes and some dates for public notifications, as outlined in this report.

Financial Considerations

The initial proposal recommends a reduction in the number of councillors. As noted in the report, the provision for councillors' remuneration is prescribed by the Remuneration Authority as a total pool for councillors. The total remuneration for councillors does not change if the number of elected members changes.

If the councillor remuneration pool was split equally, with fewer councillors each councillor would get paid more than they would if there were more councillors. The actual amount to be paid will depend on decisions made by the Council following the election on how the pool is divided.

The cost of Community Boards remuneration would be in addition to the current remuneration costs for councillors and would require staff support which could not be absorbed with current resources.

The cost of public consultation is estimated at \$5,000-\$6,000 plus any printing costs required. This excludes the cost of staff time.

Treaty Considerations/Implications for Māori

An outcome of the Representation Review process will be the implementation of the Māori Ward decision that Council made in May 2021. This decision was made to enhance representation for Māori in the Masterton district.

Currently only Māori who are already registered on the Māori electoral roll will be eligible to vote for the Māori Ward. The next opportunity to change from the General electoral roll to the Māori electoral roll will be in 2024 unless legislative change occurs. Masterton District Council recently submitted in favour of allowing Māori to choose more frequently between the Māori and General electoral roll and at least before each local government and central government election.

Communications/Engagement Plan

The Communications Plan included as Attachment 2 outlines the proposed approach for communication and engagement with our community.

Environmental/Climate Change Impact and Considerations

No specific environmental/climate change considerations/impacts have been identified in relation to adopting the initial proposal for consultation.

Timeline for 2021 Representation Review

Date	Action	Commentary
30 August 2021	Council meeting for initial proposal	
31 August 2021	Deadline to decide initial proposal	
3 September 2021	Release of public consultation material	
8 September 2021	Deadline for public notification of initial proposal	
4 October 2021	Close of public consultation	Consultation must be at least one month in duration
13 October 2021	Hearings of submissions	
10 November 2021	Council meeting for final proposal	
13 November 2021	Public notice of final proposal	
17 November 2021	Deadline to publicly release final proposal	This date must be within 6 weeks of the close of submissions
13 December 2021	Close of appeals and objections on final proposal	Appeals/objection period must be at least one month in duration
20 December 2021	Deadline for receiving appeals and objections	
15 January 2022	Deadline to forward appeals and objections to Local Government Commission	
10 April 2022	Deadline for decision by the Local Government Commission	

COMMUNICATIONS PLAN

REPRESENTATION REVIEW 2021

CONTEXT

In September 2021 Masterton District Council will consult on proposed representation arrangements for at least the next two local elections. A Representation Review is required now given Council's decision to establish a Māori Ward for the 2022 local body elections. The representation review will establish how our community is represented, including how many elected members Masterton District Council will have and how they will be elected.

PRELIMINARY RESEARCH

The last Representation Review (2018) attracted four submissions. It resulted in a change from Rural and Urban Ward arrangements to all Councillors being elected At Large, and the establishment of the Rural Advisory Group (in response to a submission received).

The rationale for all At Large at the time included that:

- Our rural and urban communities are interdependent with more common interests than differences.
- Having all Councillors elected At Large reflected that – all voters could vote for all Councillors.

ISSUES/RISK

ISSUE/RISK	MITIGATION
Complexity of issue/information, results in confusion	Clear and simple key messages and a call to action. WHAT we are proposing, WHY we are suggesting that, WHAT feedback we want, HOW people can share their views, WHAT will change as a result?
People focus on Māori wards versus wider representation.	Clear messaging that the Māori ward decision has been made and won't change as a result of this process.
Complexity of submission process results in non-completions	Aim to keep submission form as simple as possible.
Sectors of our community do not participate and 'have a say'.	Multi-pronged approach with a mix of media and face to face engagement activity.

OBJECTIVES

Organisational

Representation Review consultation engages a stronger response than previous consultation on this topic and from a cross-section of the community.

Communications

Widespread awareness amid Masterton residents of the opportunity to give feedback.

Measured by:

- Visits to the MDC consultation webpage
- Number of engagements via social media
- Increased submissions received

Māori and Younger demographics (aged under 30) are engaged.

Measured by:

- Youth and Māori participation in face to face engagement
- Youth and Māori submission rates

Communications material, including consultation document, is reading-age appropriate and written in Plain English.

Measured by:

- Proposal document and accompanying messaging is clear, simple and aimed at an average reading age of 12 years.

AUDIENCES

Regardless of unique characteristics and considerations, all audiences will require:

- Fit-for-purpose engagement
- Clear key messages up front
- Easy to digest information
- An easy way to have a say

Audience group	Considerations	Additional Comms Needs/Response
Active Engagers (High Interest in Council Matters / Regular or Previous Submitters)	More familiar with and comfortable participating in traditional consultation approaches. May have pre-determined views before consuming information.	More detailed information and/or background readily available.

Māori	Less likely to engage in traditional Council consultation processes.	Use of te reo Māori Kanohi ki kanohi opportunities / 'Pop ups'
Youth	Less likely to engage in traditional Council consultation processes.	Online/social media approaches Easy read materials
People with Disabilities	Less likely to engage in traditional Council consultation processes. Accessibility (physical or to information) could be a barrier to participation.	Kanohi ki kanohi opportunities in physically accessible locations Online/social media approaches Easy read materials
Aged	More likely to engage in traditional Council consultation processes. Accessibility (physical or to information) could be a barrier to participation.	Kanohi ki kanohi opportunities in physically accessible locations Traditional print media
Rural	Remote locations and/or potential lack of internet could be a barrier to participation.	Traditional print media (especially where internet is not as good) Explore a kanohi ki kanohi opportunity in a rural location Utilising channels already aimed at and used by rural community that MDC do not own (e.g. Federated Farmers communication channels)
Commuters	Timing of kanohi ki kanohi sessions could be a barrier for participation if people are working outside of the district. Commuting may enable more time to access information on line and/or read more detailed material.	Online/social media approaches Weekend kanohi ki kanohi opportunity. More detailed information and/or background readily available.

STRATEGY

- **'Keep it Simple' Messaging** – key points with clear explanations of what the different elements of the Representation Review could mean for our community; use of infographics where possible to enhance messaging.
- **Multi-Pronged Approach** – messaging and engagement through a variety of formats (face to face, written, online/social media, general media) to reach and meet the needs of different audiences.
- **Simple Submission Process** – formal submissions received online, face to face, via phone, email or hard copy. Online will use the same approach that was used for the Parks and Open Spaces Strategy.
- **All Feedback Counts** – inclusive approach to feedback received via different mechanisms enabling our community to be heard in a way that suits them. i.e. informal feedback is considered alongside formal submissions.

MESSAGES

Theme: Who Represents You? / Have Your Say!

Overarching messages:

- People in Masterton have a chance now to decide how they are represented
- This includes how many elected members there are and how they are elected.
- Council acts as the voice of local people
- That voice must represent and balance different interests and views.
- It's important that our community feels they are represented fairly and effectively.

Fair and Effective Representation

- We want all geographic communities of interest to be represented fairly and effectively.
 - Fair means each Councillor represents approximately the same number of people
 - Effective is about how accessible Councillors are, and the size and nature of the area they represent

Communities of Interest

- A community of interest is a group of people who have a common bond.
- For the representation review, we can only consider geographic communities of interest.

- We are proposing one community of interest at the district level. Reasons for this include:
 - Our rural and urban communities are interdependent
 - Our district's economy is heavily influenced by the rural sector
 - The rural sector are serviced by the urban town
 - Many rural people live on lifestyle blocks closer to the urban area.

Number of Elected Members:

- We currently have 10 Councillors plus the Mayor
- We propose reducing that to 8 Councillors plus the Mayor
- Fewer Councillors –
 - Each Councillor could get paid more – this might attract new people and increase diversity.
 - This could mean a bigger workload for each Councillor.
- More Councillors –
 - Might bring a wider range of people to the table and increase diversity,
 - But each Councillor would get paid a smaller amount – this might make the role less appealing to or affordable for some.
- We currently have a pool of \$392K to pay our Councillors

Wards and At Large

- We will have a Māori ward for the 2022 elections. That decision was made in May 2021.
- We have to have at least one other ward:
 - That could be one General ward for the whole district
 - Or that could be more than one ward for areas within the district.
- We could also have:
 - Some Councillors elected 'at large - that means they stand for the whole district and are not associated with any Ward.
- Because we have one key community of interest at the district level, we are proposing:
 - One General Ward
 - One Māori Ward
 - Some Councillors At Large

Equity in Voting

- How we structure things will influence who you can vote for when it comes to the election:

- Only voters who live in a Ward area can vote for that Ward
- Only Māori who are enrolled on the Māori electoral roll can vote for the Māori Ward
- All voters can vote for candidates that stand at large
- It will also influence how candidates choose to stand for election.
 - Candidates will have to choose whether to stand for a Ward or At Large
 - Anyone can stand for any Ward or At Large – candidates do not have to live in the Ward or even the Masterton district.
- We are proposing:
 - General Ward – 4 Councillors
 - Māori Ward – 1 Councillor
 - At Large – 3 Councillors
- This means:
 - Those on the General Electoral roll get to vote for the General Ward Councillors
 - Those on the Māori electoral roll get to vote for the Māori councillor
 - Everyone gets to vote for the at large councillors
- This is the fairest arrangement for eight Councillors that we have identified within the legal framework.

Have Your Say!

- The decisions we make now will influence who represents you at the Council table and how you get to vote at the next election.

IMPLEMENTATION/TACTICS

Tactic	Details	Timeframe	Budget
<i>Consultation open by Friday 3rd September to Monday 4 October 2021</i>			
Media release	Key messages around Representation Review and opportunities to have a say	To go out following Council's decision – 30 August	N/A
Website update	Simple website page covering off key issues and with key messages/ Q&As	Updated by 3 September	N/A
Radio advertising	Key messaging and promotion of opportunity to have a say	Ready for w/c 6 September	\$2,000

Print advertising	Public Notice (legally required) - Times-Age and Midweek Full Page 2 half page ads during the 4 week consultation period.	By 3 September (the legal deadline for public notice is 8 September)	\$3,000
Digital promotion	Key messaging and promotion of opportunity to have a say	From 3 September onwards	\$600
Kanohi ki Kanohi Sessions (2 x 1.5 hour sessions)	Face to face 'workshop' style sessions at two different times and locations	TBC - after launch of consultation	TBC
Library 'Drop Ins' (2 x 1.5 hour sessions)	Drop in general information / Q&A sessions. One weekday morning and one Saturday morning at the Library.	TBC - after launch of consultation	TBC
Distribution of information through community networks (e.g. subject to agreement - Iwi, Ratepayers Associations, Youth Council, People First, Federated Farmers, School Newsletters)	Invite community groups with distribution lists to share information to reach different sectors of the community. Include key messages, promote opportunity to have a say and engagement sessions.	w/c 6 September	N/A
Formal Hearing Process	Opportunity for submitters to speak to Council about their submission.	Wed 13 October	
Total estimated budget (excluding printing costs):			\$5,000 - \$6,000

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
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

Name	Members (including mayor)	Member to population ratio (excluding mayor)	Land area (km ²)	Population	Density (km ²)
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
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

Name	Members (including mayor)	Member to population ratio (excluding mayor)	Land area (km ²)	Population	Density (km ²)
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